

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

DEVELOPMENT & PLANNING AUTHORITY

**LOCAL PLANNING BRIEF FOR THE ST PETER PORT AND ST SAMPSON HARBOUR ACTION
AREAS**

The States are asked to decide:-

Whether, after consideration of the Policy Letter ‘Local Planning Brief for the St Peter Port and St Sampson Harbour Action Areas’ submitted by the Development & Planning Authority, they are of the opinion:

1. To adopt the Local Planning Brief for the St Peter Port and St Sampson Harbour Action Areas, as set out in Appendix A to the Policy Letter, comprising the proposals and policies for development in those Harbour Action Areas as published on 17 September 2024 (Appendix F) and as amended in accordance with recommended changes of the Development & Planning Authority set out in Appendix E to the Policy Letter, comprising;
 - a. the recommendations of the planning inspector supported by the Authority, and
 - b. the Authority’s own recommended changes.

The above Proposition has been submitted to His Majesty's Procureur for advice on any legal or constitutional implications in accordance with Rule 4(1) of the Rules of Procedure of the States of Deliberation and their Committees.

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The Presiding Officer
States of Guernsey
Royal Court House
St Peter Port

28th February 2025

Dear Sir

1 Executive Summary

- 1.1 Guernsey's east coast has significant potential to accommodate development which will deliver economic, social and environmental benefits to the whole of the Island. This potential is greatest within the areas immediately surrounding the St Peter Port and St Sampson harbours and unlocking the potential of these areas has been a priority for several States Assemblies.
- 1.2 The current Assembly has already taken a significant step forward in realising the benefits of development along the east coast through the establishment of the Guernsey Development Agency.
- 1.3 However, in order for coordinated development proposals to come forward under the States land use policies which are aligned with the strategic objectives of the States of Guernsey and deliver the widest possible benefits, it is critical also for the States of Guernsey to agree a policy framework for these areas. This will focus, guide and positively support appropriate development and encourage investment. Without the framework and gateway policies significant development opportunities cannot be realised.
- 1.4 The Strategic Land Use Plan, which was approved by the States in 2011, sets out the States strategic land use policies and has a twenty- year life. It gives guidance and direction for the policies in the Island Development Plan. Policy LP8 of the Strategic Land Use Plan recognises, at the highest level, the opportunities in and around the St Peter Port and St Sampson harbours and that "through a coordinated approach to the planning of development a strategy should be

prepared that looks beyond the purely functional requirements of the ports and seeks to satisfy wider social, economic and environmental objectives” and that a harbour strategy should be developed to balance competing uses.

- 1.5 In accordance with the direction in the Strategic Land Use Plan and through their approval of the Island Development Plan, 2016, the States agreed with the identification of the St Peter Port and St Sampson Harbour Action Areas and the requirement for Local Planning Briefs to be prepared for these areas in order to provide a policy framework to enable coordinated and comprehensive development which takes advantage of opportunities and mitigates the threats faced within these areas.
- 1.6 The Harbour Action Areas Local Planning Brief proposes 18 new policies which fall under 6 themes. These themes are:
 - (a) resilient harbours and infrastructure,
 - (b) supporting the marine sector to provide job and leisure opportunities,
 - (c) new and expanded uses and activities within the Harbour Action Areas,
 - (d) culture, heritage, tourism and leisure,
 - (e) making it safe, healthy, efficient and easy for people and goods to get around,
 - (f) climate resilience and the natural environment.
- 1.7 The Local Planning Brief has been drafted intentionally as a high-level strategic framework in order to set policies which are proportionate in providing sufficient detail to enable development which is coordinated and in line with the strategic objectives of the States of Guernsey, whilst not being overly prescriptive and restrictive of developers and investors. In doing so, the Local Planning Brief will be sufficiently flexible to adapt to changes in external factors over its 10-year lifespan and will enable the private sector to identify creative design solutions to take advantage of opportunities and mitigate threats.
- 1.8 Subject to States’ approval, the Local Planning Brief, which is required to conform with the objectives of the Island Development Plan for the Harbour Action Areas, will become in effect a formal amendment to the Island Development Plan, providing a specific, high-level policy framework to guide development proposals within the Harbour Action Areas.
- 1.9 The Local Planning Brief fulfils many of the core objectives of the Strategic Land Use Plan. Its policies allow for a diverse and balanced economy, housing availability, leisure opportunities, wise use of island resources, reduction in carbon footprint and adaptation to the impacts of climate change, protection and enhancement of the natural environment and culture and local heritage, maintenance and enhancement of infrastructure and high standards of new development. It has been prepared to align with the existing relevant guidance and direction within the Island Development Plan and the Strategic Land Use Plan

consistent with the requirements under planning legislation that a Local Planning Brief takes into account the guidance in the Strategic Land Use Plan and conforms with the objectives for the relevant areas in the Island Development Plan. Certification of consistency with the Strategic Land Use Plan has been confirmed by the Committee *for the Environment & Infrastructure* as required by planning legislation.

- 1.10 The Local Planning Brief is an essential component in realising the significant benefits associated with bringing forward development along Guernsey's east coast. Recognising the importance of a coordinated approach to maximising opportunities for beneficial development in the Harbour Action Areas, policy MC10 of the Island Development Plan states that, in the absence of an approved Local Planning Brief, development can only come forward where it is of a minor or inconsequential nature, or where it would not prejudice the development or inhibit the implementation of an approved Local Planning Brief.
- 1.11 In the absence of an approved Local Planning Brief, the only policy available to bring forward development within the Harbour Action Areas is policy MC10, which represents a significant limitation to the potential to realise the delivery of development.
- 1.12 The Local Planning Brief will now provide the intended essential high level policy framework which supersedes Island Development Plan policy MC10 and establishes policies which provide effective guidance and direction for prospective developers in preparing plans for development within the Harbour Action Areas.
- 1.13 Throughout the process of preparing the Local Planning Brief, the Guernsey Development Agency has been engaged as a key stakeholder to ensure alignment between the relevant planning policies which will influence development, and the States' endorsed delivery mechanism for development. The Guernsey Development Agency has confirmed that the policies proposed within the Local Planning Brief are aligned with the potential developments set out in its strategic vision for the Bridge, which was endorsed, with associated budgetary resource, by the States Assembly in December 2024 (Article VII of Billet d'État XXII¹). The Guernsey Development Agency's proposals cannot be realised without the Local Planning Brief and its enabling gateway policies.
- 1.14 Preparation of the Local Planning Brief has been subject to a rigorous and robust statutory process which included several rounds of stakeholder and public consultation in order to inform the proposed policies. The draft Local Planning

¹ [Billet d'État XXII \(December 2024\)](#) – P.2024/97

Brief was published in September 2024 (attached in Appendix F²) and then submitted to an Inquiry process led by an independent Planning Inspector, who considered further public representations on the Local Planning Brief and who then provided a report, conclusions and recommendations for amendments to the Development & Planning Authority.

- 1.15 The Development & Planning Authority has considered the conclusions and recommendations of the Inspector, as required under the planning legislation, in preparing a final draft of the Local Planning Brief (attached in Appendix A), which is submitted to the States of Deliberation for approval.

2 Introduction

- 2.1 In accordance with the direction given in the Strategic Land Use Plan, 2011 (SLUP), the St Peter Port and St Sampson Harbour Action Areas ('HAAs') were first identified in the Island Development Plan, 2016, ('IDP') as areas where a co-ordinated approach to the planning of mixed use development, looking at opportunities beyond the purely functional requirements of the ports, has the potential to secure significant inward investment which will enhance and promote wider social, economic and environmental objectives. These areas have significant potential for commercial development and expansion, development and support of the visitor economy, leisure, recreation and cultural opportunities, the improvement of the appearance and accessibility of public places and the enhancement and reinforcement of the historic setting of the harbours.
- 2.2 The principal aim of the HAAs is to make the most of two of the Island's strongest natural assets, providing for the safe functioning of the commercial ports to modern standards whilst drawing in economic contributions which in turn will secure improved infrastructure, commercial, leisure and recreation opportunities, enhancing the environment and reducing the negative impacts of traffic.
- 2.3 Due to the strategic importance of the harbours to the functioning and resilience of Guernsey as a whole, as well as the considerable opportunities to attract inward investment, the IDP establishes that Local Planning Briefs ('LPB') should be prepared for the two HAAs which will provide a valuable policy framework to help achieve a coordinated approach to development in order to maximise the

² Section 9(4)(a) of the Land Planning and Development (Plans) Ordinance, 2007, specifies that the Development & Planning Authority must lay before the States in writing the Local Planning Brief, as published pursuant to section 8.

In order to make clear the version of the Local Planning Brief that the States Assembly is being asked to approve, the Development & Planning Authority have prepared a final draft of the Local Planning Brief, which is attached to this Policy Letter in Appendix A and incorporates the amendments proposed by the Inspector and the Development & Planning Authority.

positive potential of these areas to deliver multiple economic, social and environmental objectives of the States of Guernsey to the benefit of the wider community.

2.4 At its meeting in March/April 2022 (Billet d'État VI, 2022³), the States of Deliberation directed the Development & Planning Authority ('the Authority') to complete the LPBs for the St Peter Port and St Sampson HAAs within 18 months following a decision of the States which provides direction as to the future development of commercial port infrastructure for Guernsey. Although the States have not made a decision about the future harbour requirement the LPB has been recognised in the Government Work Plan as a priority principally because its policy framework is essential to enable future beneficial development to come forward in these areas.

2.5 Regarding the two HAAs, the IDP establishes that the two areas should not be considered in isolation and that the importance of the interaction and interplay of the harbours with the Regeneration Areas and the wider main centres of Town and the Bridge is recognised in proposals for the HAAs. As such, and in the absence of a decision on the future ports requirements, in August 2023 the Authority formally commenced preparation of a LPB for both the St Peter Port and St Sampson HAAs. Given the interrelation between the St Peter Port and St Sampson HAAs, the Authority resolved to prepare a single LPB for both HAAs in order to (a) ensure that the proposed policy framework is consistent across both areas and maximises the potential to identify opportunities where a certain type of development in one HAA could benefit another, and (b) to reduce the overall cost to the States of Guernsey in comparison to preparing two LPBs separately. Within the single LPB however, the very distinct character and opportunities of each HAA are recognised.

2.6 Role of a Local Planning Brief

2.6.1 The States has agreed the role of LPBs through planning legislation and approval of the IDP. The IDP states, consistent with the planning legislation, that LPBs will be prepared by the Authority to set the policy direction and new policies for a particular locality. LPBs will identify the constraints and opportunities presented by a particular site or area and the type of development expected and encouraged by the Authority consistent with the objectives of the IDP.

2.6.2 LPBs offer a valuable framework to help achieve a coordinated approach to development in order to maximise the positive potential of these areas to deliver multiple economic, social and environmental objectives of the States of Guernsey to the wider community. LPBs will inform, guide and influence planning decisions as well as public and private sector thinking whilst enabling

³ [Billet d'État VI \(March/April 2022\)](#) – P.2022/11

the private sector to identify appropriate opportunities for investment and working in partnership with the States of Guernsey.

- 2.6.3 A LPB will give practical guidance and direction to developers and others as to how a site can be developed beneficially in terms of land use and actual form of development. This will ensure that larger, strategic development schemes are well planned from the outset in accordance with guidance provided by a statutory plan for the site/locality which is adopted by the States.
- 2.6.4 LPBs are required under the planning legislation to set out the Authority's proposals and policies for the locality concerned, in respect of its development, redevelopment, use or enhancement. However, as no two sites are identical, the type and level of detail included will vary from case to case. Generally, a LPB will contain sufficient information allowing an accurate assessment to be made of the opportunities and constraints of the specific site or locality and of the possible development options, including preferred land uses. The Authority must have regard to a LPB in considering a planning application in the relevant area and can only make a minor departure from the policy in it although as stated above the HAAs LPB is drafted at a high level to allow for flexibility.
- 2.6.5 A LPB will have effect for 10 years subject to further extension by resolution of the States and may be further amended within that 10-year period.

3 Preparation of the Local Planning Brief

- 3.1 The process for preparing a LPB is set out in the Land Planning and Development (Guernsey) Law, 2005⁴, the Land Planning and Development (Plans) Ordinance, 2007⁵ ('the Ordinance'), and the Land Planning and Development (Plans Inquiry) Regulations, 2008⁶. This includes identification of a number of statutory consultees to be engaged with throughout the process as well as establishing a number of steps which must be undertaken in order to prepare a LPB. These include:
- Giving notice of intention to prepare proposals for a fresh, replacement or amended LPB.
 - Consultation on the main issues relevant to the HAAs prior to publication of the LPB.
 - Certification of consistency with the Strategic Land Use Plan.
 - Appointment of an independent inspector to oversee an inquiry process and prepare a report recommending any changes to the LPB.
 - States consideration of the LPB.

⁴ [Land Planning and Development \(Guernsey\) Law, 2005 \(Consolidated text\)](#)

⁵ [Land Planning and Development \(Plans\) Ordinance, 2007 \(Consolidated text\)](#)

⁶ [No. 7 - The Land Planning and Development \(Plans Inquiry\) Regulations, 2008 \(Consolidated text\)](#)

- 3.2 In August 2023, the Authority gave notice via La Gazette Officielle of the intention to prepare a LPB for the St Peter Port and St Sampson HAAs.
- 3.3 In order to ensure the LPB was evidence based and aligned with the strategic objectives of the States of Guernsey, desktop research of relevant States' strategy and policy was undertaken, followed by further primary research in order to understand and quantify the extent of existing and potential future opportunities and constraints within the HAAs. A summary of the analyses undertaken to understand the opportunities and constraints within the HAAs is provided in pages 31-35 of the LPB which is attached in Appendix A.
- 3.4 When reviewing the existing strategies and policies which may impact preparation of the LPB, it became clear that the outstanding decision regarding the potential location of future strategic harbour infrastructure would need to be addressed. Any future decision to relocate commercial harbour operations or retain the commercial harbours in their existing locations would represent a significantly varied landscape for the HAAs in terms of activities undertaken and land available for development.
- 3.5 As such, the Authority determined that the LPB should be prepared to be able to adapt to a potential future decision of the States regarding the preferred options for location of new commercial harbour infrastructure. The LPB has been drafted taking into account two scenarios for harbour development:
- (a) Scenario A – that no new harbour is constructed, and that port operations, freight and passenger facilities remain broadly where they are in St Peter Port and St Sampson; and
 - (b) Scenario B – that a new commercial harbour is constructed, either at Longue Hogue South or to the east of St Peter Port Harbour, and that all freight and some or all passenger services are relocated to it.
- 3.6 It is important to note that the LPB is not proposing new commercial port infrastructure which lies outside of the scope of this LPB. The LPB does not support or favour any option for location of harbour development, be that relocation at Longue Hogue South or east of St Peter Port, or retention of the harbours in their existing location. The LPB does however consider the impacts of each option for harbour development on each HAA and proposes policies which are accommodating and flexible to the greatest extent possible to any future decision of the States regarding the location of the harbours.

3.7 In March 2024, pre-publication consultation was undertaken with statutory consultees, key stakeholders and the general public in order to gather feedback on the emerging draft scenarios and development themes informed by the evidence gathered during the research phase of the project. This consultation included public drop in events (with approximately 100 attendees), stakeholder workshops (with approximately 70 attendees), and a dedicated consultation website, which was open for four weeks and received 112 respondents providing feedback.

3.8 The research and consultation undertaken in preparing the LPB highlighted the importance of resilience acting as a core theme to be taken into account when preparing policies. This includes:

Social infrastructure resilience – ensuring the population has access to the services it needs, and people feel connected to one another. A key issue that the island needs to tackle is making it an attractive place to live for all ages. This includes retaining young people and encouraging the transient population (and workers) to settle in Guernsey.

Economic resilience – enabling Guernsey’s economy to be diversified and resilient to future uncertainty and able to attract internal and external investment (which in turn can help fund other resilience projects e.g. flood mitigation).

Infrastructure resilience – the operational aspects of the ports are the lifeline of Guernsey, connecting the island to the outside world and enabling the island to import goods and people and meet international standards. Protecting these functions are critical to the long-term functionality of the Island.

Environmental resilience – at the interface with the water, the HAAs have an important role to play in protecting and where possible enhancing the natural and semi-natural environment. The LPB will complement existing environmental strategies, and will make sure that the Island promotes features to address climate change impacts, biodiversity loss and habitat degradation.

Energy resilience – the Island relies on sources of energy from off-Island. These include electricity cables, as well as the physical importation (and storage) of fuels. As such the harbours are critical to Island energy resilience. These sources are likely to evolve with decarbonisation in coming years, but safeguarding a continued supply of energy is critical to the ongoing functioning of the Island.

- 3.9 Using resilience as a core theme, the following vision was developed for the HAAs:

“Both St Peter Port and St Sampson will be resilient, thriving working harbours into the long-term which service the Island and enable the broadest range of residents and visitors to (a) enjoy the waterside location, (b) access shops and work in the towns, and (c) move around safely and efficiently.”

- 3.10 To support delivery of this vision, the LPB establishes themes which have been grouped under six categories, as follows:

Theme 1: Resilient harbours and infrastructure – ensuring the harbours and the infrastructure that services them and the Island in general are resilient to threats such as climate change and are fit for purpose for the next 100 years.

Theme 2: Supporting the marine sector to provide job and leisure opportunities – the marine sector is vital to the harbours and to Guernsey overall. Existing businesses will be protected and enhanced, with co-location on Longue Hougue happening gradually, whilst marine based leisure will be enhanced and made more accessible.

Theme 3: New and expanded uses and activities within the Harbour Action Areas – use of the harbours can be enhanced with rearrangement of current land uses to enable new or expanded uses which make spending time in the harbours more attractive with a greater range of things to do.

Theme 4: Culture, heritage, tourism and leisure – the character of the harbours is already a huge draw. Recognising and enhancing the heritage of the areas and promoting cultural activity will contribute positively to the tourism and leisure offer already present.

Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around – tackling congestion, offering greater transport choice, making walking and cycling safer and more inviting and ensuring an easier flow of people and goods to and from the Island.

Theme 6: Climate resilience and the natural environment – development will come forward that is designed with appropriate climate change adaptation and mitigation in place. The natural environment will be protected and where possible enhanced both to enhance biodiversity and to improve people’s enjoyment of the harbours.

- 3.11 Under each theme a number of policies are set out to shape development and provide clarity on what will and will not be considered acceptable. In total, 18 new policies are proposed in the LPB.
- 3.12 At its meeting on 2 September 2024, the Committee *for the* Environment & Infrastructure certified that the policies proposed in the LPB are consistent with the Strategic Land Use Plan and confirmed appointment of an Inspector to oversee the Inquiry, pursuant to Section 6 (1) and (2) of the Ordinance.
- 3.13 On 17 September 2024, the draft LPB was published, signalling commencement of the statutory Inquiry process. The Inquiry process was split into three stages of public consultation:
- (a) Initial Representations – an opportunity for stakeholders to comment on the content of the draft LPB.
 - (b) Further Representations – an opportunity for stakeholders to comment on the content raised in the Initial Representations or to the Authority’s formal response to the Initial Representations.
 - (c) Inquiry Hearing – an opportunity for stakeholders who submitted a Representation to make oral representations to the independent Planning Inspector at a public hearing.
- 3.14 The findings and recommendations of the Inspector are set out in the Inspector’s Report, which is attached in full alongside the Authority’s response to the Inspectors recommendations and the Committee *for the* Environment & Infrastructure’s comments on the Authority’s response in Appendices B, D and C respectively.
- 3.15 The Inspector’s Report has confirmed that the process undertaken in order to prepare the LPB was in accordance with all relevant procedural and legal requirements. In summary, the Inspector’s Report states that the draft LPB is a very good and well written planning document, providing an appropriate vision and planning policy framework for the complex HAAs, where there are many competing demands and considerable regenerative opportunities.
- 3.16 The Inspector’s Report confirms consistency of the draft LPB with the SLUP and IDP and states that the scope if the LPB is considered sound at the current time. However, the Inspector’s Report does note that this is the case due to the absence of wider decisions of strategic impact which have the potential to come forward within the 10-year period of the LPB.

- 3.17 The Inspector's Report finds that all of the policies within the LPB to be acceptable in planning terms, with some being subject to recommended amendments. The Authority has accepted 37 of the 39 amendments proposed by the Inspector and propose one additional amendment, which seeks to provide consistency of wording with the IDP. A schedule of amendments to the Local Planning Brief, comprising the majority of amendments recommended by the Inspector and the Authority's own recommended changes, is attached in Appendix E.

4 Alignment with States of Guernsey's Strategic Objectives

- 4.1 The Local Planning Brief fulfils many of the core objectives of the SLUP. Its policies allow for a diverse and balanced economy, housing availability, leisure opportunities, wise use of island resources, reduction in carbon footprint and adaptation to the impacts of climate change, protection and enhancement of the natural environment and culture and local heritage, maintenance and enhancement of infrastructure and high standards of new development. It has been prepared to align with the existing relevant guidance and direction within the IDP and SLUP consistent with requirements under planning legislation.
- 4.2 The LPB represents a critical element of the States of Guernsey's objective to bring forward the regeneration of, and delivery of critical infrastructure along Guernsey's east coast.
- 4.3 Throughout the process for preparing the LPB, the Guernsey Development Agency has been consulted as a key stakeholder. In August 2024, the Guernsey Development Agency wrote to the Authority to confirm that the Policies proposed in the draft LPB are aligned with, and would facilitate and enable, the development identified in the Guernsey Development Agency's strategic vision for the Bridge, which was endorsed by the States in December 2024.
- 4.4 In the absence of an approved LPB, any proposals for development within the HAAs will be guided by existing IDP Policy MC10, which would significantly inhibit the Guernsey Development Agency's ability to bring forward development.
- 4.5 As such, the LPB is critical in facilitating and enabling the work of the Guernsey Development Agency, or other prospective developers, by providing the gateway policies which will allow them to bring forward development and investment along the east coast and represents a considerable step forward towards achieving the States of Guernsey's strategic objectives for these areas.

- 4.6 As set out in Sections 3.4-3.6 of this policy letter, preparation of the LPB has taken into account scenarios for the potential locations of future commercial harbour infrastructure. In the absence of a decision from the States on this matter, the LPB provides a policy framework in the form of Policies 1.1 and 1.2 which will ensure that (a) the Ports can continue to meet operational requirements and international standards, and (b) that no development brought forward in the interim within the HAAs will prejudice a decision on, or impede delivery of, any future commercial harbour proposals.
- 4.7 The LPB has been drafted to take into account upcoming States strategies and policies, where possible, including the work to explore the offshore wind opportunity for Guernsey. Whilst this is an ongoing workstream and so there is no certainty yet as to what infrastructure may be required, Policy 2.1 would allow the provision of infrastructure to support the ongoing on-island maintenance of renewable energy infrastructure, if required. The LPB also positively supports the development of a Pool Marina (LPB section 3.6) should the States decide to progress that proposal, and confirms that, from a planning point of view, there is no clear preference for where the proposed Pool Marina infrastructure should come ashore. As such, the LPB provides flexibility for the States to determine where the optimal landing point for the Pool Marina should be.
- 4.8 The LPB has been drafted to take into consideration the States targets for decarbonisation and adaptation to the impacts of climate change. Research undertaken in building the evidence base to inform preparation of the LPB revealed the significant flood risk due to climate change and the related sea level rise facing both HAAs in the medium-to-long term. The findings from the flood risk studies were shared with the Committee *for the* Environment & Infrastructure and Policy & Resources Committee. As a result of this evidence and the potential negative impacts of flooding on the resilience of critical infrastructure and development potential on the east coast, the States have agreed to bring forward budgetary resource for the undertaking of technical studies and surveys to confirm the extent of flooding and to identify options for a proportionate response which is affordable and deliverable. It is anticipated that the survey work will commence in 2025 but, in the absence of the information from these surveys, the extent of the protection required, the options available and associated cost and timeframes remain unclear.

- 4.9 The Authority is conscious that whilst development proposals should rightly consider the impacts of coastal flooding, due to the uncertainty and likely timeframe associated with the delivery of a comprehensive strategic approach to flood defence along the east coast, which is itself a significant infrastructure project, the States objective of bringing forward and realising significant development and regeneration opportunities would be significantly impacted. The LPB has therefore taken a proportionate approach, based on the vulnerability of users of development, to ensure that the absence of a strategic flood defence will not act as a barrier to development coming forward. Policy 6.1 enables some development to come forward ahead of permanent flood defences in the interim and establishes vulnerability classifications and associated mitigations for proposals for development and the level and type of flood defence that is appropriate.
- 4.10 This Policy encourages taking a holistic approach to the delivery of flood defence infrastructure by requiring proposals to consider how site- specific defences can contribute towards part of a wider strategic approach if necessary. The Policy also states that the Authority will consult with the relevant Committees and utilities providers when considering development proposals, which will provide opportunity to ensure developments are aligned with a States-led strategic approach to coastal flood protection as and when it comes forward.
- 4.11 The LPB has been drafted to align with the States approved Climate Change Policy and the Energy Policy 2020-2050. Policy 6.2 establishes that all development within the HAAs must consider its contribution towards decarbonisation in order to support the Island's targets for reduction in emissions. This Policy specifies that development proposals must demonstrate alignment with the principles of the emissions hierarchy, which include (a) avoiding carbon intensive activities where possible, (b) reducing carbon use through improved efficiency, (c) replacing high carbon energy sources with low carbon energy sources, and (d) offsetting emissions that can't be eliminated.
- 4.12 The LPB is also aligned with the On-Island Integrated Transport Strategy ('ITS') in its objective to achieve a shift towards sustainable and active travel modes. Policy 5.1 supports development proposals which will improve access to sustainable and active travel, including new and improved public transport links between the HAAs, providing infrastructure to encourage and support the use of bicycles and e-bikes, and enabling the delivery of mobility hubs to improve transport choice. Furthermore, Policy 5.2 specifies that all development within the HAAs must be in accordance with the road user hierarchy, as set out in the ITS, in such a way that prioritises the safety and movement of pedestrians first.

5 Compliance with Rule 4

5.1 Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.

5.2 In accordance with Rule 4(1):

- a) The propositions contribute to the States' objectives and policy plans by progressing Resolution 5 made by the States of Deliberation on 1st April 2022, following consideration of the Policy Letter entitled "Establishment of a Development Agency" (Billet d'État VI).
- b) Preparation of the Local Planning Brief has been subject to significant consultation with States' Committees and wider stakeholders. There has been no consultation with other Committees or stakeholders in the preparation of this proposition.
- c) The propositions have been submitted to His Majesty's Procureur for advice on any legal or constitutional implications.
- d) There are no financial implications to the States of carrying the proposal into effect.

5.3 In accordance with Rule 4(2):

- a) The propositions relate to the Development & Planning Authority's duties and powers to advise the States on land use policy and to develop and implement land use policies through development plans and any other relevant instruments.
- b) The proposition has the unanimous support of the Development & Planning Authority.

Yours faithfully

V S Oliver
President

A W Taylor
Vice President

C Blin
A Kazantseva-Miller
J F Dyke

Local Planning Brief

St Peter Port and St Sampson Harbour Action Areas

States of Guernsey



Development &
Planning Authority

Executive Summary

Introduction

This draft Local Planning Brief (LPB) covers the two Harbour Action Areas (HAAs) of St Peter Port and St Sampson both of which are important areas along Guernsey's east coast. It is a strategic policy document that identifies opportunities for change and enhancement of these two important areas and will guide and shape development over the next decade. Once it has been through inquiry and is adopted the LPB will become a formal amendment to the Island Development Plan.

The brief is based on understanding the key issues affecting both areas and how they work now. It is informed by the harbours' roles in servicing the island, providing access to the water and water based activities, leisure and industry, and as a resource for both islanders and visitors. The production of this brief has included a broad range of stakeholder consultation, alongside public consultation and feedback.

The Harbour Action Areas of St Peter Port and St Sampson share an important relationship with each other and overlap with the main centres on island. They have very different identities and roles as well as differing characters, strengths, opportunities and threats and it is important that this brief responds to these individual qualities. There are also opportunities and challenges which they share and that apply to both areas. A key focus for this brief is in ensuring that the island as a whole remains resilient and that any change in the Harbour Action Areas considers a broad range of economic, social, operational, environmental and climate based impacts.

The document sets out the analysis of the harbours, together with an understanding of additional evidence, consultation feedback, and the policy context, to set out a vision for the future. The main requirements of the brief are set out as policies and on two proposals maps. The brief also contains examples of how other places have dealt with similar issues as case studies. The LPB creates a cohesive place-based approach to change in the two areas, to ensure they work for people, businesses and the environment.

The brief will be used to guide planning decisions within the HAAs, and will be a material consideration in how decisions are made. This means that proposals brought forward in accordance with the requirements of this brief are more likely to be supported, subject to also meeting other relevant policies and guidance.

Overall Vision for the Harbour Action Areas:

"Both St Peter Port and St Sampson will be resilient, thriving working harbours into the long term which service the island and enable the broadest range of residents and visitors to:

- enjoy the waterside location;
- access shops and work in the towns; and
- move around safely and efficiently."

St Peter Port Vision

"St Peter Port will retain its strong character - formed from its built heritage and strong maritime infrastructure.

As a working harbour it will welcome people and goods in a harmonious and efficient way, with adequate space for all activity and a division of incompatible uses.

It will be a pleasant place where people spend time enjoying the waterside, visiting bars, restaurants and cultural attractions both outdoors and in.

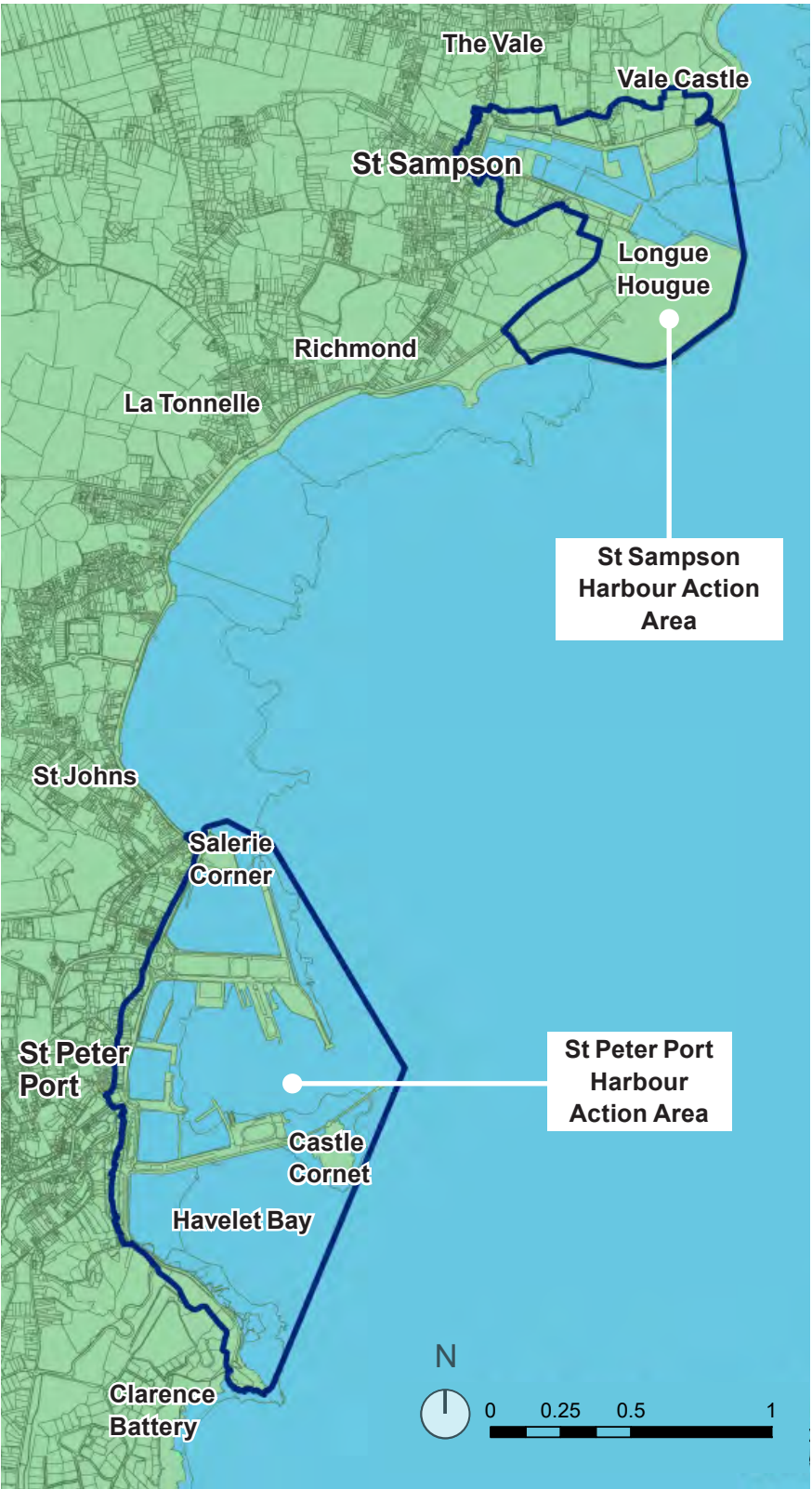
The harbour will meet the needs of islanders and tourists alike with walking, cycling and public transport the easiest ways to move around. The improvements made will have enhanced the area making St Peter Port a strong and resilient harbour all year round"

St Sampson Vision

"St Sampson will continue to operate as a working commercial harbour, with a greater sense of harmony for all users and visitors. The Bridge will develop as a convivial centre where people can access everyday needs and spend time.

The unique character of The Bridge will be retained and enhanced to act as the heart of the community. Visiting St Sampson will become easier by whichever means people choose to arrive, and parking will meet the needs of local people. The independent shops and facilities that support a resilient and thriving community will be protected.

Industrial uses will be safeguarded for employment, but gradually moved away from the inner harbour to enable better access to the water for marine related uses, mixed use development, including housing, and leisure activities."



The location of the two harbour Action Areas (outline shown in blue)

Balancing a broad range of activities

The Island Development Plan requires that this brief looks comprehensively at a wide range of issues and meets a need for coordinated planning so that it considers how different activities and uses can work together. Some areas within the harbours are not well used and do not meet the needs of the island or its visitors as well as they could, and may not be prepared for future challenges, such as increasing flood risk, and the need to be resilient to climate change.

The brief considers the important “balance” between the needs of the operational and employment uses within the harbours with the need to attract inward investment, for example through introducing new or expanded uses and activities, and through this change to better address a range of social, economic and environmental challenges, for example, flood risk and the impact of fuel storage on surrounding uses. All of this also needs to be set in the context of the important issues of heritage, tourism and how people get around safely.



Key infrastructure - what the brief deals with and what it cannot

The Harbour Action Areas include key pieces of infrastructure that support the island and that are expected to change over the next few decades, as well as needing to accommodate new infrastructure that does not currently exist. These decisions have sequential and spatial implications on what can happen within the Harbour Action Areas.

Some of these this brief deals with head on, such as through considering and planning for the most likely locations for a “Future Harbour” that would better allow the island to deal with freight and arrivals by sea. This work also demonstrates that a future harbour outside of the current St Peter Port location would also free up land for change and support investment and growth.

The brief also proposes that over time fuel storage is relocated within St Sampson to reduce the impact that this has on surrounding uses and activities, and to support inward investment. Over time the island will need to be dealing with the decarbonisation of its fuel networks, and this will change the requirements for fuel importation and storage. Energy needs may also change due to the use of more renewable sources of energy such as wind, wave or solar power.

Other changes in the Harbour Action Areas that the brief is planning for include that there will at some point no longer be a need to store inert waste at Longue Hougue and therefore that this can be used for appropriate employment and marine industry uses.

A key issue that this brief identifies but is not able to fully plan for is around flood risk as the delivery of options to mitigate this risk is outside of the sole remit of the DPA, and it requires others to take action to prepare and agree a strategy and to put this in place. Whist it is clear that flood risk mitigation will increasingly be needed to protect both harbours, existing uses and any new uses, the best way to do this, whether on a site by site basis or more strategically needs further consideration. This may mean that some new uses are unable to come forward until this work is completed.

Other ideas for future infrastructure are currently not well enough defined for this brief to plan for them. This includes the idea for the road tunnel to Jersey/France and potential land based support for wind turbines off the coast that could be proposed the future.

Table of policies within the Local Planning Brief:

Theme 1: Resilient Harbours and Infrastructure	
Policy 1.1	Protecting the Port in St Peter Port
Policy 1.2	Protecting the ability to deliver a Future Harbour for Guernsey
Policy 1.3	Reducing the impact of the power station in St Sampson
Policy 1.4	Fuel Storage in St Sampson
Theme 2: Supporting the marine sector to provide jobs and leisure opportunities	
Policy 2.1	Safeguarding Marine Related industries
Policy 2.2	Supporting the Marine Leisure industry
Policy 2.3	Retaining and enhancing the diversity of the harbour action areas
Theme 3: New and expanded uses and activities within the Harbour Action Areas	
Policy 3.1	Enhancing the Waterfront through diversification of the Harbour Action Areas
Policy 3.2	More efficient land uses in the Harbour Action Areas
Policy 3.3	Creating coherent development zones
Theme 4: Culture, heritage, tourism and leisure	
Policy 4.1	Support for expanding tourism and leisure
Policy 4.2	Valuing and respecting the heritage of the Harbour Action Areas through good design, character and view management
Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around	
Policy 5.1	Improving facilities for active and sustainable travel
Policy 5.2	Improve road user hierarchy and safety with the HAAs
Policy 5.3	Using improved travel choice and sustainable car parking management to create new opportunities
Theme 6: Climate resilience and the natural environment	
Policy 6.1	New development and necessary flood mitigation
Policy 6.2	Contribution of new development towards decarbonisation
Policy 6.3	Increasing green infrastructure and biodiversity in the harbours



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Appendices

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Appendix 3: Local Planning Brief EIA screening request letter and opinion
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Appendix 4.2: Flood Risk Evidence Base (Expedition Engineering)
Appendix 4.3: Transport Research Report: Parts 1 and 2 (Momentum Transport Consultants)
Appendix 4.4: Maritime Research Infrastructure Summary (Beckett Rankine)
Appendix 4.5: Guernsey Harbour Action Areas: Future Space Requirements and Recommendations (Fisher Advisory)
Appendix 4.6 Property and Housing Baseline Review (AspinallVerdi)

Quality Assurance	
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1 Introduction to the LPB and its purpose



1 Introduction to the LPB and its purpose

1.1 Introduction to the document

This document is the Local Planning Brief (LPB) for the two Harbour Action Areas (HAAs) of St Peter Port and St Sampson as defined in the Island Development Plan 2016 (IDP). The document sets out more specific requirements for these two areas than is included in the IDP and builds on further technical evidence and consultation around the challenges and potential of these two important areas for Guernsey.

Policy MC10 of the IDP sets the policy requirement for the States of Guernsey (SOG) to prepare and adopt a LPB for the HAAs of St Peter Port and St Sampson. Upon adoption the LPB will become a formal amendment to the IDP.

This strategic policy document identifies opportunities for change and enhancement of these two important areas along Guernsey's east coast, and will guide and shape development over the next decade.

Tibbalds Planning and Urban Design has led the project team appointed to create this LPB for the Development and Planning Authority (DPA) starting work in late summer 2023. The document has been prepared with input from a specialist team, including:

- Tibbalds Planning and Urban Design
- AspinallVerdi, advising on property matters
- Beckett Rankine, specialist marine engineers
- Fisher Associates, harbour and marine economy specialists
- Expedition Engineering, advising on flood risk
- Momentum, advising on movement and transport

1.2 Purpose of the document

The LPB will cover the full extent of the two HAAs of St Peter Port and St Sampson. It is based on evidence of how the areas work now and what is likely to change in the coming years as well as a thorough review of a wide range of detailed studies and reports produced over the past 12 years across a range of topics and that is relevant to the HAAs.

The LPB sets out a vision for the future of the two HAAs. It contains policies, guidance and precedents, along with a spatial Proposals Map. The LPB aims to create a cohesive place-based approach to change in the HAAs, to ensure they work for people, businesses, and the environment.

The LPB is complementary to the IDP, and adds detail where it is helpful in making sure the right type of change and development comes forward and that relevant issues are considered. It will not conflict with, or change, any of the policies in the IDP.

The LPB will be used to guide planning decisions within the HAAs, and will be a material consideration in how decisions are made. This means that proposals brought forward in accordance with the requirements of the LPB are more likely to be supported, subject to it also meeting other policies and guidance.

Whilst in relative proximity to one another, and sharing an important interrelationship, the main centres of St Peter Port and St Sampson have very different identities and roles. The towns have differing characters, strengths, opportunities and threats and it is important that this LPB responds to these individual qualities. However, there are also opportunities and challenges which they share and that will apply to both HAAs. This document will cover the two HAAs in combination where relevant, but will also separate key policies and issues where they apply to each harbour specifically.

As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development within the HAAs.

1.3 Location of the HAAs

The IDP Proposals Map fixes the location of the two HAAs by setting these out on its Proposals Map (the extent of the HAAs is outlined blue on the plan at figure 1.3).

- **St Peter Port HAA** includes all of the piers and harbours in the town as well as the buildings and green space fronting the esplanades from Salerie Corner down to Clarence Battery.
- **The St Sampson HAA** includes the harbour, adjacent frontages to the north, west and south and then includes some of the industrial land to the north and the Longue Hougue industrial area to the south.



Figure 1.1: St Sampson harbour looking north.

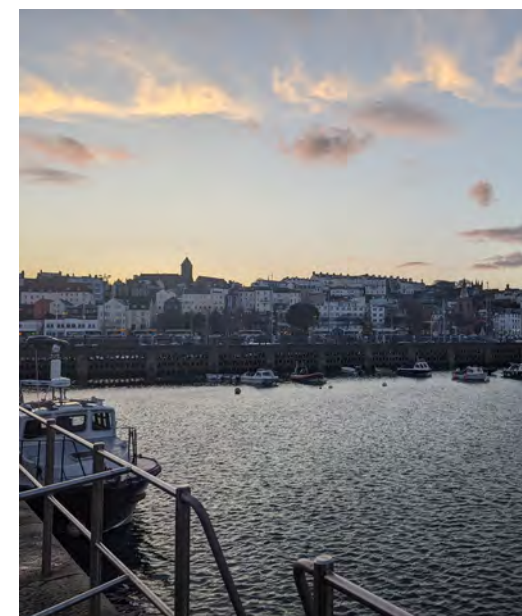


Figure 1.2: St Peter Port harbour with Town rising up behind it looking west.

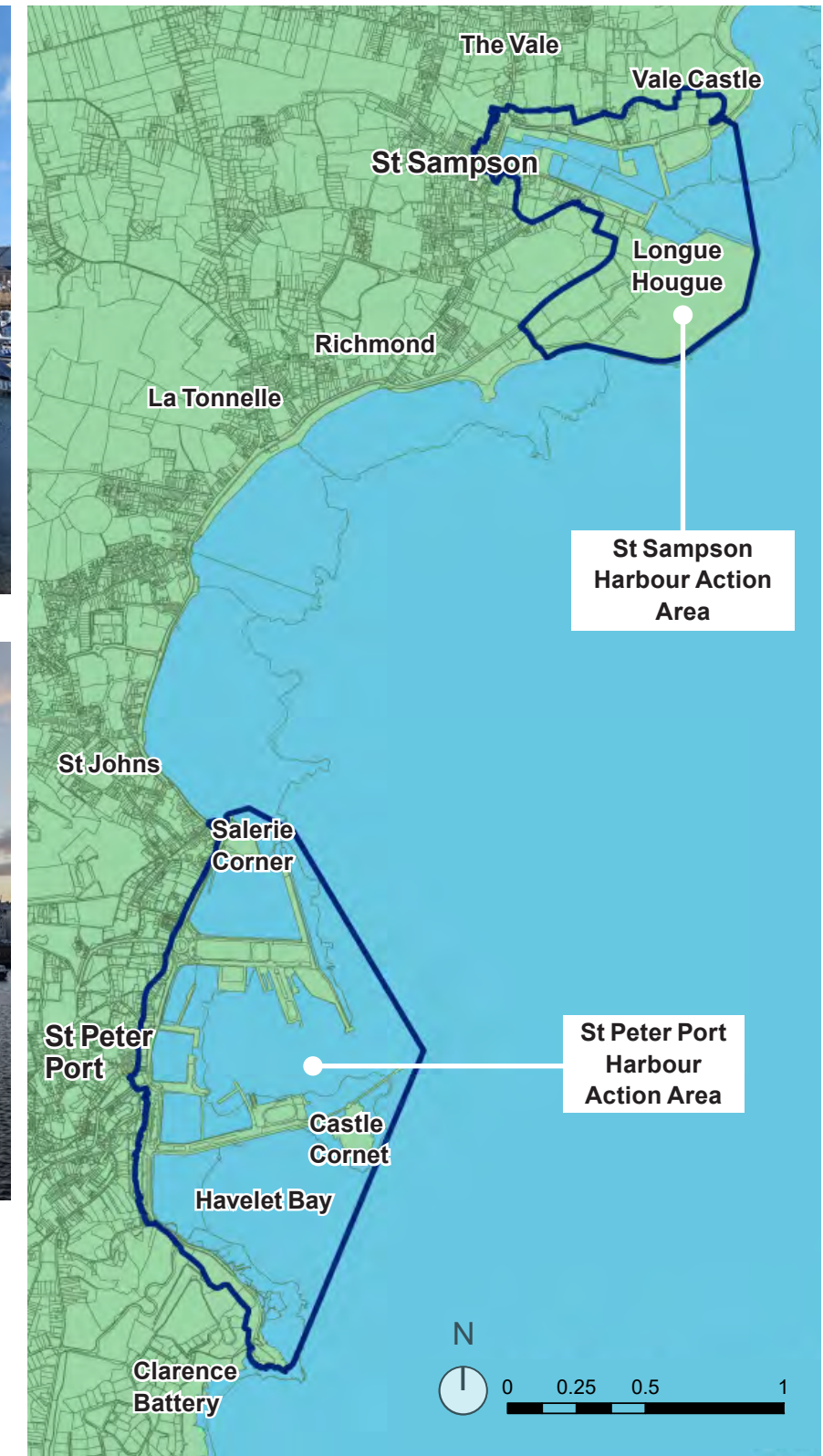


Figure 1.3: Location of the two harbour Action Areas (outline shown in blue)

The HAAs sit in the context of the main towns of St Peter Port and St Sampson and include key frontages within each town as well as the main harbour areas in each case. Whilst the boundary cannot be changed for the HAAs this work does need to consider the context to these areas and how the related and adjacent uses impacts on what is going on between the two.

1.4 Structure of the Local Planning Brief, and how the document is intended to be used

The LPB has nine sections, as follows:

- 1. Introduction - an overview of the project and objectives
- 2. Policy Context - overview of relevant Island Development Plan and Strategic Land Use Plan policies
- 3. Scope of the Local Planning Brief - parameters of the document, including what it can and cannot influence
- 4. Background, history and analysis of the HAAs - a summary of the in-depth analysis undertaken
- 5. Summary of consultation - an overview of the initial public consultation, stakeholder engagement, and formal consultation
- 6. Vision and objectives - establishing a vision for change across the HAAs, and specific, measurable objectives for how to achieve this
- 7. Development themes - the core policies, design guidance, and proposals maps which enable the right type of change in the HAAs
- 8. Bringing it all together - ensuring the change will benefit people, businesses and the planet
- 9. Glossary
- 10. Appendices (under separate cover)

It is intended that the LPB will become adopted as planning policy and will sit alongside the IDP as part of the development plan. In this way it will be used to help determine planning decisions for proposals that come forward in the HAAs over the next 10 years. Proposals within the HAAs that are not in accordance with the LPB will generally be refused planning permission.

The LPB has been set out to encourage positive change and investment in the two HAAs at the same time as being clear what tests need to be met in order for development to be acceptable. The document will be used by the DPA and officers advising the DPA to review planning applications and to make decisions. In this way the LPB will be useful to applicants setting out what is likely to be acceptable and to inform the preparation of site proposals.

Case studies have been used throughout the document to provide local and international example projects and inspiration relevant to the HAAs. Case studies demonstrate how different places have achieved positive outcomes through similar challenges.

1.5 States of Guernsey’s objectives for the Harbour Action Areas.

This LPB must respond directly to five main development objectives set by the States of Guernsey, These are:

- 1. Provide infrastructure that protects Guernsey’s coast and harbours from current and future environmental threats.
- 2. Provide transport infrastructure which improves transport connectivity and choice to, within and between the main centres.
- 3. Provide infrastructure to develop modern and resilient harbours (taking into account Guernsey’s future harbour requirements, both in terms of operational requirements and the wider redevelopment of the east coast) which create opportunities to provide improved social, economic and environmental infrastructure.
- 4. Provide infrastructure that supports Guernsey’s housing requirements.
- 5. Provide infrastructure that supports existing business activity and creates new economic opportunities.

Together this means addressing climate change; making places for all; being consistent with the States’ priorities and policies; and considering the health and wellbeing of all those on the island. For many of these the next 20 years will likely be a time of significant change for the island, and the HAAs will be at the forefront of Guernsey’s ability to adapt and respond to this change.

1.6 Resilience as a core theme

Out of the key development objectives and the challenge to adapt to meet future needs, together with the overarching purpose of the document to encourage the right type of change across the HAAs, emerges the idea of resilience as a key theme for the LPB. The LPB aims to ensure that the HAAs are resilient to the many challenges it will need to deal with:

- **Social infrastructure resilience** - ensuring the population have access to the services they need, and feel connected to one another. A key issue that the island needs to tackle is making it an attractive place to live for all ages - this includes retaining young people, and encouraging the transient population (and workers) to settle in Guernsey.
- **Economic resilience** - enabling Guernsey’s economy to be resilient to future uncertainty, and able to attract internal and external investment (and which in turn can help fund other resilience projects e.g. flood mitigation).
- **Safeguarding the harbours and ports** - the operational aspects of the ports are the lifeline of Guernsey, connecting the island to the outside world and enabling the island to import goods and people. Protecting these functions are critical to the long-term functionality of the island.
- **Environmental resilience** - at the interface with the water, the HAAs have an important role to play in protecting and enhancing the natural and semi-natural environment. The LPB will complement existing environmental strategies, and make sure that the island promotes features to address climate, biodiversity loss and habitat degradation.

- **Climate change resilience** - the effects of climate change are already effecting the island - with more extreme weather events and more frequent flooding the most immediate indicators. In line with the SOG Climate Change Policy and Action Plan (and emerging Pathway to Net Zero document), the island has set a target to become carbon neutral by 2050 at the latest. The HAAs will play a role in ensuring that climate change is tackled through the reduction of emissions (through transport and efficient use of land), promoting renewable energy generation, and the creation of new green spaces and public realm.
- **Energy Resilience** - the island relies on sources of energy from off-island. These include electricity cables, as well as the physical importation (and storage) of fuels. As such the harbours are critical to the island’s energy resilience. These sources are likely to evolve and decarbonise in coming years, but safeguarding a continued supply of energy is critical to the ongoing functioning of the island.

In order to be able to deliver this long-term resilience, critical infrastructure such as strategic flood defences will need to be installed around the HAAs. Long term, large scale investment will be required to fund this key infrastructure, and it is important that the LPB enables intensification and new development to happen that will help fund this.

This cyclical relationship means that both elements are interdependent (see figure 1.4) - economic resilience requires investment, and investment will only happen if the HAAs are resilient and adaptable to long-term climate change. The LPB takes a pragmatic and holistic approach to these important and interrelated issues.

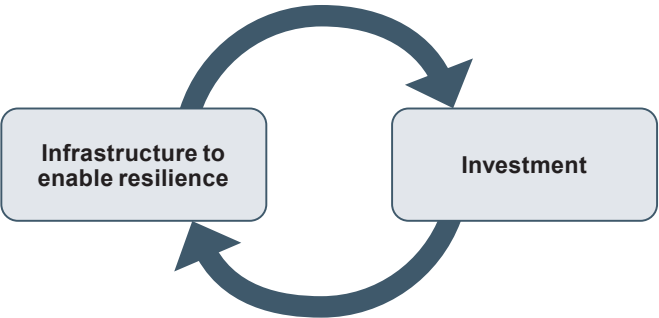


Figure 1.4: Cyclical relationship between infrastructure and investment

1.7 Timeline to adoption

The LPB was prepared between Autumn 2023 and June 2024. The key stages of the process were establishing the evidence base; meeting with key stakeholders, operators and harbour bodies; testing scenarios; and public consultation held in March 2024.

The overall programme for the LPB is set out in figure 1.5. It is intended that the document will be adopted in the Spring of 2025 and before the end of the term of government in which it is being prepared (2020 – 2025).

The draft LPB was submitted to an Inquiry process run by an Independent Planning Inspector. This Inquiry process provided opportunity for representations to be made on the content of the LPB ahead of consideration at an Inquiry Hearing.

Representations made during the inquiry period helped inform a set of modifications to the draft LPB and these modifications were listed in an appendix to the Inspectors Report issued in January 2025.



Figure 1.5: Aerial view across St Peter Port and St Sampson Harbour

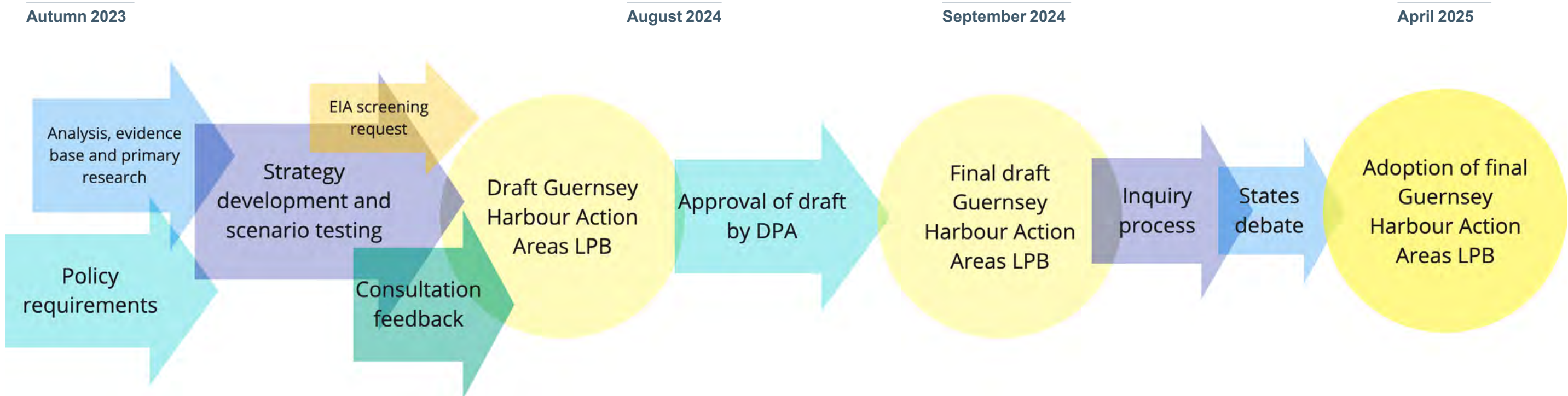


Figure 1.6: Timeline for the preparation and adoption of Harbour Action Areas Local Planning Brief

2 Policy context



2 Policy Context for the LPB

2.1 How the LPB will interact with existing policy (SLUP and IDP).

LPBs are planning policy documents used where there are strategic land use objectives and unresolved policy issues related to a specific geographic location or locations. They typically relate to strategic sites in multiple ownership.

Policy MC10 of the IDP stipulates a policy requirement for the SOG to prepare and adopt a LPB for the HAAs of St Peter Port and St Sampson. Upon adoption the LPB will become a formal amendment to the IDP. The IDP Proposals Map identifies the HAAs and their boundaries.

Though the Land Planning and Development (Guernsey) Law, (2005) does not define the level of detail expected of a LPB, it does require the LPB to include at least one map showing the locality covered by it.

The LPB is subject to consultations with States Committees, landowners, other relevant organisations and the public. It must then go to a public planning inquiry before being submitted to the States of Deliberation for approval.

2.2 Policy compliance and relationship with the IDP

As a formal amendment to the IDP the LPB is able to amend existing policies and to introduce new policies. The HAA LPB does not amend any current IDP policies, instead it introduces a new set of policies specific to the HAAs. However, these policies are in conformity with relevant IDP policies and are interrelated in their intention.

The LPB allows for a coordinated approach to development in the HAAs as required by the IDP. IDP Policy MC10 specifically states that development within the HAAs will be delivered through an LPB. As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development in these areas.

2.3 Island Development Plan

Below is a review of existing relevant IDP policy and how the LPB will be in conformity with these policies. The list is not comprehensive and policies are selected according to their relevance to the HAAs.

The DPA is undertaking a focused review of certain policies within the IDP. The policies under review are relate to housing, offices, industry, storage and distribution as well as biodiversity and some minor amendments.

2.3.1 Objectives of the Island Development Plan

The Objectives are a set of six high level objectives that the SOG hold for the Bailiwick. The objectives cover effective and efficient use of land and natural resources; managing the built and natural environment; supporting a thriving economy; supporting a healthy and inclusive society; access to housing for all and meeting infrastructure requirements. These objectives accord directly with the requirements for the HAAs and as an amendment to the IDP, the LPB will need to consider their importance and relevance.

2.3.2 Harbour Action Areas / Main Centres - designations and definitions

Policy IP3 sets out that development proposals in the HAAs will need to be in accordance with the Principal Aims and Objectives of the IDP and the LPB for the HAAs upon adoption. It notes the prior to adoption of the LPB proposals will be allowed where they are minor in nature or essential to port operations. As long as they do not prejudice the outcomes of the LPB.

Policy MC5 (a) focuses on Industry, Storage and Distribution Uses within the Key Industrial Areas and Key Industrial Expansion Areas. These are areas of land reserved for this type of land use. The St Sampson HAA includes both Key Industrial Areas and Key Industrial Expansion Areas. Whilst the St Peter Port HAA does not include any of these areas for reserving land.

Policy MC10 (Harbour Action Areas) is the policy which sets the requirement for the SOG to prepare the LPB for the HAAs. It notes that detailed strategies for the HAAs will be provided in the LPB and that development will be supported where they are in accordance with the LPB and the Principal Aim of the IDP. The Principal Aim is to ensure policies are in place that are consistent with the SLUP 'and which help maintain and create a socially inclusive, healthy and economically strong Island, while balancing these objectives with the protection and enhancement of Guernsey's built and natural environment and the need to use land wisely'.

The supporting text related to **St Peter Port HAA** promotes its importance as a working commercial harbour and striking asset for the island, whose importance also extends across leisure, tourism and the local community. An overlap of competing uses in St Peter Port harbour is noted as relating to the importance of the harbour for so many users which requires the need to resolve such issues related to different land uses and with roads into St Peter Port which are heavily trafficked with resultant congestion.

In focussing on **St Sampson HAA** the supporting text notes the industrial character of St Sampson harbour which has eclipsed the previous historic townscape. Specific industries related to the maritime economy are identified and the supporting text notes opportunities for improving leisure and cultural uses and open spaces in St Sampson and appropriate areas for residential development. The latest Employment Land Study Update Report (2024) indicates that the demand for land for industrial and storage purposes has not decreased, and therefore the LPB considers the protection, maintenance, expansion, and (spatial) consolidation of some of these uses.

Furthermore, achieving improved experience for cyclists and pedestrians in a heavily trafficked environment is prioritised.

Flooding in the Bridge area should also be addressed by the LPB taking forward the recommendations of the Guernsey Coastal Defence Flood Studies and approved strategy, 2013 (Billet d'État XV) and subsequent approved actions.

Policy S1 (Spatial Policy) sets the expectation that development will be concentrated in the Main Centre Areas – which are further defined between the Main Centres and the Main Centre Outer Areas. Policy S2 (Main Centres and Main Centre Outer Areas) defines these areas.

There are only two Main Centres on the island and these cover the towns of St Peter Port and St Sampson. The IDP Proposals Map shows that the HAAs are predominantly within the Main Centre Inner Area boundaries with some at the northern and southern extremes of the HAAs extending beyond the inner boundary to the Main Centre Outer Area boundary.

2.3.3 Housing

The housing policy of primary relevance for the LPB is **Policy MC2** (Housing in Main Centres and Main Centre Outer Areas) which guides housing proposals in the Main Centres and Main Centre Outer Areas. The policy notes that proposals will be supported as long as they are in accordance with the IDP and accommodate a variety of mix and type of dwellings. The policy also notes that development (of all types) unlikely to inhibit the implementation of future housing development or a development framework may be supported if in accordance with other relevant IDP policies.

The LPB is compliant with **Policy MC2**, with some further consideration for how sensitive land uses such as housing comes forwards in accordance with **Policy MC2** and other relevant housing policies as well as strategic considerations for both HAAs such as: a decision on a new harbour; flooding; and development which is sensitive to the blast zones in St Sampson.

2.3.4 Retail, Office, Leisure and Tourism

Retail policies relevant for the HAAs are **Policy MC6** (Retail in Main Centres) and **Policy MC7** (Retail in Main Centre Outer Areas) and generally encourage new retail and change of use to retail primarily in the Main Centres, whilst new retail will not be supported in the Main Centre Outer Areas. The LPB does not conflict with these policies and proposals within the HAAs will continue to be assessed against them.

Policy MC4(A) (Office Development in Main Centres) supports new office accommodation. It also seeks to protect existing office space from change of use unless where certain conditions are met. The policy is relevant within the HAAs and the LPB is supportive of new office based development.

A number of policies cover tourism, visitors and leisure in the Main Centres which cover the HAAs. **Policy MC8** (Visitor Accommodation in Main Centres and Main Centre Outer Areas) supports new extended and redeveloped visitor accommodation. Visitor accommodation is also protected from change of use except where it is not technically feasible to improve the standard of accommodation or viable to do so subject to meeting criteria.

Policies MC9(A) (Leisure and Recreation in Main Centres and Main Centre Outer Areas - New, and Extension, Alteration or Redevelopment of Existing Uses) and **MC9(B)** (Leisure and Recreation in Main Centres and Main Centre Outer Areas - Change of Use) support new development in the Main Centres (Inner) and in the Main Centres (outer) as long as no existing policy requirement prevents it, or no suitable alternative site in the inner Main Centre exists.

Change of use from Leisure and recreation uses in the Main Centre would need to demonstrate that a replacement and alternative location could be found, and loss of this use would not negatively impact upon the vitality of the centre. Like other economic use policies these policies focus development in the Main Centre Inner Areas as much as possible.

2.3.5 Landscape, greenspace, public realm, and biodiversity

There are a number of policies which address landscape, greenspace, public realm and biodiversity. The policy dealing with Sites of Special Significance (SSS) (Policy GP2) generally does not apply within the HAAs because there are no SSS in the HAAs. However, as there are SSS immediately adjoining the HAA boundary in St Peter Port at Havelet, any development in the HAA which has the capacity to impact the SSS must comply with Policy GP2. The policy for Areas of Biodiversity Importance (ABI) (Policy GP3) is relevant because of the ABI that covers the southern part of Havelet Bay. Policy GP1 (Landscape Character and Open Land) supports development which respects relevant landscape character, does not result in loss of distinctive features and takes advantage of opportunities to improve visual and physical access to open and undeveloped land. The LPB accords with the requirements in this policy and proposals within the HAAs will need to comply broadly with its requirements.

2.3.6 Conservation and heritage

The IDP includes a number of policies which deal with conservation and heritage.

Policy GP4 (Conservation Areas) is relevant because both HAAs include conservation area coverage. Proposals involving demolition in conservation area that contributes to the conservation area will only be supported where the replacement makes an equal or enhanced contribution. Demolition of buildings which do not contribute to the conservation area will be supported. Policy GP5 (Protected Buildings) is relevant because there are a number of protected buildings in both HAAs.

Policy GP6 (Protected Monuments) explains that developments will be supported where it is required to enable or facilitate access to the monument and there is no adverse impact. Presumption exists against demolition of a protected monument and will only be permitted where its shown that the monument is structurally unsound and incapable of repair and presents a danger. Proposals outside of the protected site but which affect its setting will be supported where development has no adverse impacts on the monument.

Policy GP7 (Archaeological Remains) covers archaeological remains and how they should be dealt with in relation to development.

2.3.7 Sustainability, climate and design

A number of policies cover design, sustainability and related topics such as renewable energy and redundant buildings.

Policy GP8 (Design) is an overarching design policy which notes standards that should demonstrate effective and efficient use of land. The policy lists expectations including good architectural standards, efficient use of land, respect for existing character, health and wellbeing of occupiers and neighbours, landscaping that reinforces local character.

Policy GP9 (Sustainable Development) notes that proposals for new development and alteration will be supported where design has accounted for use of energy and resources and adverse impact on environment.

Policy IP2 (Solid Waste Management Facilities) deals with development required to implement the States' Waste Strategy. The policy notes that proposals will need to accord with the HAA IDP as well as relevant IDP policies. It notes that where there is not yet an adopted HAA IDP proposals will be supported if they are minor as long as they do not prejudice the outcomes of the HAA LPB.

Policy IP1 (Renewable Energy Production) may be of relevance as it notes incorporation of renewable energy production infrastructure into the built environment.

Each of these policies have been considered in preparing the LPB and are likely to be of relevance for development proposals within the HAAs.

2.3.8 Transport, movement and parking

The IDP acknowledges issues with traffic and movement on the island and specifically within the HAAs. A number of policies are directly relevant for the HAA LPB.

Policy IP6 (Transport infrastructure and support facilities) will support proposals which encourage travel into and between Main Centres and Main Centre Outer Areas. Proposals within these areas are expected to be well integrated with the existing network and should make provision for infrastructure and facilities that will assist commuters travelling to the site using a range of transport options including by bicycle or on foot.

Policy IP8 (Public Car Parking) notes that net increase in parking (within the Main Centres and Main Centre Outer Areas) may be acceptable for major development if brought forward through the LPB or as part of proposals for public car park rationalisation or relocation or redevelopment. Relocation of parking may also be supported where this would decrease the negative impact of the motor car on the quality of the urban environment. The policy does not restrict loss of existing parking, nor does it encourage it.

Policy IP9 (Highway Safety, Accessibility and Capacity) states that proposals will be assessed based on existing road network's ability to cope with any increased demand as a result of the development and may require alterations to the highway or the implementation of an operational scheme.

2.3.9 Coastal Flooding

Policy IP10 (Coastal Defences) states that new or replacement coastal defences will be considered against **Policy S5** (Development of Strategic Importance) which states that development that conflicts with existing spatial policy will be allowed where it is in the interest of the health, well-being, safety, security of the community or otherwise in the public interest. It is not within the scope of the LPB to guide location of coastal defences but this will be of key importance to the HAAs and where development can come forwards. The LPB has therefore included criteria which includes flood defences which will need to be met for development proposals.

2.4 Strategic Land Use Plan (SLUP)

The Principal Aim of the IDP primarily sets a requirement for it to be consistent with the SLUP. As the LPB will be adopted as an amendment to the IDP, the same holds true for the LPB.

The SLUP sets the spatial framework for Guernsey for a 20 year period provides both general guidance and more specific directions for those preparing Development Plans, including LPBs.

Of primary importance for the HAAs are policies covering Sustainable Development and Main Centre Vitality and Viability, which are described in the SLUP as linking policies because they highlight linkages that exist between land uses, activities and development types and identifies opportunities for working in a joined-up way to better meet the overarching objectives of the States.

A brief summary of relevant SLUP policies is provided below.

2.4.1 Sustainable Development and Climate Change

Policy LP1 (Sustainable Development) includes overarching objectives for social wellbeing, economic development and employment to be achieved sustainably e.g. conserving natural resources, mitigating use of greenhouse gases.

Policy LP2 (Climate change Mitigation) Sets an expectation for reducing greenhouse gases through reducing energy use, reducing travel, renewables, waste strategy.

Policy LP3 (Climate Change Adaptation) Sets out that climate change adaptation will be achieved through assessing risk, sustainable design and construction and improving drainage and water efficiency. It is also noted that flood related issues will need to be addressed through the harnessing of investment that would address flooding related problems.

2.4.2 Main Centres

As in the IDP the Main Centres in the SLUP are defined as St Peter Port Town and the commercial centre at St Sampson/Vale known as the Bridge. Policies which focus on the Main centres are grouped together and cover Business, Living, Leisure, Delivery.

Policy LP6 (Main Centre Vitality and Viability – Business) Outlines desire to maintain the island’s economic centres by: making provision for development, assessing retail cores; balancing office sector needs with historic core; improving transport connectivity; flexible approach to control of uses; high building design standards; and reusing vacant buildings.

Policy LP7 (Main Centre Vitality and Viability – Living) sets out measures that enable St Peter Port and St Sampson to maintain attraction by: providing a wide range of housing types; encouraging regeneration; increasing residential accommodation; providing a mix of support services; facilitating housing development; managing and developing public areas; reuse of vacant buildings and upper floors in retail areas; reusing premises for housing; and managing traffic.

Policy LP8 (Main Centre Vitality and Viability – Leisure) sets out how leisure activity will be encouraged in centres by: balancing existing context and modern leisure needs; improving public areas; balancing development of leisure around harbours with development and operational requirements; development of a harbour strategy; promoting a wide range of developments; and addressing transport and traffic. Note - Policy LP8 pre-dates Policy MC10 in the IDP, therefore references are made to harbours not HAAs, but there is direct relevance to the HAAs.

2.4.3 Economic Development

Policies grouped together under Economic Development cover offices, industrial, small businesses, retail, tourism, and primary industries.

Policy SLP1 – States that new office development may be provided in main centres including Admiral Park.

Policy SLP2 – Office stock should be refurbished and retained in the Main Centres.

Policy SLP3 – States development plans must provide for a range of land opportunities for employment uses.

Policy SLP7 – Economically beneficial tourist-related development should be encouraged.

2.4.4 Housing

The SLUP deals with housing at a high level and **Policy SLP12** guides how the IDP will ensure provision of the annual requirement for new homes of an appropriate mix of tenures, housing sizes and types.

Policy SLP13 sets a requirement to ensure a 5-year housing land supply. This not directly relevant for preparation of the LPB, but is noted here for a general understanding of housing need in Guernsey.

Notably **Policy SLP15** states that development plans should focus housing development within and around the main centres of St Peter Port and St Sampson/Vale.

2.4.5 Transport

Policy SLP23 notes that in the interests of air quality development plans will take the location of development into account in order to minimise unnecessary journeys.

Policy SLP37 notes that opportunities should be explored to minimise the negative effects of car parking, particularly within the centres.

2.5 Development Frameworks

Development frameworks are planning guidance documents which provide an interpretation of policy principles in the IDP which identifies the constraints and opportunities presented by a particular site or area and the type of development expected and encouraged by the Authority.

A number of development frameworks are within or partially within the HAAs.

St Peter Port Regeneration Areas Development Framework (2021)

St Peter Port Regeneration Areas Development Framework provides planning guidance for three Regeneration Areas. Two of them are overlap with the St Peter Port HAA. These are:

- South Esplanade and Mignot Plateau Regeneration Area
- Lower Pollet Regeneration Area

The development framework sets out a vision and guidance for each regeneration area individually and a vision and areas of focus for them all.

The core vision includes reinforcing the regeneration areas as gateways to Town, improving the public realm and promoting redevelopment of key sites within the areas.

Leales Yard Regeneration Area Development Framework (2020)

Leales Yard Regeneration Area Development Framework covers provides planning guidance for the mixed us area in St Sampson, west of The Bridge. A far Eastern wedge of the regeneration area is within the St Sampson HAA.

2.6 Transport policy and strategy review

A review of documents related to transport, access and movement has been undertaken to inform formulation of LPB policies which relate to movement throughout the HAAs.

On-Island Integrated Transport Strategy 2014

The On-Island Integrated Transport Strategy and Action Plan (ITS) was prepared with the objective of achieving a ‘modal shift’ within the behaviours of the community in order to reduce the number of miles travelled in private motor vehicles in favour of walking, cycling and buses by making these alternative modes of travel easier and more attractive than at present.

The ITS considers the following matters which are relevant for preparation of the LPB:

- Improvements to public realm and pedestrian connectivity are considered in the ITS, particularly where this could help improve footfall and trading in retail areas
- Consultation feedback gathered states that people want more frequent buses, a better network and improved reliability.
- The ITS highlights that providing free parking ensures demand remains high. It notes that “No amount of improvement to other forms of transport will be sufficiently effective in attracting enough people away from the private vehicle when it is competing with the ability to park all day for nothing”.

The Better Transport Plan (2024)

The Better Transport Plan is an area-wide plan for the road and transport infrastructure in the north of the island to support the development of new housing and provide more transport choice and freedom. The Plan will also ensure the needs of more vulnerable road users are met in line with the States-approved ITS. Relevant to the HAAs are:

Provision of a mobility hub on the Bridge to serve the Main Centre

Planned cycle paths along South Quay and a section of North Side. Alternative parking is to be investigated prior to installation.

Main Centres Survey 2020 (2021)

This survey sought to report on the ‘health’ of two Main Centres and is part of the monitoring for a number of planning policies. The report is informed by research and surveys.

For **St Peter Port**, it noted:

- Significant amounts of surface car parking
- No centralised transport hub
- The separation of the St Peter Port harbour from St Peter Port Town by heavy traffic along the seafront is considered a significant accessibility issue, which leads to conflict between users and limits the use of outdoor space along the Quay. Furthermore, it impacts on the overall ‘experience’ if visiting town.
- Findings from the Wellbeing Survey 2018 indicated that a high percentage of respondents found travel to be limited by various factors, including feeling unable to walk or cycle safely.

For **St Sampson**, congestion and transport infrastructure have been raised as particular concerns. Pedestrian movement is hindered at the Bridge by both traffic flow and parked cars. Traffic congestion can be a particular issue around the junction of Nocq Road and New Road.

3 Scope of the LPB



3 Scope of the LPB

3.1 What the LPB can influence:

The IDP sets out that the Local Planning Brief must consider:

1. The need for coordinated planning, so that different activities and uses work together
2. How best to propose mixed use development, that includes employment, housing and other uses
3. Going beyond purely functional matters
4. Change that will attract inward investment
5. Social, economic and environmental issues
6. The need for commercial expansion within the two towns and HAAs
7. Culture, the visitor economy and tourism
8. Accessibility and appearance
9. Historic setting
10. The future needs of a modern harbour that serves the island well
11. Reducing traffic and addressing conflict between different road users and pedestrians
12. How best to safeguard marine related waterfront
13. How best to address the risk of flooding into the future

Tools that can be used to inform/control change:

This document uses a range of tools to inform change across the HAAs. The most significant tool are the policies to guide change, but these are supported by a range of other inputs:

1. Overall vision and objectives
2. Development themes, policies and guidance
3. Case studies and precedents
4. Proposals maps
5. Indicative scenarios for development
6. LPB policy decision tree

3.2 Key infrastructure decisions

As identified in section 1, one of the LPB's primary roles is to encourage investment in the HAAs over the coming years. The prime harbour locations are currently underused due to a prevalence of surface parking, and there is an opportunity to more efficiently use this land to better serve local residents, visitors, and the environment. Whether through new housing development, public space, or more meanwhile/ temporary measures, the LPB must encourage developers, entrepreneurs, and local people to bring the right type of change for the HAAs.

However, due to the complexity of the existing uses, and key decisions around large pieces of infrastructure which may have significant spatial and land-take implications for the HAAs (as well as allowing them to be resilient), the order and sequence of these decisions is likely to impact the scale and timing for change and the ways in which future development can come forward. Sequencing and phasing is covered in more detail in section 8 and can be related directly to the detail of policies included in section 7 of this LPB.

3.3 How the LPB will interact with other key infrastructure decisions

There are a series of fundamental decisions that must be made on key pieces of infrastructure in order to ensure Guernsey is resilient, prosperous, and future-proof, some of which are explained in the following section. The LPB is closely related to many of these infrastructure decisions, but cannot in itself make these decisions. Some of these decisions might be made within the LPB timeframe, and some of them may not. These decisions have sequential and spatial implications on what could happen within the HAAs. A key requirement of the LPB is to encourage future change, and not stymie these future decisions around key pieces of infrastructure.

A summary of these key issues, is as follows:

- Location of future harbour (see section 3.4)
- Fuel storage (see policy 1.4)
- Future energy provision (see policy 6.2)
- Flood mitigation (see section 3.5 and Appendix 4.2)
- Storage of inert waste on Longue Hougue (see section 3.5)
- Tunnel to France (see section 3.5)



3.4 Future Harbour Proposals

When the harbours at St Peter Port and St Sampson were built in the 1800s, no-one could have imagined how different the world would be today. Yet for generations, they have provided an essential link to the outside world, constantly evolving to meet the island's changing needs.

Over the past five years, the SOG have been looking at a number of ways to better serve the island's needs for passengers and freight in a way that supports the long term sustainability of the island which is reliant of the safe and effective movement of both goods and people. This means considering alternative arrangements for the location and scope of a future port (or ports) serving both freight and passengers and taking account of the way both goods and people arrive on the island. This would be a significant project and would take a number of years to deliver, it would need to be robust into the future and so is an important decision.

This study initially identified seven options to try and provide a solution for Guernsey's future port requirements. These options ranged from minimal change, to reconfiguring of existing harbours, right through to an eastern extension of St Peter Port and finally a new northern port for all freight, fuel and international passengers (see options below).

A number of potential locations for a new harbour have been identified through work undertaken by the States over the past 5 years. Two locations are currently considered most likely, although further work needs to be undertaken to test and confirm a proposal before the States can decide how it is able to proceed. It is not yet known if a future harbour would include the relocation of all of the port facilities to a new location or only some of them.

The two most likely locations are currently considered to be:

- Off the south west of Longue Hougue with vehicular access to Bulwer Avenue (see figure 3.1); or
- Off the eastern arm of the harbour in St Peter Port (see figure 3.2), with access to the Weighbridge Roundabout via North Beach or vehicular access alongside the north arm and across Salerie Corner to Gategny Esplanade/St Georges Esplanade.

In 2021, the States debated proposals for the future location of the port (called the Future Harbour). A decision has not yet been made regarding the future location of the port.

In the meantime and until such time as a decision is made the LPB must consider both scenarios for what could happen if the port were to be relocated, and the impact this may have on the HAAs and their potential to support the people, environment and economy of Guernsey as a whole.

It is clear from testing work undertaken during the production of this LPB that a Future Harbour in a different location to the current port facilities in St Peter Port and the secondary facilities in St Sampson, would present the most significant opportunities for change and development in both HAAs although it is appreciated that much of this change may not be within the 10 year timescale of this LPB.

Further information about the Future Harbours project can be found on the SOG website.

Indicative Future Harbour plans (from the 2019 study)

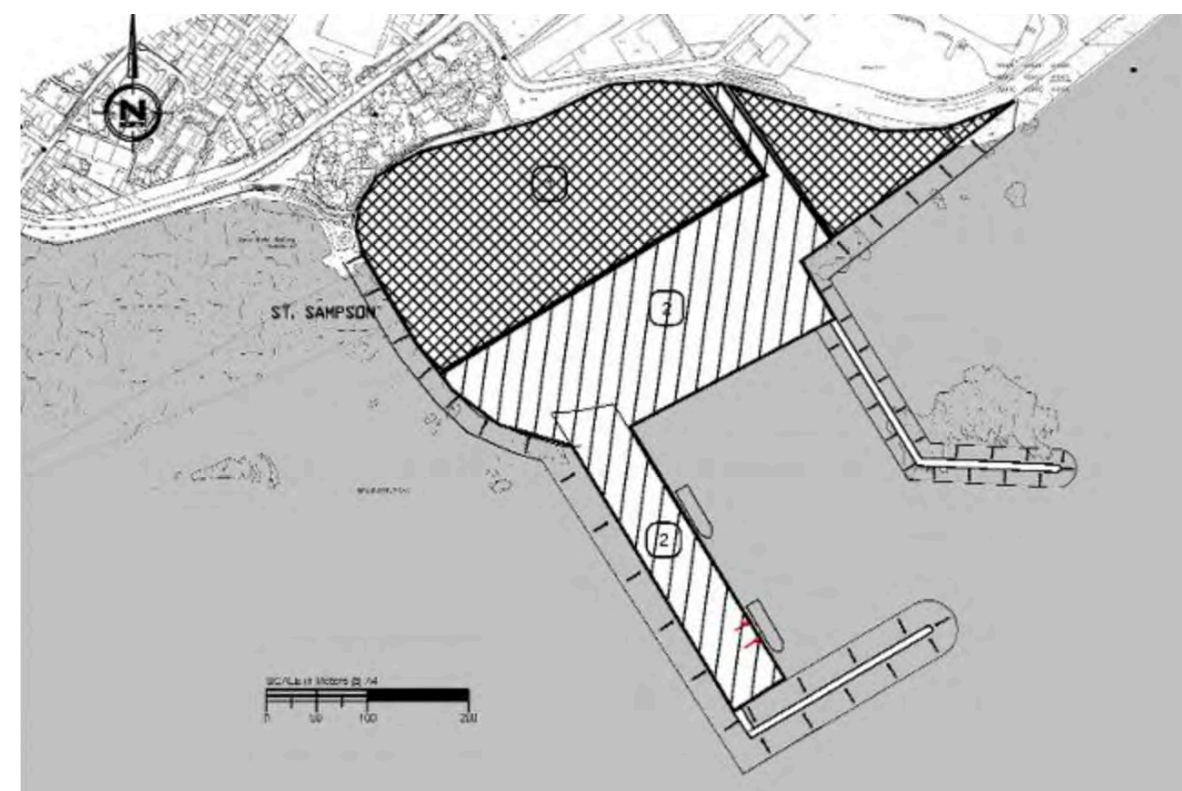


Figure 3.1: A Future Harbour option at St Sampson off Longue Hougue, developed by States of Guernsey

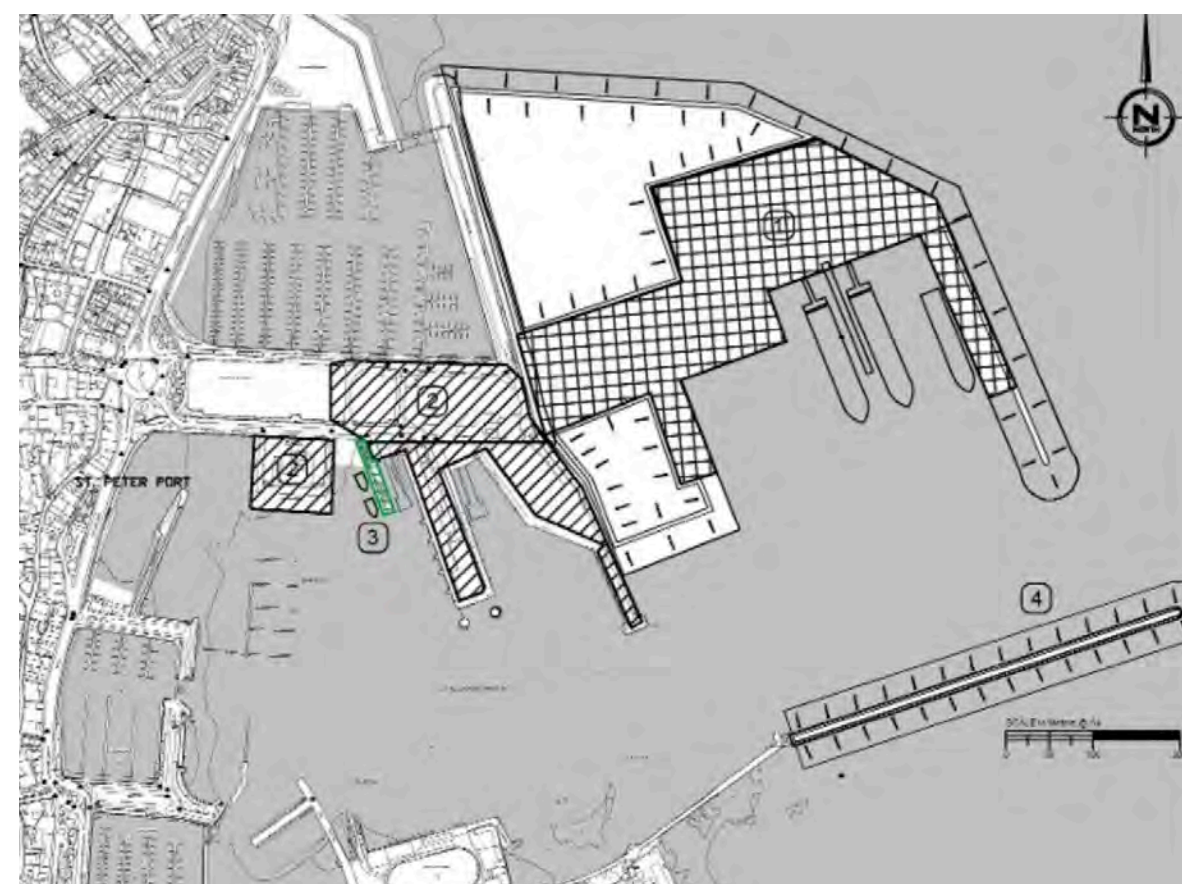


Figure 3.2: A future harbour option in St Peter Port off the Eastern Harbour arm extension developed by States of Guernsey

3.5 What the LPB will not address/ seek to change

The scope of the LPB is limited to land use functions and placemaking within the boundary of the HAAs. Therefore, there are a series of decisions, that although related to the harbours and their function, cannot be influenced by the scope of the LPB. Several of these are related to the infrastructure decisions outlined above. An Environmental Impact Assessment (EIA) Screening Opinion has been issued by the DPA and this has also informed the scope of the LPB. A summary of the EIA Screening Opinion is included below.

The limits to the LPB scope are outlined below:

The LPB will not confirm a specific location for the future harbour.

For the reasons set out in section 3.4 the location of the future harbour cannot be set by this LPB but it needs to consider two different scenarios for the HAAs on the basis that either could happen in the future and with no defined timescale for any decision one way or another. The two scenarios are:

- a. **SCENARIO A** - that no new harbour is constructed and that the port operations, freight and passenger facilities remain broadly where they are now in St Peter Port at the end of North Beach; and
- b. **SCENARIO B** - that a new harbour is constructed (possibly at Longue Hougue or to the east of St Peter Port Harbour) and that all freight and some or all of the passenger services are relocated to it.

Some parts of the LPB may be the same under either scenario, but others will be very different. This LPB seeks to consider how development and investment can come forward within the HAAs without preventing or limiting the delivery of a future harbour.

The LPB will not allocate specific uses on specific sites.

Instead it will establish zones or areas for change (see policy 3.3 for example), and identify uses that may be suitable within each. This approach allows for some flexibility for where change is located and instead seeks to set out the criteria under which a decision can be made in terms of which uses on which sites are likely to be acceptable.

The LPB will not specify the appropriate (type, location or extent of) mitigation for flood risk:

A strategic flood risk mitigation strategy will need to be prepared by the States to address the impact of climate change, as outlined in relation to the HAAs in Appendix 4.2. This future strategy will need to confirm the location, extent and timing of the strategic flood defence measures needed to protect the island as the effects of climate change become more pronounced, in particular on the low lying areas within and around the HAAs. Some forms of development within the HAAs may be limited until this strategy is in place. For this reason the LPB will not confirm specific flood mitigation proposals but will identify where future uses will be restricted and further evidence may be required prior to their approval.

The LPB will not propose land reclamation.

Land reclamation is not proposed as part of the LPB, which focuses on making the best use of existing land in the HAAs. However, it does acknowledge that there may be key locations where reclamation could be considered in the future, if an economic case could be made for it. Any future land reclamation would be subject to its policy document, and subject to an EIA.

The LPB will not set out a proposed landing point for a future tunnel linking to Jersey and to France, nor show this on the Proposals Map.

This is because this idea is too early on to be clear what kind of landing point or land side facilities may be needed or if this would be in any way deliverable or viable.

The LPB will not seek to bring forward the timescales for the completion of Longue Hougue for the storage of inert waste

However, it is beneficial for positive change within the HAAs that this does happen within reasonable timescales as this is highly supportive in terms of allowing uses to move around and land to be freed up for high quality development elsewhere within the HAAs.

3.6 Pool Marina Programme

Investigatory work into a new pool marina in St Peter Port harbour is significantly advanced. This may have implications for design of a new harbour and for development in the St Peter Port HAA.

During initial consultation on the LPB, there was no clear consensus on where the pool marina should 'land' ashore in St Peter Port. From a planning point of view, there is now some flexibility in terms of where the STSB decide the optimal landing point for the pool marina should be. Further information on the Pool Marina proposals can be found in Appendix 4.1.

A proposal for the a new Pool Marina has been prepared by the States Trading Supervisory Board (STSB) and will be considered in this sitting of government.



Figure 3.3: Computer generated image of plans for a marina with round-the-clock access in The Pool
Guernsey Press_Mark Ogier_ (31429440)

3.7 Environmental Impact Assessment

It has been a legal requirement in Guernsey since 2009 to undertake EIA for all Schedule 1 development and when a screening opinion determines EIA is necessary for schedule 2 development or development on or affecting a Site of Special Significance (section 40(5) of the Land Planning and Development (Guernsey) Law, 2005), or; development related to or affecting trees or land subject of a Tree Protection Order (section 44(3) of the Land Planning and Development (Guernsey) Law, 2005).

Schedule 1 and Schedule 2 developments are defined in The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007.

Whilst EIA is predominantly an exercise for assessing development proposals, in certain circumstances it is necessary to undertake EIA for Development Plans and LPBs. The Land Planning and Development (Environmental Impact Assessment) Ordinance (2007) requires an EIA to be undertaken for “...plans and policies that could give rise to EIA development”.

Typically, it is expected that EIA screening should be undertaken at an early enough stage during policy preparation that if a policy or policies are screened in as requiring EIA, the EIA process can be used to inform preparation of the policies. Equally, if EIA is screened out the screening can itself benchmark the scope of policies as they are developed.

On 8 May 2024 an EIA Screening Opinion Request was submitted to the DPA. This set out the intended policy approach of the LPB.

Having reviewed Schedule 1 of the Land and Planning and Development (Environmental Impact Assessment) Ordinance (2007) it is possible to rule out all Schedule 1 development without further analysis.

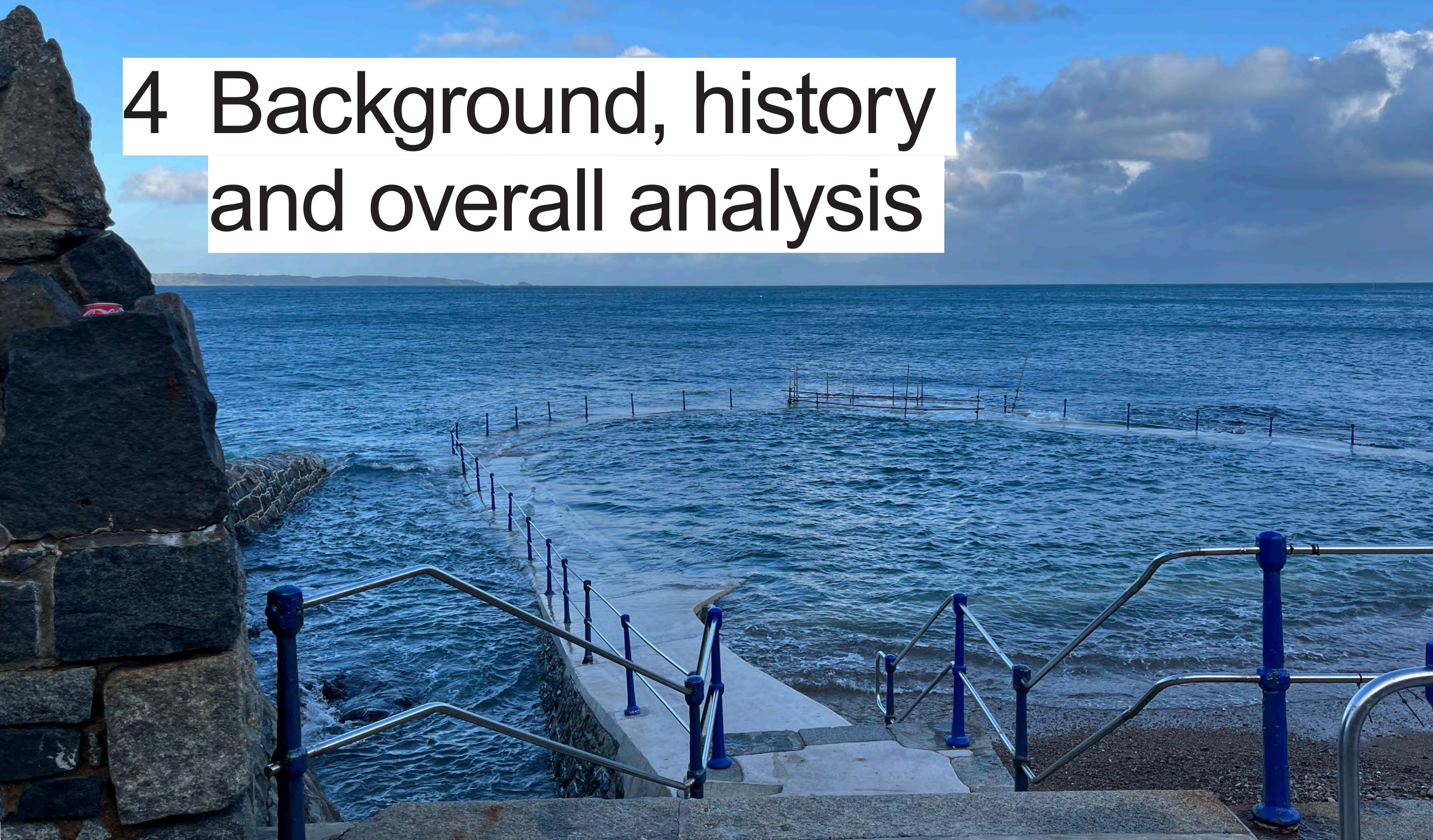
For schedule 2 developments and other types of development that require screening a screening exercise was undertaken.

In screening the LPB work undertaken to date, it was important to consider the policy approach the LPB will take. The LPB will not be allocating or reserving specific sites or proposals for development. It will include new or amended planning policies which include criteria for a range of development types and which may help to create new opportunities for development. Given both the intended policy approach and the scope of policies the screening opinion request concluded that it was possible to determine that LPB policies will not themselves give rise to EIA development.

On 14 May 2024 the Director of Planning on behalf of the DPA formally responded to the screening opinion request and confirmed the conclusions set out in the request. It was therefore possible to conclude that an EIA is not necessary for the LPB in its scope as currently proposed.

The screening of the policies of the LPB does not negate the need for planning applications within the HAAs to be subject to project level EIA screening and if necessary full EIA where the requirement for screening and EIA is required by The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007.

4 Background, history and overall analysis



4 Background, history and analysis

Overarching analysis of both Harbour Action Areas

4.1 Introduction

To inform the development of the LPB, a broad and comprehensive understanding of the HAAs has been developed. This has been informed by input from the specialist design team, a review of existing strategies and documents, as well as input from local stakeholders and key interest groups. Initial public consultation (held in March 2024) has also been used to inform updates to this work, where analysis needed to be strengthened, or new points were raised.

This analysis has been informed by a range of sources:

- A desktop review of all relevant documents, existing strategies, and planning documents.
- Various site visits.
- SWOT workshops with SOG officers.
- Initial public consultation March 2024.
- Engagement with stakeholders and statutory consultees, including direct meetings and groups workshops, between September 2023-March 2024.
- Mapping and analysis of the HAAs, their land uses, and character.
- Formal consultation on the draft LPB (to be undertaken).

4.2 Evidence Base Documents

To support the LPB, the design team have produced a suite of documents that form an evidence base, and underpin many of the decisions taken through the drafting process, and have informed the policies and guidance outlined in this document.

This suite of documents relate to the core development themes outlined throughout the document. The full versions of these documents are included in the appendices.

Historical development, character and urban design analysis (Tibbalds Planning and Urban Design)

Detailed analysis of the HAAs from an urban design perspective has illustrated how the evolution of the harbours has influenced the layout seen today. This is explained in more detail in the rest of this chapter.

The detailed evidence base document can be found in Appendix 4.1.

Flood risk and climate resilience (Expedition Engineering)

Guernsey is already experiencing the effects of climate change, which have brought more extreme weather events and increased flooding. Given (climate) resilience is at the heart of the vision for the LPB, the regeneration of the two main harbours on the island must address on-going and long-term flood risks as part of the need to address climate change and to facilitate investment in the harbours. Whilst the development of a separate flood risk management strategy for the east coast of Guernsey will be prepared by the SOG, this baseline document gathers the evidence and research undertaken to support the preparation for the LPB

The report summarises flood modelling work to reflect the latest UKCP18 climate change predictions, and summarises the existing flood wall and sea wall asset information. The document then outlines the current assessment of coastal flood risk, and considers the impact of sea level rise, and tide and storm surges. A brief assessment of surface water flooding has been undertaken, and finally the report concludes by outlining potential flood risk mitigation strategies to protect the HAAs.

See Appendix 4.2

Operational port requirements (Fisher Advisory)

As the operational port plays such an important role across the HAAs and island more widely, any future requirements for expansion and changes to operational freight/passenger logistics need to be considered through the LPB. The purpose of this report is to outline the potential / likely future space requirements for the Guernsey HAAs to 2050. This report has taken as its starting point the requirements outlined in Guernsey Ports Master Plan and the Future Harbour Requirements Study of 2020.

These requirements have then been updated by taking into account the findings of site visits and meeting with stakeholders, recent trends in freight volumes, passenger numbers, demographics, macroeconomics and government policy, as well as a series of discussions with key users of the HAAs.

The full document is included in Appendix 4.5

Maritime Research Infrastructure Summary (Beckett Rankine)

A large amount of existing technical information on the status and conditions of the harbours and their infrastructure currently exists. Beckett Rankine has undertaken a review of these technical assessments, conditions surveys, maintenance records, and geotechnical investigations, and a summary is included in Appendix 4.4

Transport and movement (Momentum)

Momentum Transport Consultancy has prepared this document to provide specialist transport, movement and highways support for the project. Transport infrastructure forms a key objective of this project. This document is split into two parts.

Part 1: This report consists of the desktop research and gap analysis that seeks to develop an understanding of the operation of the HAAs, identify the key issues and consider the potential for change in support of the LPB.

Part 2: This report details the primary research that has been undertaken and the key findings in relation to the transport objectives of the LPB. This includes a review of data provided by SOG, including: car parking capacity studies across both HAAs; traffic counts on key routes; cycle parking capacity studies; and road traffic collision data.

Refer to Appendix 4.3 for details.

Property and Housing Baseline Review (AspinallVerdi)

AspinallVerdi are property regeneration consultants, and the report attached in Appendix 4.6 is a baseline review of existing policy documents and strategies that have informed the approach to housing and employment land requirements across the HAAs. AspinallVerdi have also led a number of discussions and meetings with relevant stakeholders to understand the local economy and aspirations for the future. This baseline document, along with AspinallVerdi's input into the drafting of the LPB policies, has helped inform the policies relating to space for housing and employment land identified in the proposals maps and explained throughout section 7.

4.3 Historic development and urban evolution

The information presented in this chapter is based on the Conservation Area Appraisals for both harbours produced by the SOG, and historic maps of the island.

St Peter Port

- Although the precise age of the town is unknown, evidence from a merchant vessel shipwreck suggests that the St Peter Port harbour may date back to 180 AD. The earliest urban fabric dates to the 13th century, based around a Parish Church that was dedicated in the 11th century.
- In its strategic position in the English Channel, the port was an important refuge on the mediaeval shipping route between the UK and the continent, and promoted the town as a centre for trade from an early date. The mediaeval pattern of development, with narrow streets and narrow properties suggests a busy settlement. The topography of the landscape influenced (and in many ways constrained) the expansion of the town, and the resulting winding sloped streets, and stepped rooflines are key design responses that are still visible today.
- French invasions in the 13th and 15th centuries resulted in damage to the harbour, and necessitated construction of fortifications, including Castle Cornet.
- The post-medieval period brought increased wealth and prosperity to the town, and allowed the expansion of the settlement's built form, but also the completion of the south pier in 1590 (now in the position of the current Albert Pier). The North Pier (Victoria Pier today) and the first quay were built between 1700-1800. A boom in maritime functions, and decline in agricultural functioning and knitting industry saw people move from the countryside into town. This resulted in the expansion of the town to the north, west and south west, and the demand for more leisure uses and civic consciousness led to the development of the Town Hospital, the French Halles and Assembly Rooms during this time.

- In the 19th century, the harbour was expanded to accommodate increased ship building at South Beach, the Lower Pollet, and the harbour area was used for exporting goods. Tourism became an important source of income during this period. More widely, the 19th century was a period of expansion, with thousands of new houses built, civic buildings, the bathing pools, the model yacht pond, and the tramway (which was eventually electrified).
- The 20th century brought expansion, instability and liberation. Remnants of the German occupation are visible in some of the defences that were constructed during this period, although many were removed. The second half of the century saw the island transition its primary industries from fishing, growing and light industry, to tourism and finance. This required large changes to key infrastructure - particularly to the harbour - which saw rapid expansion between the 1970s and 1990s. Development opportunities were constrained by topography and land availability, and therefore limited mostly to infill development, with some new residential and commercial developments and estate development such as Clos de Fosse Andre and Val Fleury. Most recently, the 21st century mixed use redevelopment of the area to the north of St Julian's Avenue and along Gategny Esplanade has resulted in modern office, residential and retail buildings which replaced historic buildings.



Figure 4.1: St Peter Port Historic map from 1787
Duke of Richmond map Guernsey



Figure 4.2: St Peter Port Historic map 1898



Figure 4.3: St Peter Port Harbour in 1979 - Extracted from St Peter Port Conservation Area Appraisal



Figure 4.4: St Peter Port Harbour 2022

St Sampson

- Similar to St Peter Port, St Sampson harbour is likely to have been in use since Roman times. The earliest development of the harbour is thought to be St Sampson's church constructed during the 12th century (which many believe is the oldest on the island), and Vale Castle, built in the late 14th century.
- Guernsey was once two islands separated by a shallow channel known as the Braye du Valle. The most significant crossing was the bridge across St Sampson (and until the 1800s was the only formal crossing point between the north and south of the island), which helped establish St Sampson as an important settlement. It wasn't until the Braye was drained in 1806 that land reclamation begun and the two halves of the island were connected into one. The Bridge at St Sampson is still an important crossing point but it is no longer a formal bridge.
- The resulting geographical layout of the inlet left a natural harbour, and St Sampson quickly became an important position for importing/exporting goods, supplementing the role of the main port at St Peter Port. Due to this increasing importation and exportation the harbour was subject to a series of construction works that lasted for 100 years, starting from 1790 onwards. With that, the settlement of St Sampson consolidated around The Bridge by the end of the 1800s.
- Infrastructure to defend the island was built around the harbour. Most significantly, the original parts of Vale Castle date back to the 15th Century, and Mont Crevelt later built in the 18th century, to protect the east coast and the southern side of the harbour. Today these structures form significant heritage assets that directly link the island to its past.
- In the 20th Century, the inner areas of the harbours were altered to accommodate extra piers and pontoons which today are used to moor fishing and leisure crafts.



Figure 4.5: St Sampson Harbour historic map 1787 St Sampson Duke of Richmond



Figure 4.6: St Sampson Harbour historic map 1898



Figure 4.7: St Sampson Harbour 2022

4.4 Existing land uses

St Peter Port

Land uses within the St Peter Port HAA itself are strongly focussed on marine-related water-based, and operational activities. The eastern edge of the town along the Esplanades also provides a commercial edge fronting the harbour, and there is an important threshold here between the two contrasting spaces. Whilst there are numerous specific land uses which serve technical roles in the operation of the harbour, there are broad categories which have been identified in figure 4.8. The St Peter Port HAA comprises five main piers, and the Esplanades, and these predominant uses comprise: surface car parking; operational uses (freight and visitor arrivals) on St Julien's Pier; and leisure uses (including restaurants, tidal pools, and marine leisure uses) focussed on Castle Pier, Victoria Pier and Albert Pier.

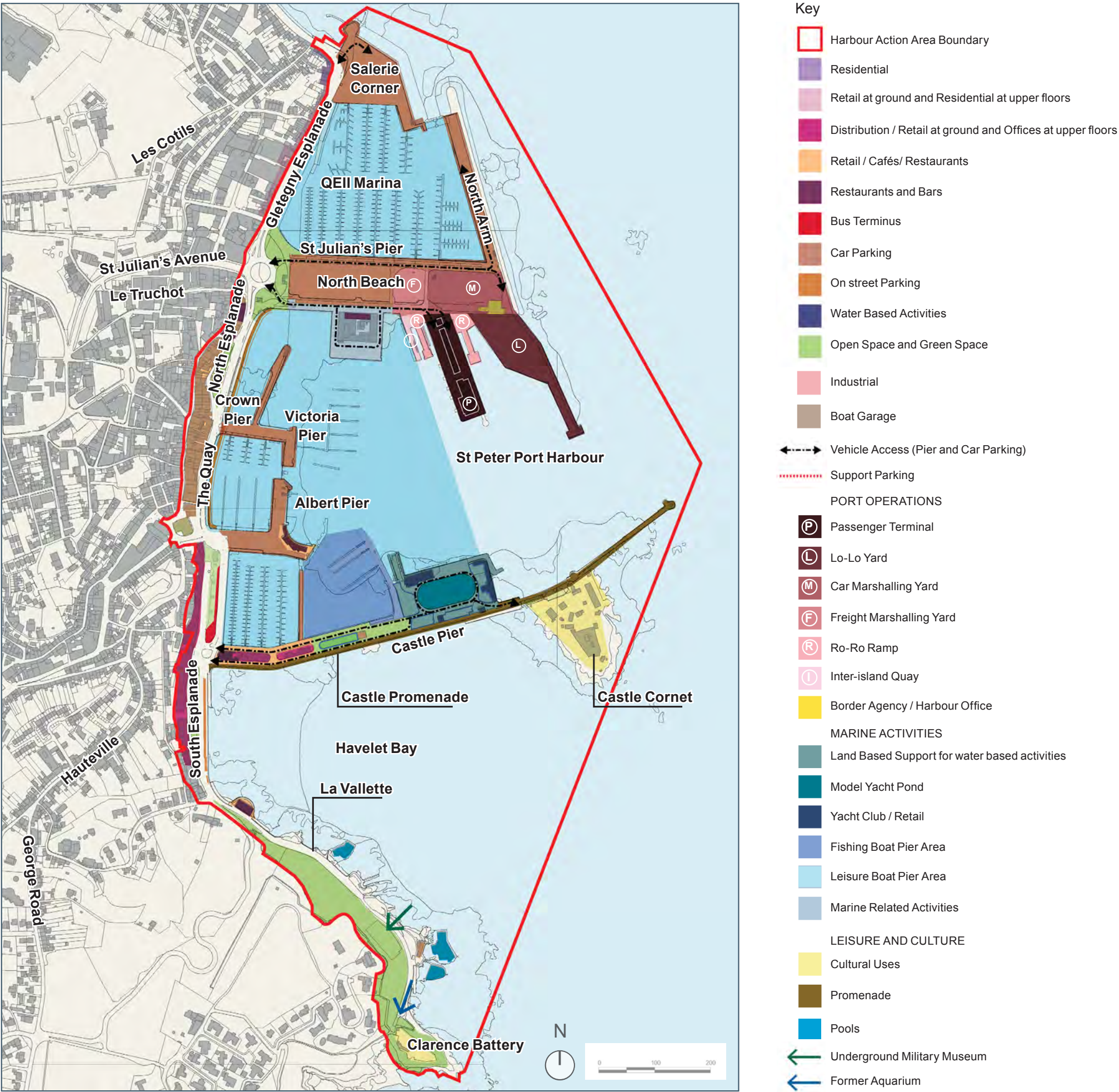


Figure 4.8: St Peter Port Existing Land Use Plan

St Sampson

Land uses in the St Sampson HAA are much more industrial focussed, and mostly less public facing, with the main areas of public activity along the Bridge. Boat workshops and smaller scale boat-related industry is located close to the water within the marina around the western part of the harbour, and larger industrial activities unloading/loading goods take place around the eastern entrance to the harbour and around to the south at Longue Hougue. Retail and town centre activity are concentrated at the Bridge; and residential uses are often found at upper levels, alongside the two main residential clusters to the north and south of the harbour.

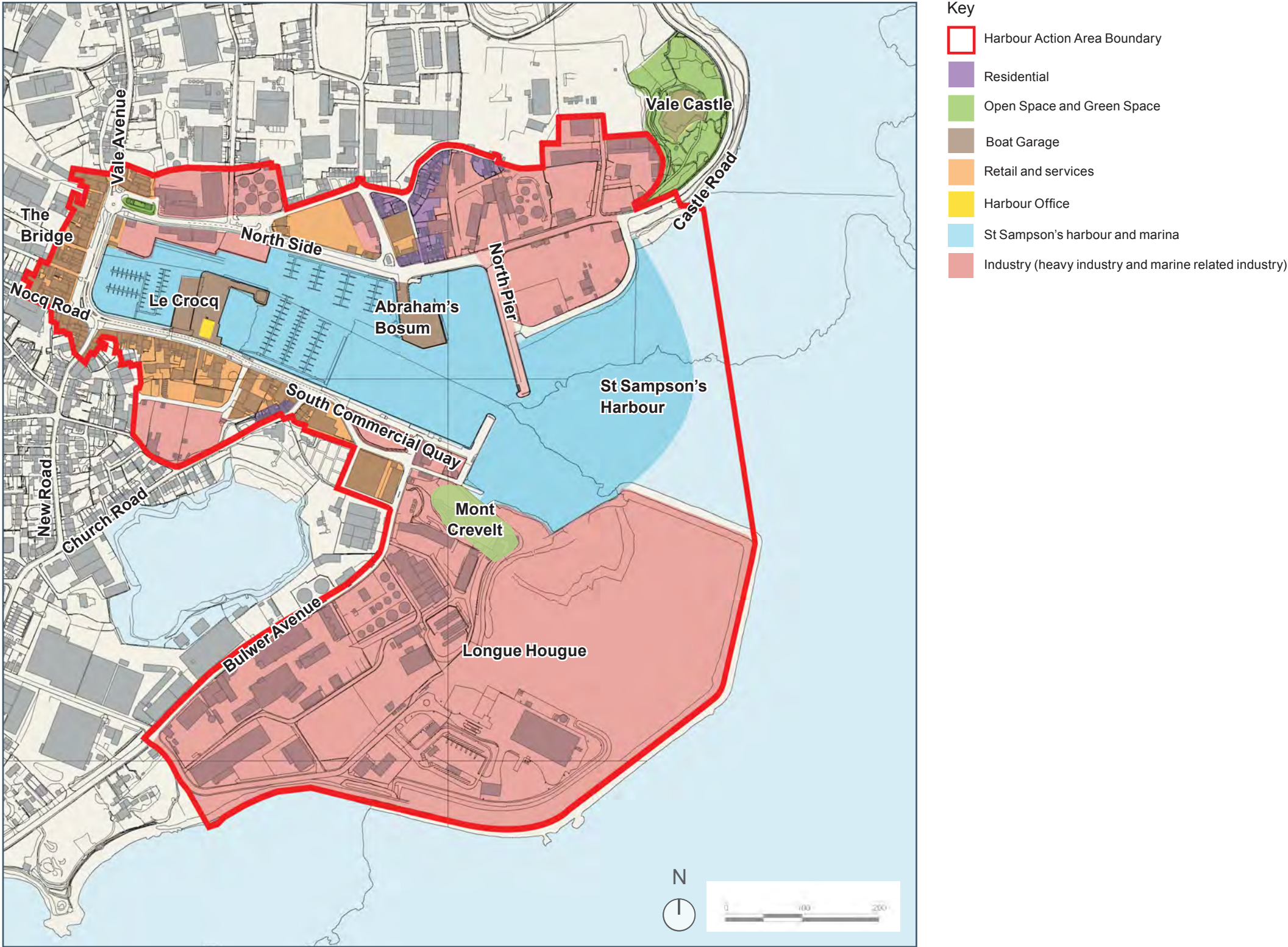


Figure 4.9: St Sampson Existing Land Use Plan

4.5 Character Areas

Character areas are the distinct identities of “places” created through the combination of several physical factors such as topography, land use, architectural typology, landscape, and cultural assets. The characters of St Peter Port and St Sampson share similarities, but also significant differences as a result of their functions, historical development and topographical influences.

St Peter Port

Eight distinct character areas have been identified for St Peter Port.

- **The Esplanades** are formed by a coherent building frontage up to 6 storeys high, typically in stone, sitting along the North and South Esplanades. Few buildings have significant architectural value, with the majority making a neutral contribution to the townscape. The north and south esplanades provide good views to the piers and the sea, however the streetscape suffers from the dominance of the road, and lack of public realm and safe and comfortable pedestrian environment.
- **St Julian's Pier** has the largest surface within the St Peter Port HAA, which is mostly used for parking and logistics of the operational port uses, leaving very little space for public amenities. It contains larger areas with single uses and little distinction, or landscape, between the two.
- **Castle Pier** has the most pedestrian friendly environment within the HAA, as it is not as dominated by parking in the same way other piers are. This pier provides the majority of leisure activities across St Peter Port (except for Marine leisure that are spread across all piers) as well as a restaurant, model boating pond, and yacht club. The Pier has a strong historic character with the Castle promenade and Castle Cornet at its end. One of the most significant features of Castle Pier are the distinct characters of the views afforded north and south; the former being a mix of leisure and operational harbour, looking over large industrial quays as well as smaller piers filled with leisure boats and the building frontages; and the latter looking towards an open sea scene, without piers and boats, against a green background from the cliffs of La Vallette. Views from the end of the pier back towards town are also important.
- **Water or Leisure Piers** - most of the water within the harbour is occupied by small leisure boats moored to slim piers. The old structure of Victoria and Albert Piers, visible from other piers and the sea, provides an important foreground to wider views.
- **Port Waters.** In contrast to the recreational Piers, this operational area is the focal point for passenger boats and cargo ships. The historic quality of this area cannot be identified due the scale of the piers and the boats.
- **La Vallette** has a completely distinct character from the rest of the HAA. It comprises a green walkway between the cliffs and the water, with views to the sea and the natural bathing pools. The irregular/hilly topography imposes a strong constraint for construction. The majority of the promenade lacks a formal pavement, forcing pedestrians to walk in the carriageway in places.
- **Salerie Corner, Victoria Pier and Albert Pier** contribute to the feel of the working harbour, with boating activity associated with the marina up in Salerie Corner, and boat excursions leave from Victoria and Albert piers, and cruise tenders arrive. However, the actual character of the piers is dominated by surface car parking, and whilst there are some benches to enjoy the view, these centrally located spurs could be enhanced to make them more people-friendly and capitalise on the views afforded of the wider harbour in St Peter Port.
- **Havelet Bay** has a distinct character; the absence of a marina and the natural landscape as a backdrop provide a sense of openness.

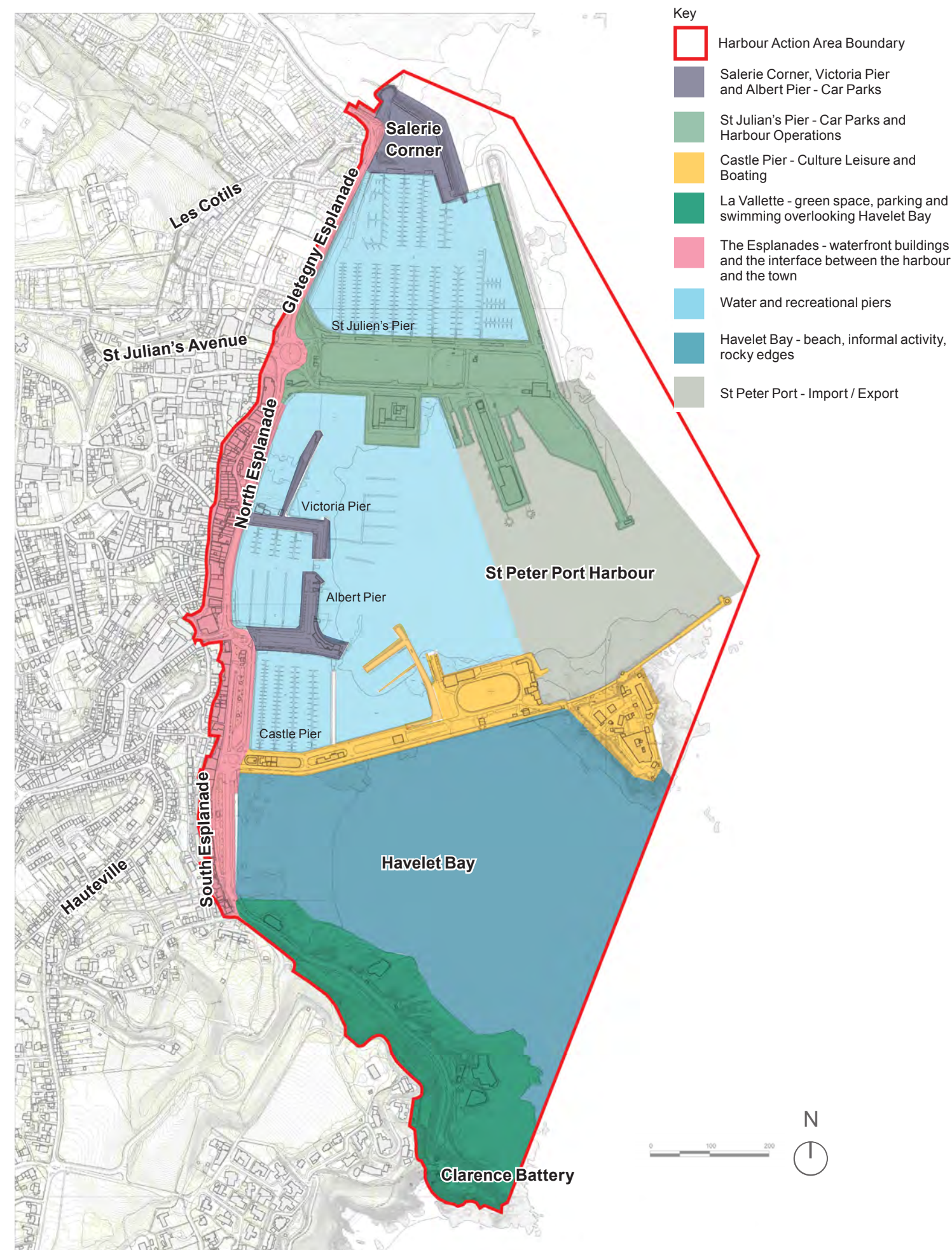


Figure 4.10: St Peter Port Character Areas

St Sampson

- **Northside and South Quay** are dominated by industrial uses. A strong material palette of stonework/granite is found across St Sampson harbour, from Vale Castle to the harbour walls. This has a strong positive effect on the character of the harbour, however the strong industrial presence makes it unpleasant for pedestrians in terms of sights of industrial infrastructure, smell of fuels, and safety around the roads. Areas around the industrial plots are dominated by vehicle traffic and have poor or non-existent pavements. Around these areas the plot edges are not well defined, and many piers have restricted access.
- **The Bridge** - The urban grain of The Bridge contrasts the larger industrial uses. Smaller buildings with ground floor retail are sitting along The Bridge frontage and south quay. These frontages provide a sense of small town, with architecture from different eras however coherent in material and scale. Behind the Bridge Frontage to the west will be the new Leale's Yard development that will impact on the character of this area making it busier with more connections and expanding mixed uses.
- **St Sampson Harbour Marine and Leisure** - The use of granite in the harbour walls provides consistency to the materials palette across both harbours. Most of the boats moored there are for recreational use. The boat workshops located at the piers contribute to the industrial sense of the harbour are dedicated to smaller recreational ships.
- **St Sampson Harbour Industrial** - This area of the harbour is used to receive fuel cargo from ships and also used for bulk import of aggregates etc.

Please see the primary research evidence base documents for full details.

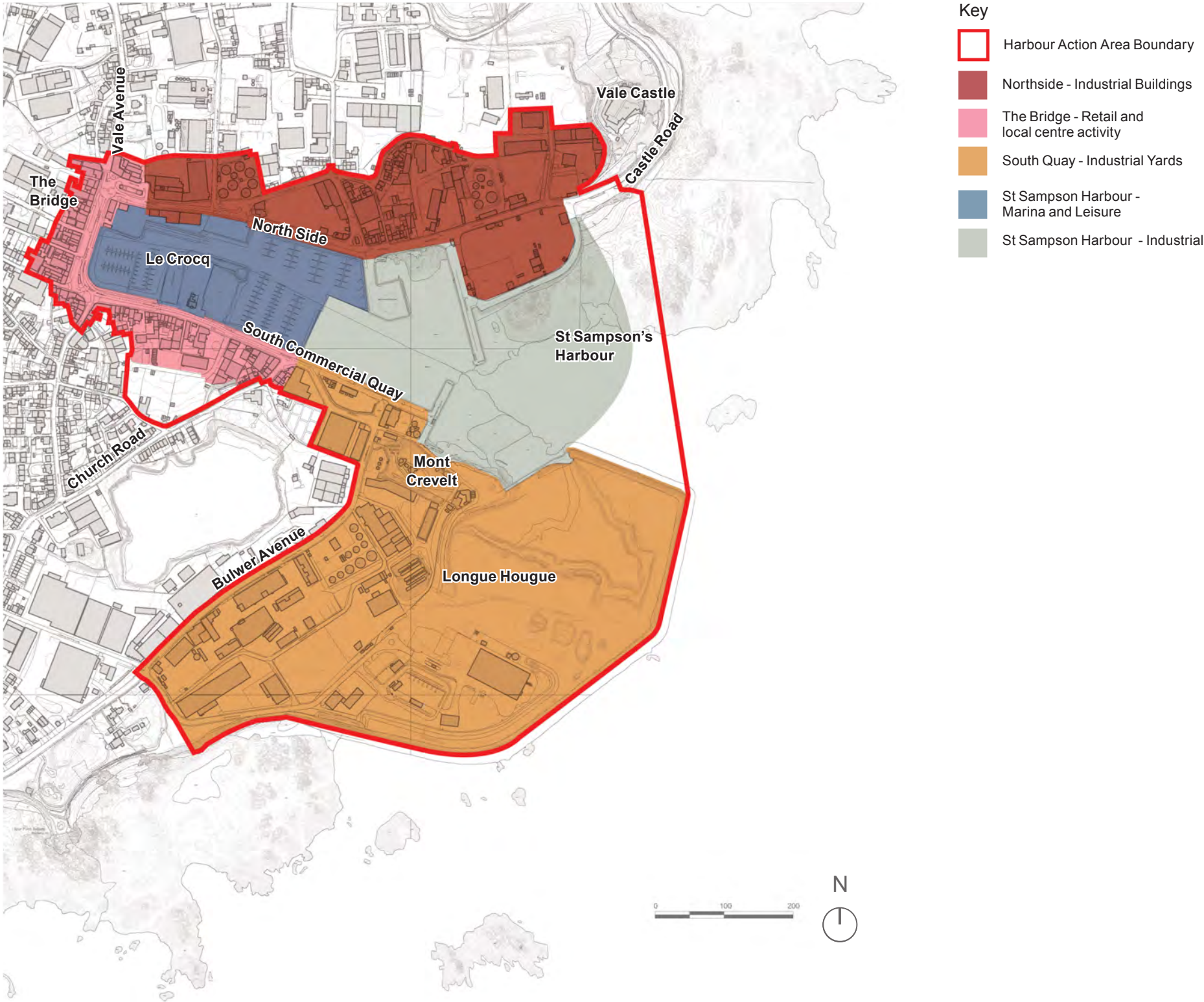


Figure 4.11: St Sampson Existing Character Areas

Summary of analysis - St Sampson

The following pages summarise the key themes that emerged from the initial analysis for both harbours more specifically. Whilst there are several challenges and opportunities that they share in common, there are specific issues that each harbour must tackle independently.

The themes summarise the team's research on each harbour, and also include key responses from the consultation that have influenced the analysis summary.

Land uses, including housing, commercial and industrial and town centre uses

St Sampson is the second town on the island and includes a good range of local shops and services. The Bridge is a popular location for local shopping.

Supply of new housing to meet the island's housing need faces a complex set of challenges specific to the different housing categories (e.g. local market and open market housing). There is no easy way to provide new homes in the St Sampson HAA without addressing future flood risk issues and relocating or upgrading some of the 'bad neighbour' industrial activities, such as fuel storage and the power station. However, provision of new housing may aid the States in achieving infrastructure needs related to flooding.

Employment land on the island generally is being squeezed due to pressures on the harbours and residential demand – there is a need to protect employment expansion land and to carefully consider the best location for this. Longue Hougue is already an important focus for industrial activity.

Marine industrial uses, including boat repairs and storage around the St Sampson HAA, help support the water based activity and support jobs and services around St Sampson. Many of these uses are located along North Side/Castle Road.

Space for people

The St Sampson HAA has a very urban character with little green space, landscaping or planting. The routes directly around St Sampson harbour feel like a positive place to be despite the conflict with vehicles, but there are few opportunities to sit and enjoy the proximity to water and views out. Pedestrian routes to the St Sampson harbour are very poor in some locations. A survey undertaken by the Guernsey Development Agency in 2023 identified places for eating and drinking as something that is missing in St Sampson.

Public consultation highlighted how problematic The Bridge area can be for people, and whilst affording a great aspect out onto the harbour, is very difficult to enjoy due to the traffic, lack of good street furniture, and lack of attractions to draw people to spend time here.

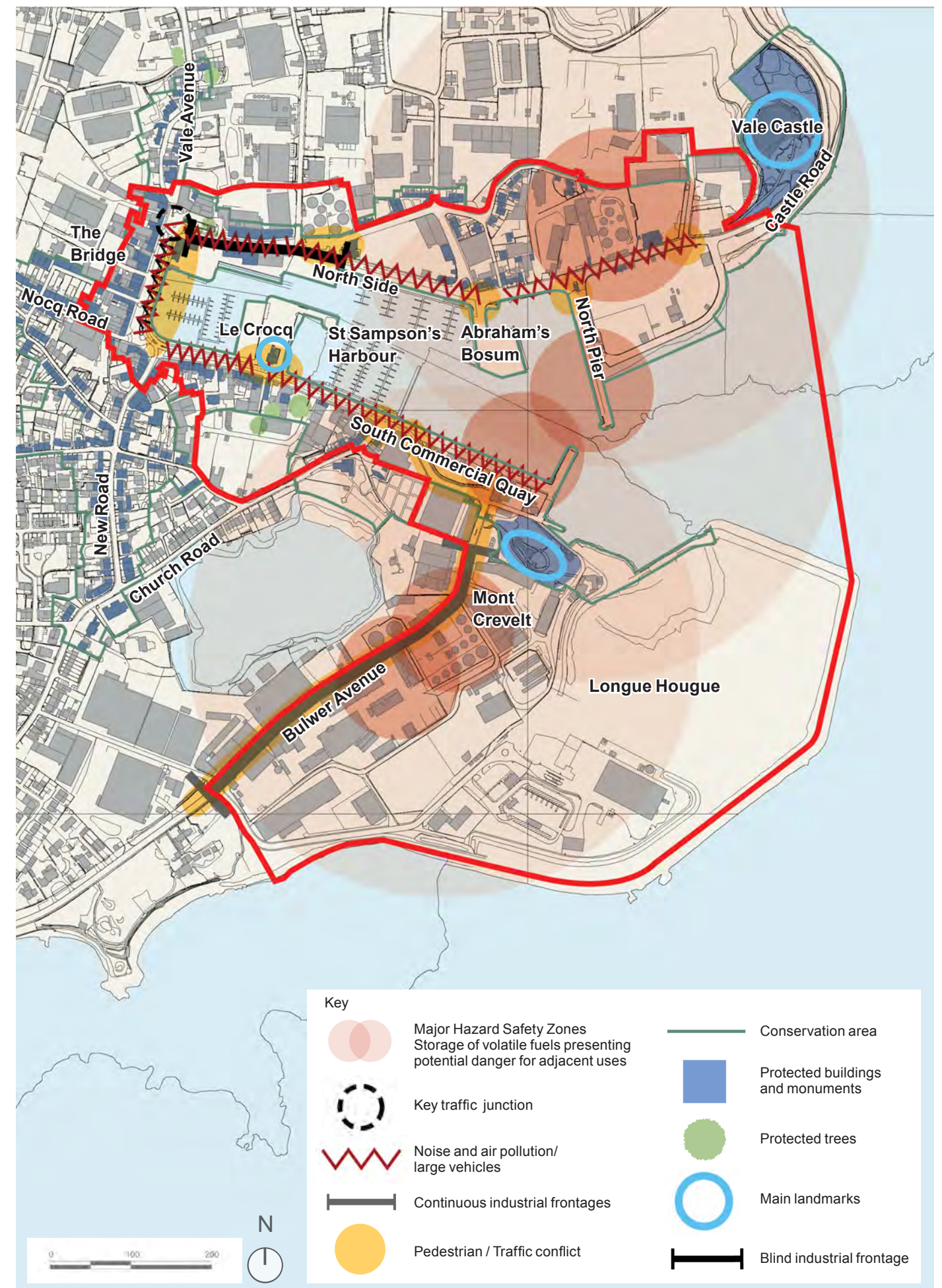


Figure 4.12: St Sampson Harbour Action Area Summary Constraints Plan

Marina uses and cargo

The vibrant marine leisure sector offers potential for growth and adding value to the island. A key focus of these uses is in St Sampson around the well-used harbour.

Some marine leisure supply chain activities might be relocated to Longue Hougue, thereby creating opportunities for alternative uses within the St Sampson HAA. The impact of growing flood risk on all marine activities presents an opportunity to combine new facilities with flood defences.

During the consultation period, the benefits of the ‘blue’ economy were highlighted several times, and the need to protect, enhance and allow for expansion of these. Future potential opportunities around off-shore energy generation should also be considered.

The import of bulk materials is expected to continue , and appropriate infrastructure will need to be maintained for this. It is however expected that the import of petroleum products by sea may eventually cease as other (more renewable) energy sources are used (see section 7 for more details).

Fuel storage and energy security

Fuel storage and the associated Major Hazard Safety Zones (as shown on the constraints plan) prevent intensive uses such as housing or offices from taking place within these areas. Alternative methods for generating and importing energy in the future may mean there is less demand for liquid fuel (and therefore its storage) which could enable a reduction in storage space and create potential for its relocation.

In the future, de-carbonisation of the grid could also reduce demand as more energy is made in renewable ways on the island. This could change requirements for energy generation and the power station, elements of which could become redundant over time.

It is clear that relocating current fuel storage or a shift to more sustainable energy sources presents a significant opportunity for more sensitive land uses (housing or offices) on land where this is not currently possible.



Figure 4.13: Existing fuel storage

Heritage and character

The St Sampson HAA has a strong character that comes from the consistent built frontage enclosing and overlooking the harbour, and water based activity. The mix of town centre and industrial uses is part of this character, although some of the buildings and uses e.g. the power station are more negative than positive at the moment. The strong use of granite in buildings and historic walls and features help make the area around St Sampson harbour distinctive. There are heritage landmarks at Mont Crevelt and Vale Castle either side of the entrance to the harbour.

During the public consultation, many respondents agreed that preserving and enhancing the character and heritage assets within the harbours is important. Respondents also highlighted various additional heritage assets that should be taken into account, including the clock tower on the south side of St Sampson, and Mont Crevelt.

Flood Risk

St Sampson is subject to coastal flooding, with The Bridge currently flooding during some high tide events. This is predicted to get worse with climate change as sea levels rise and storms become more intense. Low-lying areas to the west of The Bridge are particularly vulnerable to flooding. The harbour is well protected from wave action by the existing harbour piers and breakwaters.

In the future, climate adaptation and flood risk mitigation measures will need to accompany development proposals as part of longer term infrastructure upgrade. The regeneration of the St Sampson harbour offers an opportunity to respond holistically to climate change, and to help the island achieve Net Zero Carbon by 2050, as well as protecting and enhancing biodiversity.

The need to establish a long-term strategy against flood risk was highlighted as one of the most important considerations during the public and stakeholder consultation



Figure 4.14: flooding at St Sampson

Traffic, congestion and pollution

South Quay, North Quay and The Bridge all suffer high levels of congestion and traffic at various times of the day. This leads to issues with air pollution and noise pollution, and a poor pedestrian environment.

Car parking data from 2021 indicates a high average utilisation (81% and above) of 23-hour and 10-hour car parking at the Bridge. The provision of free parking keeps this demand high, and doesn’t encourage more sustainable or active travel such as the use of e-bikes which are gaining popularity on the island.

There may be potential for routing through-traffic and larger vehicles across St Sampson harbour instead of around it. This may make The Bridge frontage less busy with cars and larger vehicles, and a nicer place to be for pedestrians.

During the consultation period, respondents highlighted concerns around traffic - particularly heavy goods vehicles associated with industrial uses, and issues with tail backs around The Bridge. Whilst many people were supportive of introducing measures to resolve this, there was concern that journeys that do need to be made by vehicles (for business, people who are disabled etc) must not be unduly affected by these measures.



Figure 4.15 (left): High levels of traffic and poor pedestrian environment around the south side of the harbour

Figure 4.16: Tourism and leisure attractions - Vale Castle. There are opportunities to make St Sampson Harbour a more popular place to spend time

Wider links

Making sure people can get to St Sampson easily, and between St Sampson and St Peter Port is important for making sure it thrives as the second town.

There are a lot of walkers and cyclists who walk around the coast, and are looking for better and safer connections e.g. north to Bordeaux Harbour.

St Sampson has bus services that connect to a number of locations on the island, but there is little space at The Bridge for bus stops and no coordinated interchange for transport modes or information.

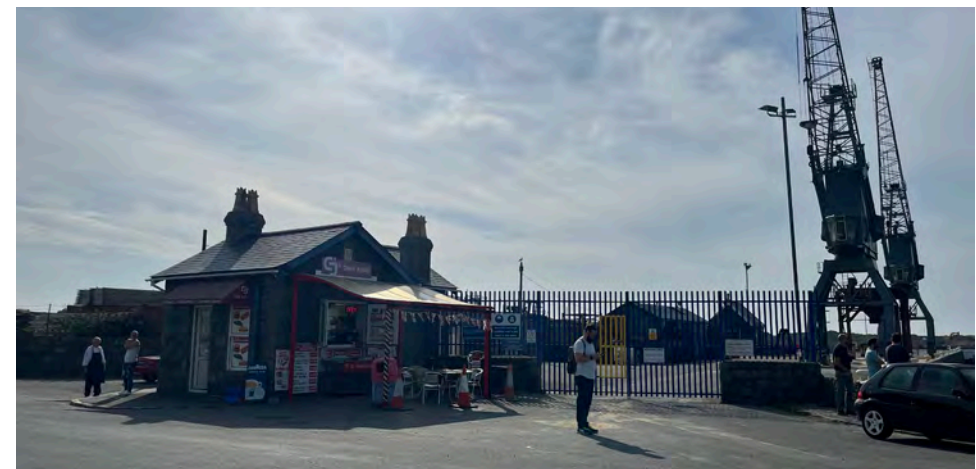
Tourism and leisure

There is currently a limited tourism offering in St Sampson. Opportunities to make it a more popular place to spend time, enjoy the waterfront and heritage features, such as Vale Castle (figure 4.16), may change this in the future. A lack of restaurants and bars was identified in the Guernsey Development Agency’s 2023 public consultation.

The main leisure focus of St Sampson harbour area is boating related and the area has a lot of small and medium sized boats. There are a number of sites and buildings that could be well used for restaurants and cafés and place to enjoy being next to the water year round.

Consultation responses highlighted the marine leisure opportunities around boating, getting access to the water, but generally agreed that St Sampson was unlikely to become a tourist ‘destination’ in its own right.





A range of harbour and non-harbour related activities across St Sampson

Figure 4.17: Photos from St Sampson Harbour Action Area

Summary of analysis - St Peter Port

The following pages summarise the key themes that emerged during the analysis which have helped drive the vision and objectives for the LPB.

Commercial harbour activity

A key activity within the St Peter Port HAA is the commercial harbour which is the focus for freight and passenger transport to and from the island. This includes the requirements for statutory security and customs activities. Requirements for handling unitised freight may change over time in terms of volumes and commodities, and the port may need additional capacity for expansion over the next 10 years.

Depending on the outcome of the decision on the Future Harbour, there may be a scenario in the future where unitised freight is moved elsewhere. This will raise significant opportunities for rethinking what St Peter Port harbour contributes to the town and local people.

Currently there are conflicts between different users of the harbours, focussed around commercial port operations (including the requirement for statutory security and customs activities), leisure activity, car parking, and pedestrian movement. Noting that this situation has developed over time in light of the available resources (land and quays), there is some hope that uses could be better co-ordinated. There is also opinion that there is a lack of synergy between the harbour and the Town, and that the connection for people to move between the two could be improved.

Within the responses to the public consultation, support for protecting the commercial harbour activity was the

Tourism and leisure

The 2017 Tourism Product and Customer Experience Strategic Review identified St Peter Port as the core tourist attraction of the Island. However, there isn't enough for all age groups to do, and a particular gap for children and activities in wet weather. Some visitor uses e.g. cruise tenders, can clash with other activities.

There are a number of small scale museums and art galleries in St Peter Port and opportunities have been identified for new visitor attractions.



Figure 4.18: Commercial harbour activity

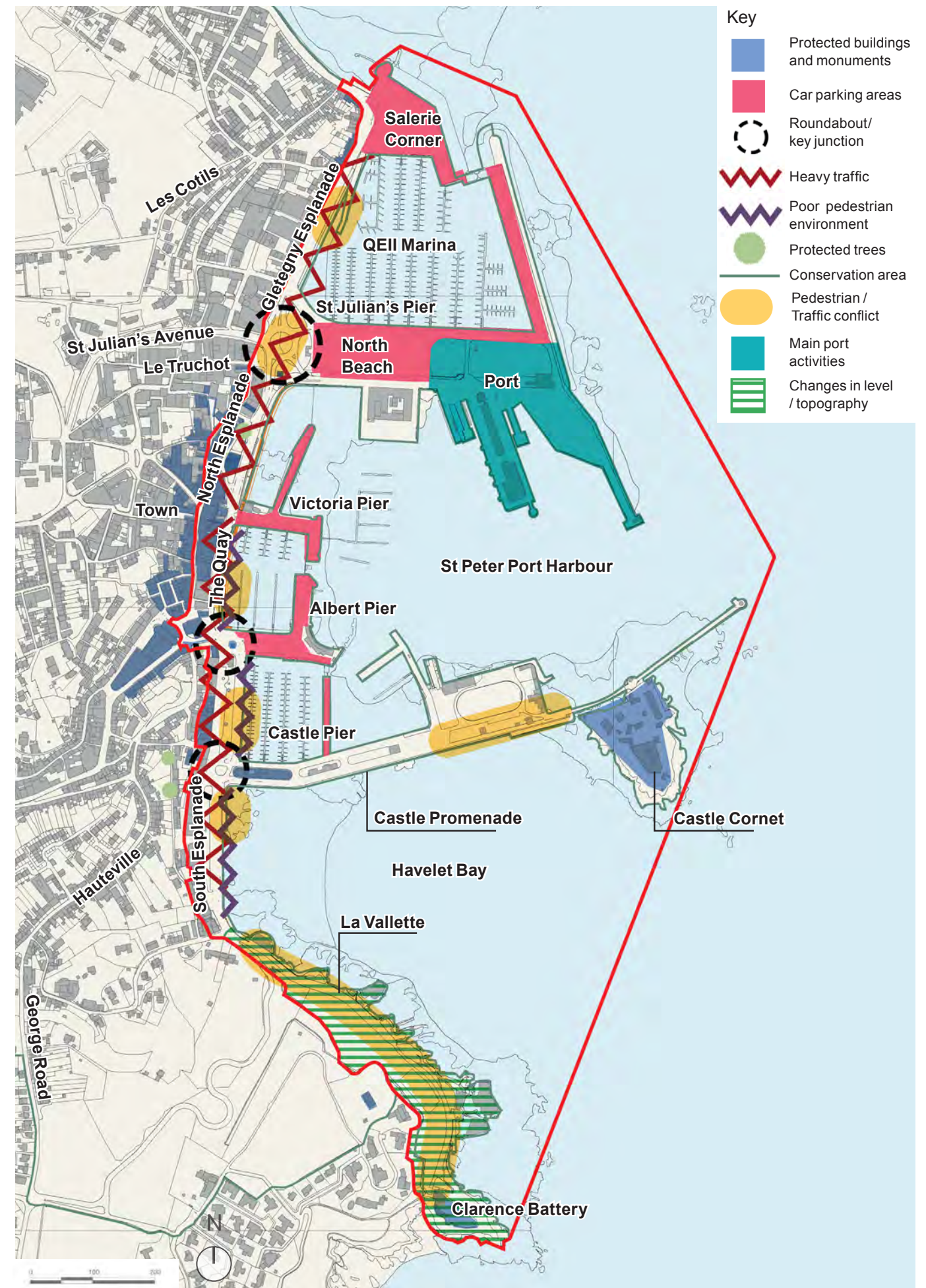


Figure 4.19: St Peter Port Harbour Action Area Summary Constraints Plan

Active travel connections

There is a lack of safe attractive pedestrian/cycle environment across the HAA, particularly where conflicts exist between different users, associated with existing port operations and existing vehicular routes.

There is a significant opportunity to improve the arrival experience for all through features such as enhanced signage, wayfinding and information boards, and conveniently located facilities.

Several respondents in the public consultation highlighted relatively poor active travel infrastructure across St Peter Port, which discourages people cycling, walking. Dedicated infrastructure, safe places to store bikes, facilities to change, better signage and wayfinding, and measures to limit speeds of vehicles would reduce a perceived fear of cycling.

Heritage and character

St Peter Port, in its position as the oldest settlement on the island, benefits from significant positive heritage character in the winding streets of Town. The St Peter Port HAA benefits from many heritage features but also includes instances of lower quality development.

At the moment the heritage features often sit at odds with the more operational harbour activities. It is noted that some historic cranes were recently retained within the operational harbour.

Protection and enhancement of the character and heritage assets within the St Peter Port HAA was strongly agreed upon by respondents to the consultation. As well as making better use, and celebrating existing assets, these could be better connected and signposted (e.g. Castle Cornet).

The Marine Leisure sector

The vibrant marine leisure sector in St Peter Port offers potential for growth and adding value. There is an identified opportunity for a new Pool Marina that would create additional space for yachts and other boats in the middle of the St Peter Port harbour, off Victoria and Albert Piers. Should the Pool Marina be delivered in the proposed location, many of the policies set out in the LPB would complement this provision, and capitalise on the enhanced support for this marine leisure use.

The proposed landing location is yet to be established but should be located where it has the best synergies with potential uses and existing uses or gives rise to further related opportunities and, more particularly, does not give rise to a conflict of uses or negate some other opportunity. This indicates locations such as White Rock, or a reorganised Victoria and Albert Pier may be appropriate.

Land side facilities to support the existing marinas and for visiting boats are considered inadequate and present a significant risk to the ongoing viability of St Peter Port as a commercial marina.

Opportunities for development

It is necessary to meet the Island's housing need (particularly affordable housing) and there will also be a requirement for new commercial office space during the plan period, alongside a need to protect the retail uses in Town.

To accommodate demand for housing, leisure and commercial floorspace (including offices and retail) and to optimise the use of the HAAs, significant development opportunities could be identified on some of the piers, but only if space can be freed up e.g. by relocating the port activities, reducing or decking car parking. Opportunities for new development can only come about if other land uses are reduced or more land is created or reclaimed.

Combined with the demand for new floorspace, there are opportunities to attend to the ageing building stock in Town (both industrial and commercial), and an opportunity to retrofit and refurbish these uses.

There was a mixed response to the suggestion of new development opportunities, with some people concerned about the scale, type and impact of large change on the harbours, and how these projects are likely to be funded. Other respondents were supportive of the proposals for sustainable growth of residential and commercial uses on the harbour, which would enable economic, social and environmental benefits to be achieved.

Extent of surface car parking

The existing car parks within the HAAs take up a large percentage of their surface area and limit other activities. Car parking is all free to use for different timescales, and does not encourage users to consider sustainable or active travel. There are reports of congestion caused by those driving between car parks trying to find a space, or to move between parking zones.

There was a mixed response from the public consultation around the issues associated with car parking - many who identified the issues associated with the extent of this, and how it could be better used for people, the economy and the environment. There was also concern that removing/reducing car parking could affect businesses, and that access would need to be retained for boat-owners and some other users. A balanced 'carrot and stick' approach was suggested by some respondents.



Figure 4.20: Existing surface car parking



Figure 4.21: Flooding at St Peter Port

Flood Risk

Due to the steep topography, St Peter Port has a relatively low vulnerability to flooding, however most of the harbour, existing piers and the sea front would be affected by coastal flooding in the long term. This is predicted to get worse with climate change, as sea level rise and storms become more intense. St Peter Port harbour is generally well protected from wave action by the existing harbour piers and breakwaters, however in the more exposed Havelet Bay, coastal defences are over-topped by waves during intense storms.

Climate adaptation and flood risk mitigation measures will need to accompany redevelopment proposals. The regeneration of St Peter Port harbour offers an opportunity to respond holistically to climate change, help the island achieve Net Zero Carbon by 2050, as well as protecting and enhancing biodiversity.

As with St Sampson, there was clear consensus that a strategic long-term flood defence solution must be developed for the east coast of the island. There were suggestions to combine flood defences with new public realm and energy generation.

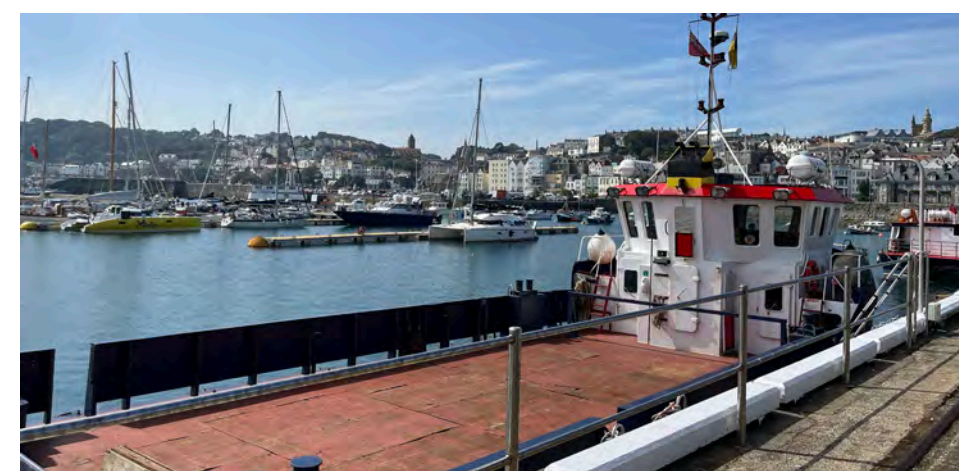
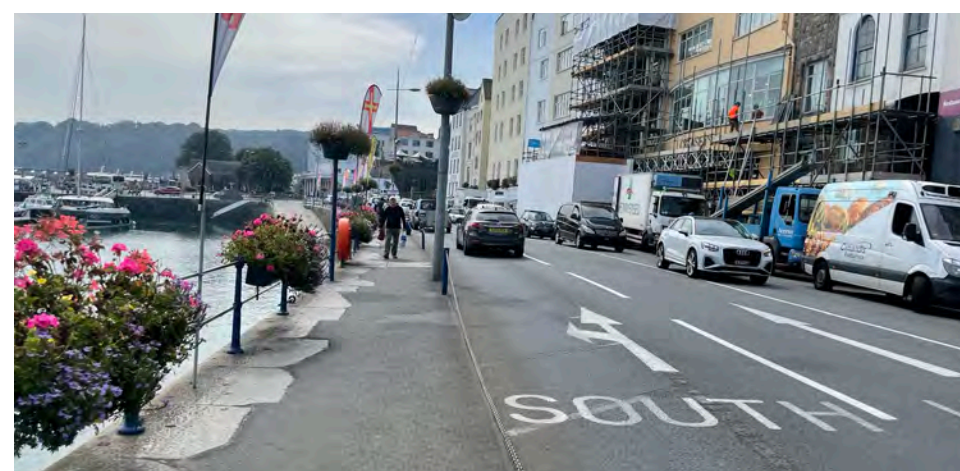
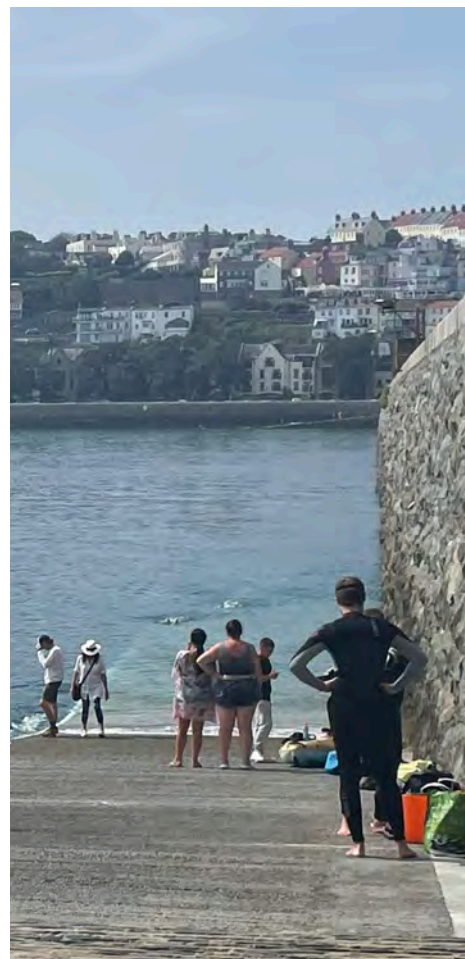
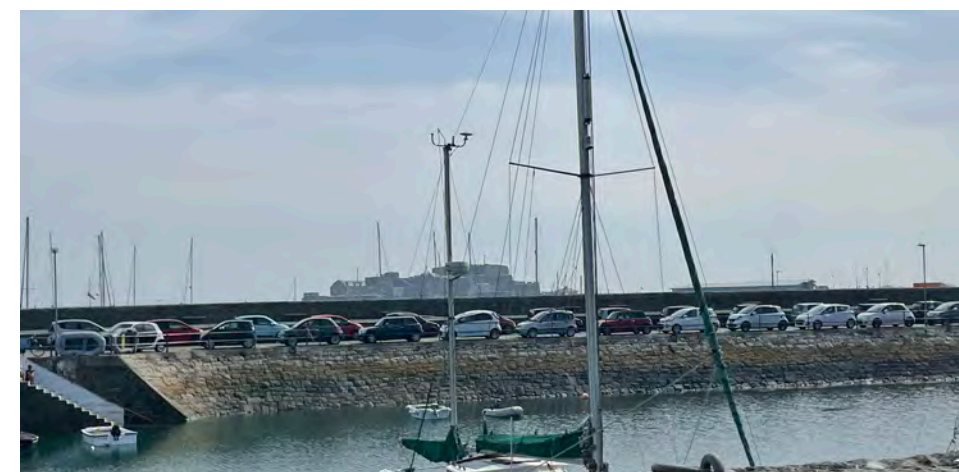
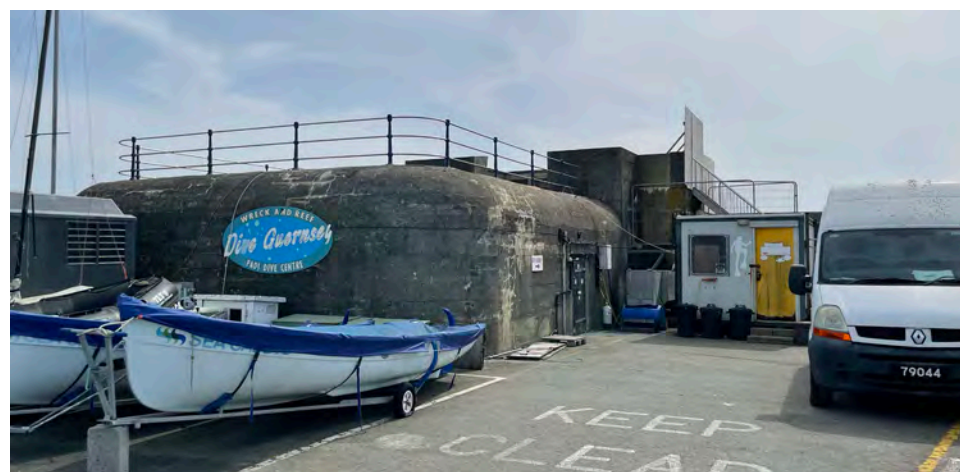
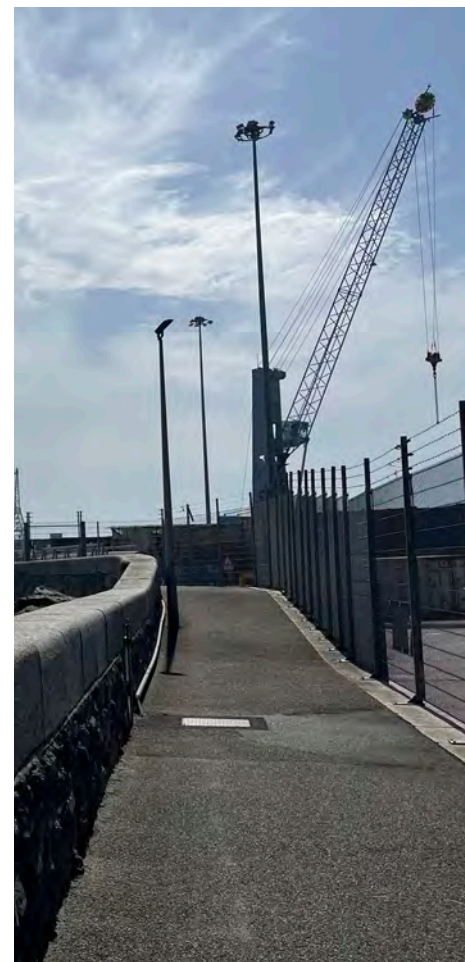
Space for people

Within the St Peter Port HAA there is a real challenge in terms of space for people to walk around safely and conveniently along the waterfront to avoid cars and traffic.

Key pinch points include along the Esplanades, the car parks and places on the Piers where multiple uses overlap. This discourages people walking and cycling and feeling safe. Seafront Sundays have been a really successful way of looking at how to address this problem for a limited period.

There is little space in St Peter Port HAA that can be used for people to gather, chat and meet without it also being used for something else.

Respondents from the public consultation highlighted support for existing Seafront Sundays initiative, and highlighted the lack of space for people on the harbour (lack of greenery, lack of meeting points, lack of places to enjoy the views etc).



A range of harbour and non-harbour related activities across St Peter Port

Figure 4.22: Photos from St Peter Port Harbour Action Area

5 Summary of consultation



5 Summary of consultation

The preparation of the Local Planning Brief has been informed by public and stakeholder input at key stages of the process. A wide range of perspectives and interests have been sought to ensure that a deep and broad understanding of all the issues facing the HAAs have been understood.

5.1 Stakeholder consultation pre-March 2024

Initial informal consultation was undertaken with stakeholders between September 2023 and March 2024 through a series of individual face-to-face and online meetings. This helped the team understand the baseline position, and establish key drivers for change across the HAAs.

This included talking to important statutory consultees and stakeholder, including, but not limited to:

- Guernsey Harbours
- Traffic and Highways
- Coastal Defences
- Planning and Conservation Teams
- Development and Planning Authority
- Guernsey Electricity
- The Guernsey Development Agency
- Guernsey Tourism Management Board
- Chamber of Commerce
- Boatworks
- Condor Freight

The key themes discussed included:

Travel and Access

- Traffic and parking are very prevalent in both HAAs. This is detrimental for a number of reasons including space pressures, environment and congestion. The need for a strategy to improve this was mentioned, though people acknowledged how challenging this could be.
- Bus frequency is seen as a considerable barrier to uptake of bus as an alternative to private motor vehicle.
- E-bikes have been popular on island. They are good for the hilly terrain. A private e-bike hire firm was operating on island but have since withdrawn. Though their service was popular.
- The pedestrian experience in both HAAs is poor and the environment is dominated by motor vehicle use.

Environment and heritage

- Priority habitats along the East Coast includes Eel Grass beds, Seagrass beds to the north of St Peter Port, east of the QEII Marina, and to the south at Havelet. Opportunities to enhance these habitats could be considered as part of the project.
- The historic context, particularly of St Peter Port is highly valued. However, some of the views, particularly of Castle Cornet from land could be improved.

Land use and space

- Important specialist marine services (chandlery, workshops, storage) operating in St Sampson. These are important for overall harbours' economy and consideration will need to be given for how such services are protected.
- There is not enough space for all users in the ports. Users work well together but it is dysfunctional and different non-complimentary land uses are using the same spaces.

Leisure and tourism

- Promenading e.g. walking, talking and snacking along sea front is enjoyed, but could be enhanced if the pedestrian environment were improved.
- Provision of activities for children could be improved. Particularly off season.
- Seafront Sundays – where roads are closed temporarily around Crown Pier have proven popular.
- There is a poor evening vibe in both harbours. E.g. bars, restaurants, nightlife.
- Poor signage in harbours with not many signs in other languages for visitors from abroad.

GDA Survey

In addition the Guernsey Development Agency (GDA) undertook a survey in late 2023 that included a number of questions and topics relevant to this work. The feedback from the survey was shared with the team and has influenced the development of this document.



Figure 5.1: Extracts from Miro board used as part of the Autumn 2023 Stakeholder consultation

5.2 Public consultation March 2024

A more focussed consultation period was then undertaken in March 2024, which focussed on the wider public and local groups. Having consolidated the baseline information, Tibbalds and the design team put together a summary of the analysis work undertaken, drafted a vision and emerging development themes, as well as options for future development scenarios, which were presented on information boards. This consultation formed the first phase of pre-submission consultation to understand initial opinions on this draft vision, draft development themes, and initial development scenarios. The benefit of receiving this early feedback means that this input can directly inform the development of the document as it is drafted. Further consultation will be undertaken at statutory periods in the adoption process, and through the independent examination in public.

This consisted of:

- Two in-person drop-in events:
 - Thursday 21st March at Inner Street, Market Building, St Peter Port (1-6pm) (approximately 35-40 people attended)
 - Saturday 23rd March at Rock Community Church, St Sampson (10-2pm) (Approximately 60-70 people attended)
- Three in-person workshops (1.5 hours) were held on Friday 22nd March at Beau Sejour Leisure Centre. Key stakeholders and consultees relevant to each topic were invited. These sessions focussed on:
 - Creating opportunities for growth and investment in the HAA (approximately 23 people attended)
 - The HAAs as places for people (approximately 18 attendees)
 - Infrastructure, environment and resilience within the HAAs (approximately 18 attendees)
- One additional virtual workshop was held on Thursday 11th April (1.5 hours) (approximately 12 attendees)
- A dedicated consultation website (Participatr) was open for four weeks until Friday 12th April. We had 112 unique participants who left us important feedback over this period.

Both consultation periods have sought to reach as many people as possible, and gain as broad a range of views as possible. As expected, on a project of this scale and complexity, there are some elements where a consensus can be garnered, as well as lots of competing viewpoints and aspirations for what the LPB should achieve.

Whilst there was a majority consensus around some themes e.g. ensuring long-term flood mitigation strategy is in place, the importance of maintaining the operational requirements of the harbours (wherever this is placed), and consolidation of some industrial uses to Longue Hougue; there are more mixed responses around development themes such as parking, the location for new housing, and future energy generation.



Figure 5.2: Photo from public consultation event, March 2024

Key themes where there seems to be a consensus amongst respondents include:

- Support for re-routing traffic from The Bridge (although concern around how this might impact congestion and performance of shops).
- Consolidation of heavy industrial uses and fuel storage onto Longue Hougue generally supported.
- Seafront Sundays are well supported, attended and enjoyed and highlight how existing areas can be reconfigured in a way which provides benefit for the wider public.
- Strong support for there being a long-term mitigation strategy for flooding.
- Support for protecting and celebrating existing heritage assets and focal points e.g. Mont Crevelt.
- Support for strengthening the character of the HAAs.
- Support for environmental protection and enhancement (especially of rare/protected species and habitats).
- General agreement that the current parking situation does not work for a lot of people, however there were competing ideas of how this should be solved.



Figure 5.3: Photo from public consultation event, March 2024

There were several topics of feedback where a range of responses were given, and respondents did not necessarily agree on an approach:

- A mixed response on suggested solutions to issues around parking: some support for paid parking; some support for decked parking/multi-storey; some support for reducing provision and reallocating space for people; some resistance to reduction in parking; some concerns around economic impacts on reduction of parking; some demands for more car parking
- Scale and need for change: many respondents thought that the 'no change' scenario would not be as bad as the team suggested; and others were worried about increased population in already busy areas.
- Energy infrastructure – many respondents doubted whether some strategic decisions e.g. moving key infrastructure such as the power station could be achieved in the next decade, whereas others were keen to embrace cleaner alternatives.
- Traffic congestion and pollution – many respondents highlighted traffic as an issue – some put this down to the narrow island roads, some suggested a bypass was needed, some suggested modal change to active travel was needed, some were concerned about taking traffic away and the effect this could have on businesses.



Figure 5.4: Photo from public consultation event, March 2024

Considerations and suggestions that were not previously identified in the baseline work. The responses outlined below will be carefully considered and included in the drafting of the LPB where relevant:

- You said:** Expansion of vision enabler to include reference to 'biodiversity' and other environmental concerns beyond 'climate change'.
- We did:** The vision and objectives have been updated and refined to be more specific
- You said:** Support for mobility hubs and improving cycle infrastructure. However, important to recognise that not all residents will be able to walk/cycle as a viable alternative to car
- We did:** Indicative locations for mobility hubs are identified, to support a modal shift to active travel modes, whilst balancing the need for people to move around by vehicle
- You said:** Simple changes could be trialled before any long term commitments. For example pedestrianising the area in front of the shops on the bridge, pedestrianising the whole bridge area, closing Crown pier, closing sea front to private motor traffic, making sea front one way for private motor traffic.
- We did:** The sequencing and phasing of different activities and land uses has been carefully considered. Experimental measures such as closing the Esplanades at certain times could be trialled before permanent infrastructure is installed.
- You said:** Could flood defences/gates be combined with new public realm/renewable power generation?
- We did:** Guidance on making flood defences multifunctional has been included within Theme 6.
- You said:** Responses identified some existing 'bad neighbours' that weren't previously considered e.g. scrap yard, fire risk and proximity to reservoir (though this is currently outside of the HAA boundary).
- We did:** The character analysis has been updated to identify some of these uses which may fall outside of the boundary of the HAA, but are likely to impact, or be impacted by future development in the HAA.
- You said:** Need to ensure that key infrastructure 'moves' e.g. relocating power station are feasible options, and realistic timeframes associated with this (taking feedback from e.g. Guernsey Energy etc).
- We did:** Commentary has been included on these significant infrastructure decisions in section 3.4.
- You said:** There is a need for Longue Hougue to remain as storage area for inert waste in short-medium future; the LPB should suggest the use of shared vehicle mobility schemes; there is an opportunity for tram link between St Peter Port and St Sampson; it would be helpful to include examples of where other places have prioritised efficient forms of transport (walking, cycling, public transport).
- We did:** Delivery and phasing is covered in section 8 which has considered the need for inert waste storage at Longue Hougue. Indicative locations for Mobility Hubs have been included in Policy 5.1; and case studies have been provided throughout Section 7 to highlight good precedents in other locations around the world.



Figure 5.5: Information provided and feedback - consultation event, March 2024

5.3 Independent Planning Inquiry

The LPB, as with other development plans, must follow a formal process including a Public Planning Inquiry. This fulfills the requirement under section 12 of the Land Planning and Development (Guernsey) Law 2005 to undertake a Public Planning Inquiry.

In order for a planning inspector to be appointed a certificate of consistency must be signed by the Committee for the Environment and Infrastructure confirming the proposals set out in the draft LPB are consistent with the guidance and direction set out in the SLUP. At this point the Local Planning Brief is published by the DPA.

The Planning Inquiry was split into three stages of public consultation:

Initial Representations – i.e. an opportunity for individuals, groups, societies, agents etc. to comment on the policies in the draft LPB.

Further Representations – i.e. an opportunity for individuals, groups, societies, agents, etc. to respond to any of the Initial Representations.

Plan Inquiry Hearing – i.e. an opportunity for individuals, groups, societies, agents, etc. who submitted a representation during Initial or Further Representations to make oral representations to the Planning Inspectors at a public hearing. The Inquiry Hearing sessions took place on Monday 16 December 2024.

The Planning Inquiry was conducted under the provisions of the Land Planning and Development (Plans) Ordinance, 2007 and the Land Planning and Development (Plans Inquiry) Regulations, 2008.

The purpose of the Inquiry was to determine whether with the LPB is in conformity with the statutory requirements under the Land Planning and Development (Guernsey) Law 2005 and the Land Planning and Development (Plans) Ordinance, 2007 in respect of the preparation and publication of the draft LPB and that the proposals are sound.

6 Vision and objectives



6 Vision and objectives

Overall Vision and Objectives

Overall Vision

“Both St Peter Port and St Sampson will be resilient, thriving working harbours into the long term which service the island and enable the broadest range of residents and visitors to:

- enjoy the waterside location;
- access shops and work in the towns; and
- move around safely and efficiently.”

This overall vision is then supported by a series of objectives which have been grouped under six themes, as follows:

Theme 1: Resilient harbours and infrastructure

Theme 2: Supporting the marine sector to provide job and leisure opportunities

Theme 3: New and expanded uses and activities within the Harbour Action Areas

Theme 4: Culture, heritage, tourism and leisure

Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around

Theme 6: Climate resilience and the natural environment

These same themes are then also used to organise the policies and guidance in section 7.

Overall Objectives

Theme 1: Resilient harbours and infrastructure

- St Peter Port and St Sampson will continue as primarily working harbours, with important operational land uses in both harbours protected or relocated should this become viable.
- Consideration will also be given to possible locations for a future harbour, with criteria established to ensure that development coming forward does not conflict with the operational requirements of a new harbour, its access or construction.

Theme 2: Supporting the marine sector to provide job and leisure opportunities

- Ensure that the HAAs retain their strong operational and marine focus, and contribute effectively to island life and the economy through a better functioning marine industrial and leisure sector.

Theme 3: New and expanded uses and activities within the Harbour Action Areas

- Extending the range of complimentary land uses which are unique to each harbour. To ensure the range and mix of land uses are resilient and meet people’s needs on the Island over time.
- Both HAAs will enable and encourage investment opportunities to ensure the harbours can evolve and adapt according to the needs of the Island. This will be achieved through enabling opportunity, at the right time, without precluding development.
- To address conflict between different users so that the harbours can be more harmonious and efficient places that work for all. This will mean re-prioritising some uses and activities in line with wider Island policy, for example: people and safety first; encouraging relocation of some ‘bad neighbour’ uses; and protecting land for the possible expansion and reorganisation of the port area or Longue Hougue.

Theme 4: Culture, heritage, tourism and leisure

- Encourage the provision of leisure facilities, water sports (including both training and recreation), and cultural activities. This will be delivered through the innovative reuse of existing buildings, coordinated strategies, and new venues and facilities.
- Retaining the specific and different character of the two HAAs which is complementary but different based on their individual heritage and purpose.

Theme 5: Making it safe, healthy, efficient and easy for people to get around

- Improved access between the harbours and to the rest of the island for all modes of transport can help to address congestion and enable better journeys.
- Lower carbon alternatives to private motor vehicles will be encouraged by introducing mobility hubs and reconfiguring existing parking arrangements.

Theme 6: Climate Resilience and the natural environment

- Where necessary, developments will need to come forward with adequate climate and flood mitigation measures in place. In the absence of area wide mitigations, such measures can be site specific where it ensures that existing and new development is protected.
- The use of alternative/renewable energy sources may enable the reuse or redevelopment of the power station as it comes to the end of its life.
- Green infrastructure and public realm improvements will be required across the HAAs to tackle the existing dominance of hardstanding, and help strengthen wildlife habitats, address biodiversity loss, provide shelter and act as places for people to stop and enjoy the view.



Dedicated routes should provide safe, accessible connections for various modes of transport, and should be combined with high quality planting. St Louis, Missouri, US



Spill out space for cafés and restaurants can be combined with quality public realm to create convivial spaces for people to enjoy. Zadar, Croatia.



Making space for people to enjoy the special opportunity to be next to the water and the town centres provided through the HAAs. ‘Seafront Sunday’, St Peter Port.

St Peter Port Vision and Objectives

St Peter Port Vision

“St Peter Port will retain its strong character - formed from its built heritage and strong maritime infrastructure.

As a working harbour it will welcome people and goods in a harmonious and efficient way, with adequate space for all activity and a division of incompatible uses.

It will be a pleasant place where people spend time enjoying the waterside, visiting bars, restaurants and cultural attractions both outdoors and in.

The harbour will meet the needs of islanders and tourists alike with walking, cycling and public transport the easiest ways to move around. The improvements made will have enhanced the area making St Peter Port a strong and resilient harbour all year round”

St Peter Port Objectives

Theme 1: Resilient harbours and infrastructure

- St Peter Port is a principal gateway to the island for people and for the delivery of goods. The arrival and departure will be improved with better facilities and wayfinding. This will be achieved by protecting land that may be needed for port expansion as well as improved arrival facilities.
- Better signage and lines of sight for navigating the area.

Theme 2: Supporting the marine sector to provide job and leisure opportunities

- Marine related leisure activities will be protected and enhanced to benefit people and the economy. This means better space and facilities for visitors and operational uses that support marine activity.

Theme 3: New and expanded uses and activities within the Harbour Action Areas

- Creating a busy and visually interesting environment accommodating a broad range of uses (both large and small, formal and informal) to improve the overall functionality and interest of St Peter Port.
- Prioritising people friendly, adaptable development and uses over inefficient single use land uses (like parking or excessive road widths) which currently dominate prime harbour land (NB note this doesn't apply to the secure port area).
- Housing and office space will be possible in the right locations, but a set of criteria, related to strategic aims of Guernsey and important environmental considerations will need to be met.

Theme 4: Making it safe, healthy, efficient and easy for people to get around

- Rearranged surface car parking to make better use of the piers and harbours for people, making it easier to access the main shopping function of Town. Surface car parking can be reduced or consolidated using multi-storey decks, alongside access for active and sustainable travel.
- More legible pedestrian and cycle routes throughout St Peter Port with better views out to sea and of key landmarks will improve people's experience of Town.

Theme 5: Culture, heritage, tourism and leisure

- An improved public environment will mean more space and better routes for people promenading, cycling, dining, fishing and enjoying other outdoor activities that will make more people want to spend time there and the place more economically successful.
- A greater range and number of attractions and opportunities for visitors and Guernsey residents of all ages and space for events and activities will be encouraged at varying scales and all year round. Both in the short term and for future longstanding attractions.
- Broadening the range of uses including bars, restaurants and cultural attractions (to support and encourage tourism and leisure) on the larger piers and harbours where these meet key tests (e.g. related to flood risk, climate change) and do not negatively impact on the operational needs of the harbours or waterfront.
- St Peter Port is an area rich in history and character. Views and journeys to and between Castle Cornet and other landmarks and leisure will be improved.
- New buildings will complement the existing character of St Peter Port with key public uses not being afraid to stand out as landmarks.

Theme 6: Climate Resilience and the natural environment

- To address how exposed St Peter Port can be in strong weather and to consider this in the design and delivery of new uses.
- To manage flood resilience comprehensively in a way that supports both existing and new development and creates new opportunities for links and connections.
- To bring more greening to the harbour and esplanades. To promote land and water based biodiversity through the way change is planned.



Spill out space for cafés and restaurants can be flexible, and allow businesses to accommodate residents and visitors throughout the year.



High quality public realm should be focussed around natural assets (e.g. the waterfront), as seen in this example in Regent's Canal, London.



Seafrost Sundays take out the cars, make the Esplanades much nicer places for pedestrians and support the local economy.

St Sampson Vision and Objectives

St Sampson Vision

“St Sampson will continue to operate as a working commercial harbour, with a greater sense of harmony for all users and visitors. The Bridge will develop as a convivial centre where people can access everyday needs and spend time.

The unique character of The Bridge will be retained and enhanced to act as the heart of the community. Visiting St Sampson will become easier by whichever means people choose to arrive, and parking will meet the needs of local people. The independent shops and facilities that support a resilient and thriving community will be protected.

Industrial uses will be safeguarded for employment, but gradually moved away from the inner harbour to enable better access to the water for marine related uses, mixed use development, including housing, and leisure activities.”

St Sampson Objectives

Theme 1: Resilient harbours and infrastructure

- Continue to provide port and harbour infrastructure necessary for the island. Prioritise the need for water access where needed, including at Longue Hogue.
- Focus on the relocation of critical uses such as fuel storage and secondary power generation to Longue Hogue or elsewhere on the island as needs change through decarbonisation.

Theme 2: Supporting the marine sector to provide job and leisure opportunities

- Marina uses and related marine industries which are unique to St Sampson and important for the island's economy would be protected and enhanced, with some gradual relocation necessary away from The Bridge / North Side / Inner Harbour frontage to Longue Hogue.
- Creating a focus for marine industries and the marine economy at Longue Hogue to enable relocation and consolidation of these activities to best support the island economy.

Theme 3: New and expanded uses and activities within the Harbour Action Areas

- Relocating ‘bad neighbour’ uses such as fuel storage and the power station over time would enable sensitive land uses like housing and more mixed use development in St Sampson. New homes in St Sampson would support The Bridge and mean less are needed elsewhere.
- Creating opportunities to enjoy the harbour in restaurants and bars and seating areas, particularly along North Side, potentially as part of mixed use development enabled by the relocation of industrial and bad neighbour uses.

Theme 4: Culture, heritage, tourism and leisure

- Making the most of the strong character and particular features around St Sampson harbour from the granite, strong and consistent sense of enclosure from buildings around the harbour and key landmarks.
- Celebrating the heritage assets around and within the harbour through linked walking and cycling routes, better information and access. In particular to make more of Mont Crevelt and Vale Castle.

Theme 5: Making it safe, healthy, efficient and easy for people to get around

- The Bridge becomes a nicer environment for everyone by delivering an alternative road crossing over the harbour for ‘through traffic’. This will enable the reconfiguration of parking and access for The Bridge to address congestion and make it a nicer place to be.

Theme 6: Climate Resilience and the natural environment

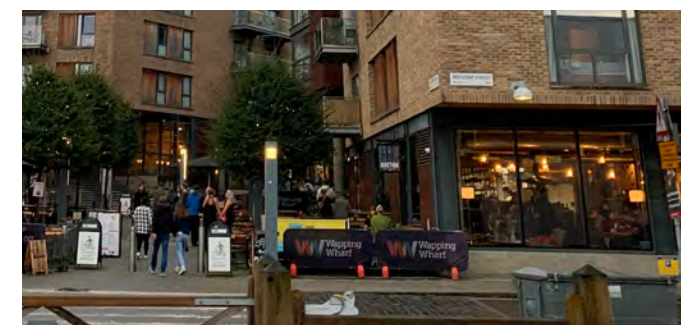
- The use of alternative/renewable energy sources may enable the reuse or redevelopment of the power station as it comes to the end of its life. This change will remove a key blight on the appearance of the harbour and free up well located land for mixed uses.
- Prioritise, retain and expand existing green spaces on the periphery of the HAA and consider how to make more of the planting and ecology within and around the harbour.
- To fully explore the potential for new coordinated flood protection measures to also contribute to energy generation, biodiversity enhancement and public access to the waterfront.



Appropriate street furniture, signage and wayfinding can enhance footfall through town centres and along the waterfront.



Planting and landscaping are in short supply on the harbours. In protected locations planters could be used to provide shelter and greening



High quality mixed use development at the water's edge, as seen here in Wapping Wharf, Bristol.

7 Development themes and policies



7 Development themes and policies

7.1 Overall Focus on Resilience and Supporting the Island and Town

Policies and guidance set out in this chapter are focussed on the delivery of the vision and objectives for the HAAs set in the context of the overall focus on “resilience”, supporting Town and the island as a whole over the long term economically, socially and environmentally (see section 6).

In order to best achieve the vision the six themes are used to coordinate and organise the policies and guidance in this section of the LPB. These themes also link back to earlier analysis, research and consultation undertaken during the production of the LPB as well as the vision.

The six themes are as follows:

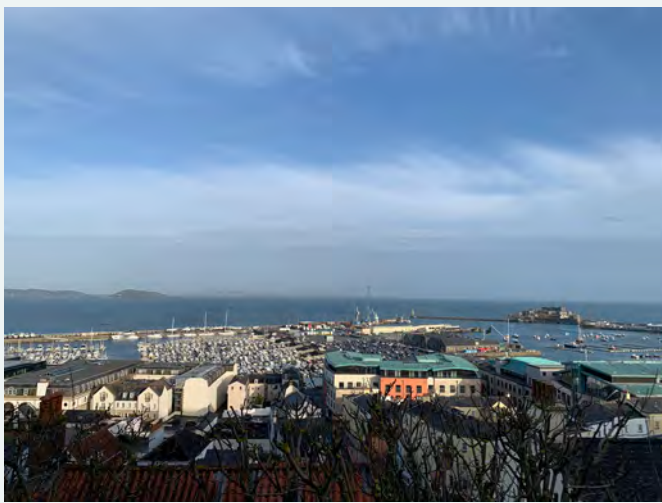
- Theme 1: Resilient harbours and infrastructure
- Theme 2: Supporting the marine sector to provide job and leisure opportunities
- Theme 3: New and expanded uses and activities within the Harbour Action Areas
- Theme 4: Culture, heritage, tourism and leisure
- Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around
- Theme 6: Climate resilience and the natural environment

Within each theme a number of policies are set out to shape development and provide clarity on what will and will not be considered acceptable. Further explanation and guidance is also included in explanatory text alongside the policies. To help explain and illustrate the policies, case studies have been included (but do not form part of the policies themselves). On each page, the policy is placed in a coloured box, and must be adhered to. The supporting explanation and guidance text sits adjacent to this, and is included to help applicants apply the policy.

All of the policies and guidance in this section must be read comprehensively by planning applicants for any development proposals that are located within the boundaries of the HAAs. Policies in the LPB should be read alongside the relevant policies in the IDP (Island Development Plan) which continue to apply and whose weight in planning is not affected.

Section 8 of the LPB includes a flowchart which is designed to aid the reader in using the policies in this section to decide on the timing of future proposals.

■ Theme 1: Resilient harbours and infrastructure



Harbours and infrastructure that services them and the island in general must be resilient to threats such as climate change and fit for purpose going into the next 100 years.

■ Theme 2: Supporting the marine sector to provide job and leisure opportunities



The marine sector is vital to the harbours and to Guernsey overall. Existing businesses will be protected and enhanced, with co-location on Longue Hougue happening gradually. Whilst marine based leisure will be enhanced and made more accessible.

■ Theme 3: New and expanded uses and activities within the Harbour Action Areas



Use of the harbours can be enhanced with rearrangement of current land uses to enable new or expanded uses which make spending time in the harbours more attractive with a greater range of things to do.

■ Theme 4: Culture, heritage, tourism and leisure



The character of the harbours are already a huge draw. Enhancing the heritage of the area and promoting cultural activity will contribute positively to the tourism and leisure offer already present.

■ Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around



Tackling congestion, making walking and cycling safer and more inviting and ensuring an easier flow of people and goods to and from the island.

■ Theme 6: Climate resilience and the natural environment



Development will come forward that is designed with appropriate mitigation in place, or as part of the development. Existing land uses will be protected for future use. Whilst natural elements will be enhanced both to tackle a biodiversity crisis and to improve peoples' enjoyment of the harbours.

Theme 1: Resilient harbours and infrastructure

Policy 1.1 Protecting the port in St Peter Port

PART ONE - Secure Port Area Consultation Zone: to protect the land and operational needs of the port in its current location in St Peter Port, until such time as a proposal for a replacement harbour/s to serve both passengers and cargo, is confirmed. This includes the areas of land needed for the port itself, as well as access to it on land and from the water, and areas to undertake maintenance and repair work around the harbour (referred to as the **Secure Port Area Consultation Zone** on Proposals Map A). Development will only be permitted in this zone where it facilitates operational port uses, until such time as either a new harbour is confirmed, or the DPA - in consultation with Guernsey Harbours and other relevant consultees - confirm that this area can be strategically reduced without impacting on the operation or effectiveness of this use.

PART TWO - Port Growth Consultation Zone: to give consideration to additional land area that may be needed for the port related operations, should it be required over time, in a location that allows it to expand its current location and/or to support the reorganisation of its internal layout and function. **This Port Growth Consultation Zone** is set out on Proposal map A and defines an area where consultation must be undertaken with relevant consultees on proposals within this zone to determine if they would prevent necessary operations in the future related to the Secure Port Area or related activities.

In order to ensure the objectives of Policy 1.1 are met - but there is not an overly restrictive approach to development - consultation will be undertaken with a range of consultees. This will help determine whether the land being considered is likely to be needed to support the operational requirements of the port. It will be for the consultees to justify why the space is likely to be needed and for what future purpose.

This list of consultees will include as a minimum Guernsey Harbours as the Ports Authority, and the Guernsey Border Agency and it will be the responsibility of the DPA to undertake such necessary consultation. It is at the discretion of the DPA (in consultation with the Ports Authority and others) to determine whether space within the Port Growth Consultation Zone may be appropriate for other non-port related uses. The Ports Authority may also have other stakeholders that they consider necessary to involve in this process, which should be discussed at the relevant time.

Assuming it can be determined that development proposals will not prejudice future operational port needs, proposals will be supported.

Reason: To ensure that deliveries of goods and passengers to and from the island are safeguarded and that the food security of the island and its residents is protected.

The LPB is being prepared ahead of a major strategic decision being made on the form or location of a future harbour serving the island. However, whatever decision is made it is necessary to ensure that operational functions of the port are retained and protected, and it is acknowledged that these may need to be improved or expanded in the intervening time.

Work has been undertaken to understand the future needs of the commercial operational port including land areas that may be needed for expansion in order to remain functional and effective over time (see Appendix 4.5). This has identified that additional space for the commercial operations of the port may be needed, alongside potential improvements to the location and functionality of the Border Agency within the port area, although the timing for both of these is uncertain.

Therefore land in proximity to current operational areas will receive special consideration should other potential uses emerge, in the context of any viable alternative future harbour locations.



St Peter Port ferry and freight operations

Case Study 1 Fishbourne, Isle of Wight

Improving the efficiency and emissions of a passenger ferry terminal

A key gateway to the Isle of Wight from Portsmouth, Wightlink have led a series of improvement projects to the Fishbourne terminal and berth to improve the passenger experience and future proof the port. The ferry journey to Portsmouth is only 45 minutes, but upgrades to the terminal and facilities have led to improved efficiency and reliability of this journey to encourage more sustainable journeys for residents and visitors.

The terminal has also been upgraded to provide passenger facilities including self-service ticket machines, customer cafe, customer service point, and EV charging stations.

- Upgrades include:
- Double deck boarding ramp now allow ferries to load/unload passengers much faster, and remove the need for often problematic hydraulic ramps on older ferries
 - New environmentally-friendly ferry reduce congestion, noise and improve air quality. The ferry, Victoria of Wight, is England's first, and runs off both conventional generators and powerful batteries. More recently, Wightlink have confirmed they are also looking to commission a brand new fleet of all-electric ferries as of 2024.
 - Fender replacement project (replacing and recycling the old fenders installed in 1984)
 - Sensitive approach to marine environmental issues (including appropriate monitoring and mitigation commitments).



Image © Wightlink

Policy 1.2 Protecting the ability to deliver a Future Harbour for Guernsey

Proposed development within either or both HAAs must ensure that it does not prevent the delivery or operation of a Future Harbour on the eastern side of the island and to serve the operational port requirements of the island in whole or in part.

This will include protecting:

- Potential access routes to a future harbour (indicatively shown on Proposals Maps A and B); and
- Land required for the creation of the harbour or for future reclamation

Indicative locations for a “Future Harbour” outside of the HAAs are shown on proposals maps A and B. Other options besides those currently being considered may be developed and further work will be undertaken to select where a future harbour may be located.

Any development within the proximity of either possible future harbour location, or its likely access (both as shown on the proposals maps A and B), or other identified preferred locations as published by the States of Guernsey should be carefully considered in terms of whether or not it would restrict the delivery or use of the future harbour proposal based on information available at the time. Any proposals which limit the delivery or operation of the future harbour will not be acceptable.

Once a future harbour location has been agreed then any other areas that are protected under this policy will no longer be restricted. This includes the land used for existing port operations (see Proposals Map A) once the future harbour has been constructed and commissioned.

The future harbour itself, its full likely access requirements, or construction areas are not covered by this LPB and will be covered by a future policy, legislation and/or permission(s).

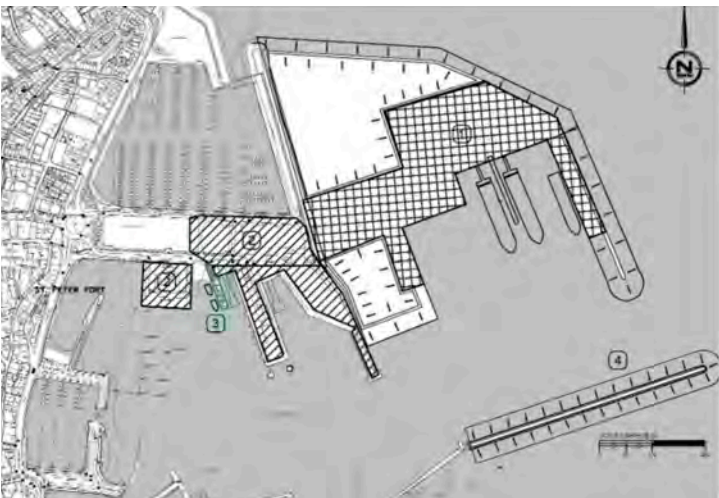
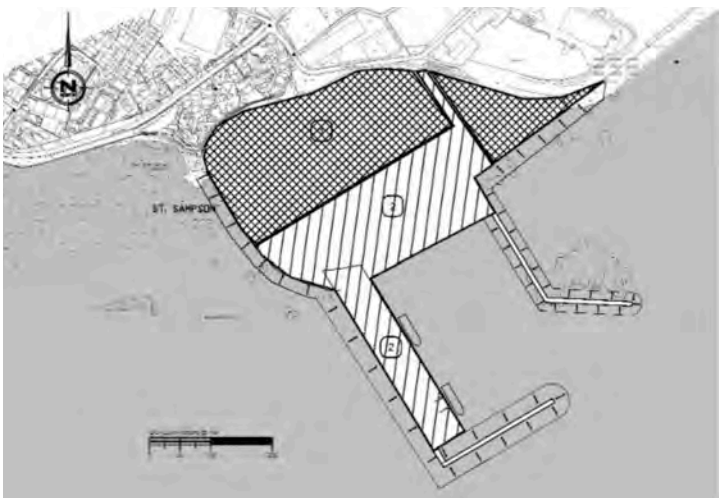
Reason: To ensure that appropriate options are kept open for a future harbour most likely to be located either to the south of Longue Hougue or to the east of St Peter Port White Rock Pier. To ensure this potential is retained for long enough for this key decision to be progressed and agreed.

The delivery of a new or “future harbour” for the island would have a significant impact on how the delivery of people and goods works, and would be expected to free up land for potential redevelopment in the existing controlled port areas in St Peter Port.

A Future Harbour designed to meet current needs and standards would also future proof the island and protect these important facilities from some of the key impacts of climate change, support its long term resilience and free up other areas of land within the HAAs for new uses and development.

This LPB does not favour either location nor does it prejudice the ability of the States to select another location, or to decide not to deliver a new harbour.

However, to ensure that a decision can be made in the best interests of the Bailiwick, Policy 1.2 sets in place a set of requirements that applicants will need to meet if they wish to bring forward development proposals in either HAA.



Indicative Future Harbour plans (from the 2019 study) - Left: A Future Harbour option at St Sampson off Longue Hougue. Above: A future harbour option in St Peter Port off the Eastern Harbour arm extension (Produced by States of Guernsey).

**Case Study 2
Roscoff Harbour, France**

Balancing marine-related activities

Located on the Brittany coast, the historic harbour of Roscoff manages to successfully combine commercial ferry operations, a protected marina hosting yachts and leisure craft, a busy fishing trade, and a historic town centre. As well as providing a gateway to Brittany and the west coast of France, the town is also a destination in its own right. Today, Roscoff is officially listed as a Petite Cité de Caractère (City of Character), and has a rich heritage with elaborate granite houses and cobbled streets that date back to the 16th and 17th Century.

The Roscoff harbour hosts:

- 24 hour marina with 625 berths. The marina is protected by a long angled sea wall, providing protection for vessels in all weather conditions. The services and facilities are highly regarded by users, and include welcome facilities and a dedicated team, as well as technical services for boats.
- A deepwater harbour (Port du Blosson Roscoff) provides access for Brittany Ferries to Plymouth and Ireland. The terminal provides a variety of facilities, including: showers and facilities; tourist information; level access; and a bar and cafe. In the summer months a shuttle bus brings passengers between the terminal and the town centre. Electric bikes are available to hire at the marina nearby.
- Local ferry service to nearby Île-de-Batz.
- Fishing fleet stocking local fish market.



New facilities at Roscoff Harbour, France
(source: <https://www.transeuropemarinass.com/marinas/port-de-plaisance-de-roscoff/>)

Policy 1.3 Reducing the impact of the power station at St Sampson

To support and encourage the relocation and/or replacement of the Power Station in St Sampson as one of the benefits arising from the transition to net zero carbon and the proposed second power cable to France.

To encourage any reduction in the impact of the power station on St Sampson and in particular the restrictions it places on adjacent land uses.

This includes considering alternative locations for a new or replacement facility away from The Bridge and areas close to existing or proposed homes, high intensity employment uses such as offices or workspace, community, cultural or mixed uses.

Reason: *To make better use of land in a key location for St Sampson and The Bridge, to encourage a greater mix of uses including residential, to improve safety for residents, and to reduce the visual and environmental impact on the town and its setting.*

The States' commitment to achieving carbon neutrality by 2050 presents an opportunity to consider the future of the power station in St Sampson in the move away from non-renewable gas heavy fuel oil and diesel as a primary power sources. These opportunities can be summarised as follows:

- The power station represents a significant land take in St Sampson and although this is partially outside of the HAA it is a key opportunity to support The Bridge and to provide new development in a sustainable location. It is understood this is only likely to be possible when this change becomes operationally feasible.
- Proximity to the power station may impact on the delivery of neighbouring sensitive land uses such as housing, high intensity employment uses such as offices or workspace, community, cultural or mixed uses. Development proposals within the proximity of the power station should consider IDP Policy GP17: Public Safety and Hazardous Development.
- The power station is also highly visually intrusive on St Sampson and presents a long term blight on the area that may be reaching a point when it can be reasonably replaced.



Harbour related activity as seen from The Bridge

Policy 1.4 Fuel storage in St Sampson

To support any relocation of the fuel storage around St Sampson harbour to alternative locations away from residential communities and areas of potential mixed-use regeneration.

This change is expected to be undertaken over the LPB period, whenever the potential for change arises and such that new investment in plant or equipment is delivered in other locations (such as at Longue Hougue) that are more suitable for this high impact “bad neighbour” use.

The proposed relocation will reduce the negative impacts of these uses including Major Hazards Public Safety Zones (areas identified in the IDP adjacent to hazardous installations where particular attention must be paid to the health and safety implications of proposed development) and related mitigation. This will then enable other land uses as supported by LPB Policy 3.1, 3.2 and 3.3 to come forward around the northern edges of the harbour.

Any development and related relocation of fuel storage will do so in a way that maintains and/or enhances Guernsey’s energy resilience.

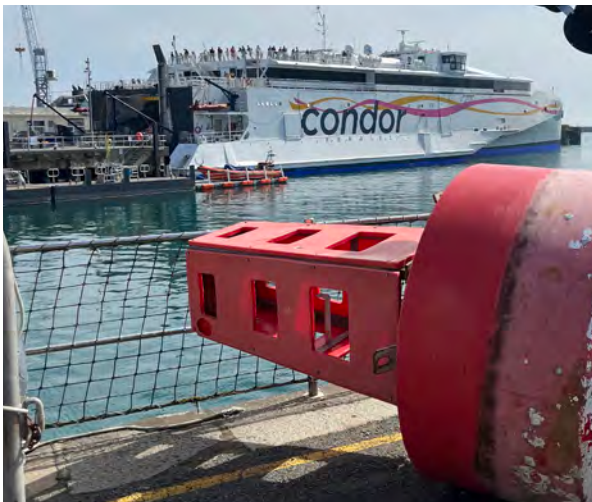
Reason: *To make better use of land in a key location for the town, to encourage a greater mix of uses including residential, to improve safety for residents, and to reduce the visual and environmental impact on St Sampson.*

In the same way that the power station restricts neighbouring sensitive land uses, fuel storage in St Sampson necessitates the use of blast zones in which sensitive land use is not possible. In addition to fuel storage on land, another limitation to existing uses is the docking location of NAABSA (Not Always Afloat But Safely Aground) boats on the south side of the harbour.

Current fuel storage and delivery supports the existing energy strategy for the island and is expected to change and reduce over time in line with the de-carbonisation plan.

The phased relocation of fuel storage will present a significant improvement in land available for more sensitive land uses which would in turn aid the States in meeting their objectives, particularly in relation to housing.

Longue Hougue may represent a good location for relocation of fuel storage and this may locate well with a combined relocation of more industrial marine related industries (as per Policy 2.1). In addition a new location for inert waste will need to be identified within 10 years of the date of adoption of the LPB and these matters should be considered in a joined up and strategic way to ensure a mutually beneficial arrangement for each use.



Theme 2: Supporting the marine sector to provide job and leisure opportunities

Policy 2.1 Safeguarding marine related industries

- To support the:
- a) Safeguarding of marine related industries within and around the HAAs and to encourage consolidation in key locations, and expansion of key uses where this is beneficial to the overall operation and effectiveness of the marine sector.
 - b) Consolidation of key marine industry uses at Longue Hougue together with facilitating direct water access and other necessary measures to support a functional and flourishing industry that makes best use of the waterfront location and includes all of the elements needed by an effective and competitive marine sector.

Reason: Consolidation and co-location of specialist marine-related industries at Longue Hougue to allow for enhanced business operations with dedicated purpose-built facilities, whilst benefiting from key water access. Creating an industrial hub at Longue Hougue would also enable mixed development opportunities elsewhere in the HAAs.

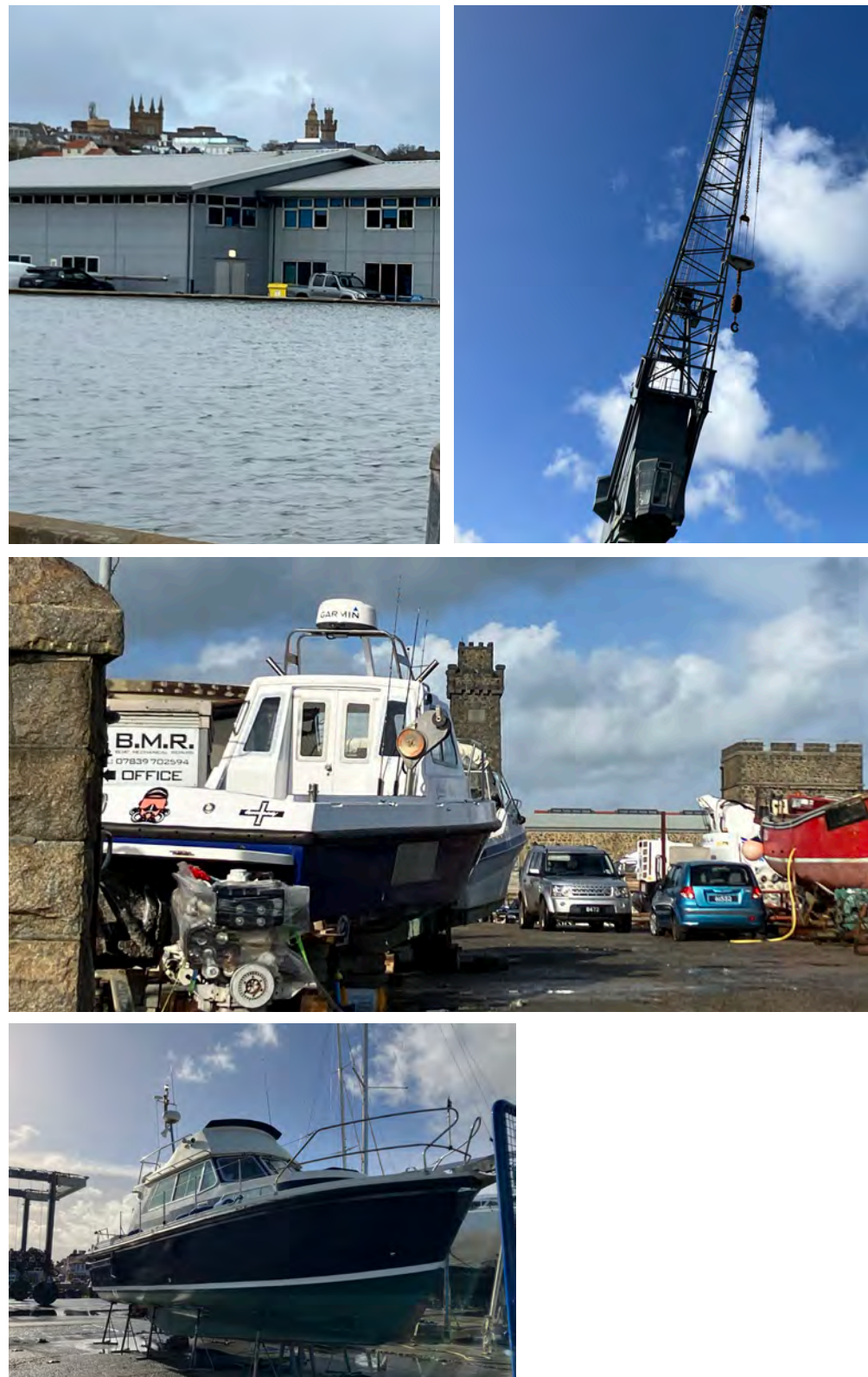
The HAAs are home to a number of businesses which provide essential and specialist marine related services that must be retained in order for Guernsey to continue to be a thriving and functional destination for boat owners and so that islanders can continue to keep boats and service them on island and in the harbours on the east coast. Marine industries require a wide range of linked and related business and facilities to work well.

In order to protect these uses and to enable expansion, where necessary, an industrial hub will be established at Longue Hougue where suitable marine related industries can consolidate and expand if necessary. This will enable other land uses - which may benefit from being closer to the water or the commercial centre of St Peter Port and The Bridge - to proliferate over time.

There is also potential, at Longue Hougue for land uses related to marine industries that are not currently provided on the Island. This may include a dry dock and land storage which would enable a greater flexibility within the pool marina and capacity within the harbours for visiting boats, especially during peak season.

Some of the land at Longue Hougue will not be made available immediately and is reliant on a future strategy on waste and landfill before some of the land can be brought into use for this purpose.

Small scale and informal uses that ensure access to specialist skills and services on the Island should not be underestimated in importance. Guernsey’s marine industry services a historic port with an excellent reputation. Every effort should be made to resist the loss of small scale and specialist industries on the Island.



A range of existing marine industry activities across both HAAs

Policy 2.2 Supporting the marine leisure industry

A key function of the HAAs is to allow people to get onto and into the water in a range of ways such as facilities for water sports, water based training, boat owners, and boat trips. Proposals will be supported that:

- a) *Ensure that any changes within either of the HAAs retain and support the function and attractiveness of the harbours as a focus for marine leisure and resist any loss of space or access for water based uses.*
- b) *Support the provision of additional marine leisure facilities and services, including a potential new pool marina, new facilities for visiting yachts, and other space that supports the main leisure industry in a way that is compatible with the other policies in the LPB.*

Reason: *The connection between the sea and the harbours is important to the success of the HAAs and the island as a whole. Access to the water brings economic, lifestyle and wellbeing benefits to local residents and encourages visitors. Enhanced access to the water and facilities will enable this to continue to be enjoyed by future generations.*

Existing leisure uses will retain a high level of priority in the HAAs and this will mean ensuring access to the water is easy and efficient and that new development respects current functions and access to the water. New development will likely be used by those enjoying the water and will be designed to ensure continued access for the full range of users.

For existing water based land uses on the piers in St Peter Port, such as the model yacht pond, which is important to many in Guernsey but can be inactive at times, a greater range of uses could be attracted with a broader diversity of activities encouraged.

Improved arrangements for existing public use areas such as toilets and changing areas will improve capacity and use of current facilities.

A new pool marina and facilities for yacht owners would be encouraged to ensure easy access and function for users. Where this lands on the piers will be a key consideration and it will also need to be planned and work alongside any strategic flood mitigation approaches in St Peter Port.

Consideration should be given to the further reaches of the piers and the arms of the piers which may provide appropriate locations or access points for marine leisure.

The range of marine leisure uses is smaller in St Sampson but has the potential for further expansion and growth.



Marine leisure uses across the HAAs

Policy 2.3 Retaining and enhancing the diversity of the Harbour Action Areas

Proposals that retain, expand or further diversify the range of smaller scale marine and water related uses in the HAAs will be supported. This includes both formal uses with dedicated land use such as the bathing pools at La Vallette, and more informal uses such as fishing from the piers and swimming in Havelet Bay.

The loss of small scale and more informal water based activities, training and small scale businesses or other operations within the HAAs will be resisted. Some uses may need to be moved around or given alternative provision subject to future large scale development proposals, and this should be agreed in consultation with users.

Reason: To protect the diversity of the HAAs to include both small scale and informal uses as well as larger scale and more commercial activities. This will ensure that a broad range of opportunities to access and enjoy the waterfront and to support reasons to visit the harbours are retained and further expanded over time.



Marine leisure activities across the HAAs



The HAAs are used by a wide range of people for a very long list of activities, services and related functions. Some of these have specific land uses associated with them and others happen very informally at different times of the year or tides. Most of these uses are either directly or indirectly related to the water or benefit from proximity to it.

In recent years some uses, such as swimming in the Bathing Pools at La Vallette have had a strong resurgence and the development of the cafe and visitor space supports and encourages the use of the adjacent bathing pools around the year.

The diversity of people, activities and the wide range of uses is one of the things that makes the HAAs so special and individual and is an important characteristic of Guernsey that should be carefully protected.

Many Guernsey residents can recall fishing from the harbours as children. These uses together with the kiosks, small cafés and range of smaller seating areas create a range of opportunities for visitors.

Case Study 3

Buckler's Hard Yacht Harbour, Beaulieu River, Brockenhurst, South Coast

Marine leisure opportunities

Located on the South Coast close to Southampton, the Buckler's Hard Yacht Harbour is in a prime location for boat owners to enjoy the Solent and Channel. The adjacent village has a long maritime history, once a thriving shipbuilding village where ships for Nelson's Fleet at Trafalgar were built. On a relatively compact stretch of the river, the harbour combines a variety of boating and non-boating related activities, making it an efficient and enjoyable stop for boat owners and visitors alike.



The harbour hosts a range of facilities, including a recently reconfigured marina which has 211 fully serviced berths and more than 300 moorings, with a boat park and slipway. A range of boatyard services are available, where boats can be lifted out of the water, stored and serviced on site. Beyond the marina services, there is a marina reception and Chandlery with nautical items and everyday items for sale. There are facilities, showers and laundrettes available for visitors, as well as fuelling station, pump out facilities and rubbish disposal facilities on site.

Beyond the marine related facilities, the harbour is also in close proximity to a range of leisure facilities. Bikes can be hired from the Harbour Office to explore the rest of the river and nearby New Forest. There is a direct pedestrian footpath to nearby Buckler's Hard Village, which has a range of eateries and restaurants, as well as a museum and visitor centre. Fishing permits are available for the river, and a fishing charter boat also leaves from the marina at certain times of the year.

The website is comprehensive, outlines all visitor information, and is regularly updated.

Images © Beaulieu Enterprises Ltd, Buckler's Hard Yacht Harbour



Theme 3: New and Expanded Uses and Activities within the Harbour Action Areas

Policy 3.1 Enhancing the waterfront through diversification of the HAA's

Proposals for development will be supported where they bring diversification of uses and activities in a way that is compatible with:

- i) Both HAAs remaining 'working' harbours;
- ii) Reinforcing each HAAs role in supporting the success of the town centres of St Peter Port and St Sampson;
- iii) Making the HAAs better places to be and spend time; and
- iv) The heritage, character and scale of each HAA.

There are opportunities for a diverse range of uses in the HAAs that may be deliverable within key locations within the timescales of the LPB. These uses are likely to contribute active ground floors to provide leisure, tourism and town centre uses, other mixed uses and to increase housing supply in key locations such as to the north of the inner harbour in St Sampson in a way that is compatible with the retained and ongoing employment uses in these areas (once the bad neighbour uses have been relocated) (e.g. category A and B uses in Policy 6.1).

Proposals for vulnerable uses such as housing, hotels and essential infrastructure (see Table 6.1: Flood Vulnerability Classification) will need to demonstrate that appropriate flood mitigation will be in place, delivered as part of development or as part of a wider flood strategy (with the option of achieving this through financial contribution)

Reason: Key to ensuring Guernsey's long term resilience is encouraging and enabling investment through development and helping ensure they meet the needs and aspirations of the island. Through the diversification of land uses, the harbours can play a key role in ensuring that the island has the variety of business spaces, homes, tourism, leisure, arts and culture, and public realm that are needed.

A primary aim of the LPB is to encourage investment and development over the coming years within the HAAs. Much of this investment will enable the States to deliver essential long term flood mitigation which will have a symbiotic relationship with new development as well as ensuring current land uses in the HAAs can continue to function.

The States will consider closely how new and diverse development can come forward and be resilient to flooding in the long term. This may be as part of a site-specific design and/or through developer contributions that can help fund long term flood mitigation. A balanced approach will be necessary to ensure that development is deliverable; that it is designed to be resilient to flooding; and that it is safe for current and future residents



A range of activities are accessible across both harbours

Policy 3.2 More efficient land uses in the HAAs

Proposals that bring about a more efficient and varied use of land will be supported.

This will include supporting a reduction in single use or single level areas that are only used for limited periods of the day or year. Additional or expanded activities or land uses will be encouraged where these can be reasonably accommodated without limiting the function or enjoyment of the respective HAA as a whole.

As each HAA is different the opportunities and potential for increased efficiency in land uses and related densification will vary in each case. Any proposals will need to respond to the needs, character and opportunities in each HAA as a whole and not just the proposed development itself.

Where possible, existing uses should also be rationalised and refined to remove and reduce conflict between operational, public and pedestrian users and to allow the better management of the area and especially between vehicles and pedestrians (in combination with policy 5.2).

Reason: *To make better use of scarce land within the two HAAs in such a way that allows them to continue their important operational role for the island and to enable additional benefits in terms of investment, tourism and to make a better place.*

As working harbours that have evolved organically over time, certain uses, patterns of behaviour, and habits have become established and it can be challenging to question and review whether these still represent what is needed from the HAAs today even where this offers a range of specific benefits and improvements in both functionality and enjoyment. As the opportunity arises to reconsider how land is distributed between business, vehicles and people, there may be opportunities to rationalise uses to make better use of land - from a range of environmental, safety, efficiency and enjoyment perspectives.

Opportunities for more efficient and varied use of land include:

- a. Consolidated and optimised car parking in the St Peter Port HAA such that it better supports the shops and businesses in Town and those that need access to operate and manage the working parts of the St Peter Port HAA. See indicative location shown on the Proposals Map A. This may also include development above car parking decks and multi level car parking to free up land for other uses. It is unlikely that decked parking will be needed or appropriate in St Sampson because of the different nature of existing land uses and activities.
- b. Mixed uses, with active uses such as bars and restaurants at ground floor and commercial, residential, office, or other uses above (subject to confirming compatibility in relation to other policies).
- c. Identify uses that cause conflict e.g. conflict between pedestrians and heavy goods vehicles leaving the port at Weighbridge Roundabout in St Peter Port, or pedestrian routes that are necessitated across car parks as there is no alternative safe option.
- d. Space for the creation of a cohesive arrangement for important statutory functions, such as the border agency, so that people and goods can arrive in a well organised, timely and efficient way.



Cultural and leisure facilities can act as landmarks in the urban fabric, and bring activities into the evening

Case Study 4

Wapping Wharf, Bristol

Medium-scale mixed-use development at the harbour's edge

Wapping Wharf is in Bristol's harbour-side district, and has undergone a transformation with the introduction of 194 residential apartments and 865m2 of street-level retail units. The site was used as a successful shipyard for over 200 years, and then was used as railway sidings and then cargo sheds. Part of the wider site was also the location of the Gaol Gate and Gaol Walls (built in 1820s), and when the wider masterplan is completed, will incorporate these Grade II listed remnants of these 19th Century features.

The architecture is influenced by several nearby conservation areas - Bristol Docks and Cumberland Road.

New cafés, shops and restaurants now animate the ground floor edges. The development steps back up the hill, which affords views across the harbour from dwellings, and allows car parking and cycle parking to be concealed below podium levels. The development has introduced a new tree-lined walking and cycling street which provides a useful connection between South Bristol and the city centre. The site has also carefully considered water, and hosts a sustainable drainage system which discharges filtered run-off into the harbour.

Whilst this case study highlights a different context to that found in the harbours, its position at the water's edge, scale of development, and mix of uses, are all relevant to the type of development that could come forward within the HAAs in the future.



Wapping Wharf mixed-use development (Top left Image © @JonCraig_Photos)

Policy 3.3 Creating coherent Development Zones

Priority to be given to new development that includes appropriate land uses in accordance with the following zones across the HAAs, once relevant criteria set out in other policies have been met.

- a) **Proposals Map A for St Peter Port HAA.**
 - i) **St Peter Port Tourism and Leisure Zone** – focussing on Castle Pier/Albert/Victoria Pier.
Softer leisure uses and visitor attractions and the retention of green space around Havelet Bay to the south of St Peter Port in the Havelet Bay Green Zone. Leisure uses and visitor attractions focussed within Havelet Bay Tourism and Leisure Zone around Havelet Bay.
 - ii) **North Beach Mixed Use Intensification Zone, and Salerie Corner Intensification Zone** supporting commercial, residential, tourism, leisure and cultural uses and the consolidation of car parking and operational port uses.
 - iii) **Central Esplanades Accessibility Improvement Zone** focussed on better public realm, outside areas for existing businesses and an improved transition between harbours and Town. More widely, the Esplanades Accessibility Zone encourages improvements to pedestrian infrastructure and sustainable and active travel.
 - iv) **Havelet Bay Green Zone** – the primary area of public green space and biodiversity within the St Peter Port HAA and provides particular opportunities to enhance existing, and encourage the provision of new, green infrastructure. Whilst the LPB encouraged enhanced greening and opportunities for biodiversity across the HAAs the Havelet Bay Green Zone has a particular focus on this due to the existing character of the area as primarily a public green space, as well as its location within an Area of Biodiversity Importance. Therefore, development proposals within the Havelet Bay Green Zone will be required to demonstrate that the landscape quality and biodiversity

interest of the site has been considered and where appropriate, enhanced as part of the design and development process and that any negative impacts can be appropriately and proportionately mitigated. Proposals within the Havelet Bay Green Zone will need to comply with the requirements of IDP Policies GP1 and GP3.

- b) **Proposals Map B for St Sampson HAA.**
 - i) **The Bridge Core Mixed Use Zone** supporting the ongoing retail, restaurant, cafe and community focus of The Bridge, including exploring the potential for new homes and ancillary uses above ground floor.
 - ii) **North of St Sampson Mixed Use Regeneration Zone** which will retain a mix of employment and marine focussed industrial uses but which is also capable of accommodating carefully designed and planned new uses such as housing, bars and restaurants and other activities that improve the enjoyment of St Sampson Harbour.
 - iii) **Marine Industries, Energy and Industrial Use Zone** focussed around Longue Hougue and to the south of Bulwer Avenue within the HAA. This area is also intended at a potential location for any relocated bad neighbour uses that it is possible to move over time to this area from other parts of the HAAs in order to facilitate change in areas b i) and b ii). It is noted that some of this land may not yet be available for development due to ongoing landfill.
 - iv) **Public Realm Impact Zone** - there are particular opportunities around the Bridge, North Side and South Quay to make a more positive pedestrian experience and public realm through greening, improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour.

Reason: To ensure that any new or expanded uses are appropriately located across the HAAs in a way that supports the town centres and other existing patterns of land use.

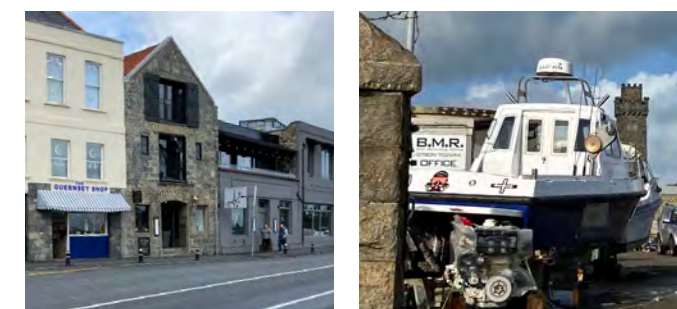
The HAAs which have largely evolved organically over time are home to a wide variety of sometimes competing land uses, some of which do not act as complimentary neighbours and create some challenges. This means a complex set of arrangements is in place to ensure all harbour uses work, often in spite of current land use and not because of it.

In order to encourage a more harmonious focus to different areas and to encourage the right development into the coordinated locations, the zones in Policy 3.3 set out zones where different clear use types and activities can flourish over time.

Development proposals and other changes which are consistent with these zones will be supported and it should be noted that all other relevant IDP and LPB policies will continue to apply. Of particular relevance when reading Policy 3.3 are LPB policies 1.1, 1.2, 2.2, 2.3 and 3.1 all of which are designed to ensure essential land uses are retained and expanded in the right places and at the right time and do not prevent more important strategic objectives being achieved in the longer term. Achieving this change in focus will take time as and when change is brought forward by landowners.

Delivery of policy 3.3 will over time start to bring forward a more efficient and logical arrangement of land uses within the HAAs. This may mean, for example, a more enjoyable experience for those dining out, a harbour which is more pleasant to spend time in, with more space to walk and to stop on the esplanades or on The Bridge, and more coordinated arrangements for the important marine industries and operational port uses.

In St Peter Port the focus is on creating clear leisure and tourism zones, setting up a zone for future intensification and reviewing and improving the role and function of the esplanades as an important transition between town and harbour for all and not just vehicles.



A well considered mix of water related uses is needed

Theme 4: Culture, heritage, tourism and leisure

Policy 4.1 Support for expanding tourism and leisure

Encouraging and supporting a wide range of activities and uses within the HAAs that support tourism, leisure, culture and the arts through:

- a) New and expanded uses including visitor attractions, visitor accommodation, leisure uses, restaurants and cafés, high quality public realm, performance space, public art, arts and culture and to maintain and support the pattern of existing related uses. Where changes are proposed to resist the loss of any existing facilities across these uses unless they are to be relocated, improved or redelivered in another form..
- b) Establishing a new signage and communications strategy for the HAAs that can be used as and when both public and private signage is upgraded or renewed and that helps people navigate, understand and use the HAAs and to better understand their history, context and heritage. All new development should contribute proportionately towards the delivery of improved signage across the HAAs.
- c) To consider, support and improve the visitor experience of those arriving on the island by boat, either on ferries, cruise ships for short visits, yachts or other means (for example, new tender berths). This means the provision of improved facilities for these uses in a way that maximises their complementarity with Town and mutual support for existing retail, restaurants and other business and uses, as well as considering how visitors and users get around and in particular walk into town and/or onward travel. This should

include waymarked linked walks and routes and clearer information for visitors.

Reason: to ensure that the leisure and tourism potential of the island and the eastern seaboard is maximised and that Guernsey and its two main harbours continue to be positive places to visit and enjoy. To expand the reasons to visit St Peter Port and St Sampson for visitors and to increase the positive contribution that this makes to the island

Delivery of an improved environment for those visiting and enjoying time in the harbours will require a multi-faceted approach. From how people arrive on the island, to what they do when they get here and how easy and pleasant they find it to move around when they are here. Visitors to the HAAs from elsewhere on the island as well as tourists both contribute positively to the island's economy through spending in local shops and businesses and supporting a range of local services.

New land uses will be encouraged which draw out what is unique about Guernsey and which might draw people to Guernsey because these things are not found elsewhere. This might include prioritising locally grown food and locally produced arts and crafts. Opportunities for promoting linkages with Victor Hugo may also be explored.

Additionally proposals which would mean the loss of any existing cultural and leisure facilities, no matter how informal, will be subject to additional scrutiny and existing land uses that support leisure and tourism will be protected wherever possible.

Feedback received during consultation on the LPB has identified a poor standard for signage and poor permeability for those getting around the HAAs. This is due in part to the prevalence of the motor car and width of roads and car parking.

A new signage and way finding strategy will also prioritise opportunities for expanding pedestrian access, as well as considering views out to the water and views of heritage assets such as Castle Cornet.

A linked route or routes may also improve pedestrian experience and such routes could be themed according to topics such as heritage, boats and fishing, children and play so that people may have a safe and enjoyable time and achieve a cohesive sense of what the harbours have to offer.

In addition facilities for those swimming, boating, fishing could be improved. Additionally there might be an area where showers, taps for washing up and toilets are co-located.

The visitor experience can be improved through various means



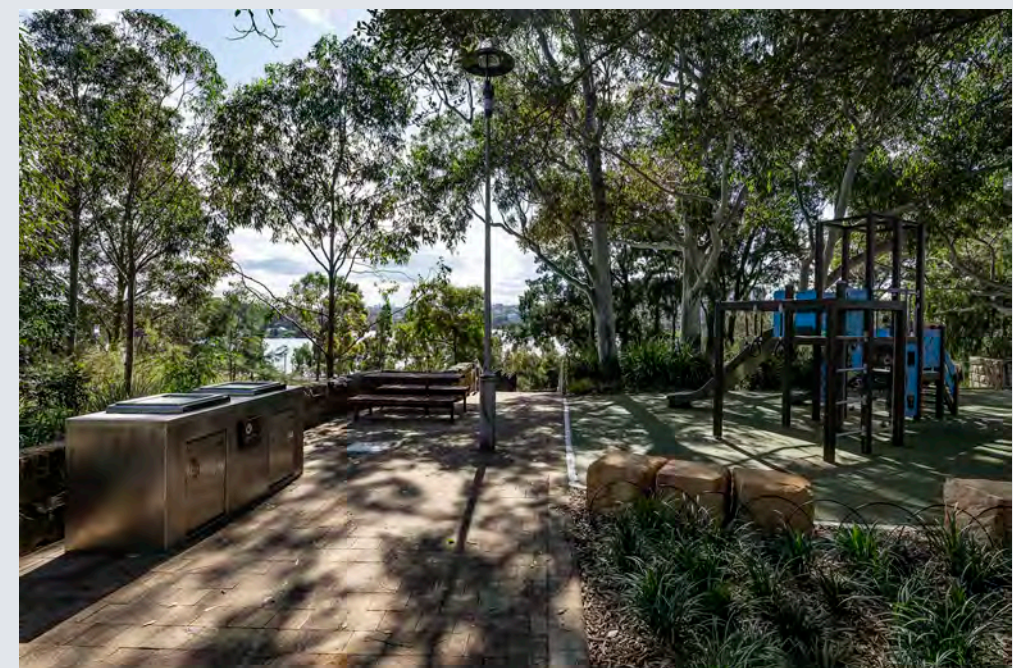
Case Study 5
Clyne Reserve, Sydney Australia

Outdoor facilities for tourists and locals

A public park in Sydney which like many parks and beachside areas in Australia include co-located services for people to enjoy. Clyne Reserve includes public barbecues, a picnic area, children's play area and toilets.

Users are encouraged to stay and enjoy the space with facilities which are designed to encourage all generations to use the space. Facilities such as the public barbecues are free to use and do not typically need to be booked for use.

Clyne Reserve enjoys picturesque views of Sydney Harbour within a built-up urban area. It is in close proximity to the Walsh Bay Wharves, a former harbour side area in Sydney which was converted from industrial to mixed use as part of recent regeneration of the area.



Credit to Paul Patterson / City of Sydney

Policy 4.2 Valuing and respecting the heritage of the Harbour Action Areas through good design, character and view management

Development proposals on any part of the HAAs must respect the heritage and setting of the harbours as well as their design quality, through:

- a) Improving how the various heritage assets within and around the HAAs are celebrated and to expand opportunities to do so. Development within either of the Conservation Areas must respond to IDP Policy GP4.
- b) Responding positively to the strong character of the harbours through considered selection of materials and good design as well as appropriate built form and character. This does not mean that all new development should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of a high standard of design as appropriate for the proposed use and location and with a clear design response to the context. Developments of substantial scale and landmark buildings throughout the HAAs should also be of a high standard of design. Within the Landmark Opportunity Zones in Proposals Map A, such developments will also be expected to provide appropriate and active uses at ground flood which support public access and uses such as arts and/or cultural uses.
- c) Careful consideration of key views within the HAAs and connections across the water, out to sea, and between different areas. It is likely that future flood risk mitigation may change the height and enclosure of the flood walls around the harbour affecting the internal views within the harbours. Careful consideration of the impacts of this, and what can be seen from where, will need to be taken.

Reason: To ensure that any proposals respect the heritage and character of the HAAs and to help ensure that they are great places to visit and spend time.



Built heritage is an important asset across the HAAs

Policy 4.2 benchmarks the approach that will be expected of applicants so that there is a presumption that the heritage and character of the harbours is not overlooked or poorly considered. This means all proposals must consider their specific response to the harbours' heritage and context.

This presumption will not only apply in a site specific way, but should be holistic in order to ensure the character of the harbours and views are protected where they add to the overall character of the harbours.

Key information to be responded to in a heritage statement proportionate to the form of development would include:

- The St Sampson Conservation Area Appraisal (Draft - 2023), including non-designated heritage assets.
- The St Peter Port Conservation Area Statement (2021), including non-designated heritage assets within the area.
- Details of protected buildings or monuments and protected trees.

Consideration will also be given to the heritage context of an area whether it includes protected buildings or not.

Design quality is an important consideration for any proposals within the HAAs because of the high visibility of development and open nature of the majority of the two areas. Proposed development should consider its role in either forming part of the backdrop to either HAA e.g. the skyline and esplanade frontages in St Peter Port, and the Bridge and building frontages around St Sampson Harbour, or as a landmark for highly visible buildings. Taller landmarks would be more appropriate for key leisure or public uses but even lower scale buildings, such as an additional deck of car parking on North beach for example, would be highly visible and need to be of the highest quality design.

Visibility across and around the harbours is an important consideration and the built form of any new proposals within the generally open areas of the harbours will need to carefully consider if they block or deflect views and how they will be seen from all sides.



Case Study 6

Plymouth's Barbican and Sutton Harbour

A truly mixed-use harbour that celebrates the maritime history of the city

Plymouth's Sutton Harbour was the original port built in the city. The harbour has operated as a thriving fish port for centuries, and it is still considered one of the UK's most important fishery hubs today, which plays an important role in the local economy. Alongside the commercial maritime operations, the boat marina is protected behind double gates which keep boats safe, and keep them sheltered from extreme weather. But the harbour has managed to carefully balance these industrial and commercial uses, with the preservation of heritage assets, as well as the introduction of residential and leisure and uses, which attract visitors and locals alike.

Quay Road, Sutton Harbour, Plymouth
(Picture courtesy of Sutton Harbour Group)



A number of historic buildings along the waterfront are protected, and have been converted into successful shops and restaurants. Many of the buildings are Jacobean and Tudor, and now host a variety of boutique shops, galleries, cafés and meanwhile uses. A world-famous Gin Distillery is housed in a former monastery dating back to the 15th Century.

The Mayflower Steps are the one of the main historic attractions in the harbour - constructed in 1934, the steps are located roughly where the Pilgrim Fathers' first UK ship to America set off from in 1620. This is a popular landmark, and the history is suitably celebrated through information boards, safe pedestrian environment, and preservation of attractive stone walls and plaques. The Sutton Harbour Heritage Trail takes visitors past several attractions - and was upgraded in recent years to provide a fully accessible route - around the fish market, past the Old Harbour, and along various cobbled streets before finishing at the National Marine Aquarium.

Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around

Policy 5.1 Improving facilities for active and sustainable travel

- Development within the two HAAs should include proposals to improve access to sustainable and active travel. This should include:
- a) Supporting a dedicated public transport link and improved cycle link between the two HAAs to improve the reliability and reliance on this important connection for the east coast.
 - b) Encouraging and supporting the use of bicycles and E-bikes; which are already well used on the island. As well as improving routes and parking locations where these would further improve access to the HAAs and town centres.
 - c) Development proposals incorporating shared mobility as part of their design where possible. This will include infrastructure which enables shared mobility and will apply generally throughout the HAAs and not exclusively to mobility hubs.
 - d) Enable the delivery of mobility hubs in St Peter Port and St Sampson that support and encourage the use of sustainable and active travel. This will make it easier for people to access the HAAs, to travel around and to make different transport choices. The mobility hubs must include a range of facilities and information related to all types of active and sustainable travel and how to use them.

The mobility hubs are to be located in convenient locations for use by all users who may be accessing the harbour and Town across the day and evening and throughout the year. Potential locations for the mobility hubs are indicated on the Proposals Maps. Bus layover facilities currently on South Esplanade may be relocated but bus stops must remain in the most convenient and accessible locations for both town centres in a way that works for all users including the less able and those that need to travel outside of core office hours.

Sustainable and Active Transport Zones are areas of focus for providing active travel infrastructure, including mobility hubs, cycle parking, and e-bike or e-mobility charging points. By focussing these zones in accessible locations close to the centres of St Peter Port and St Sampson, this will encourage trips to be made by sustainable and active travel, and help to reduce vehicle congestion. Although the Sustainable and Active Transport Zones provide a focus for active travel infrastructure this does not prevent its inclusion as part of development proposals in other areas of the HAAs.

Reason: To ensure that residents and visitors are able to make sustainable and active travel choices and have good access to these uses from both the harbours and Town and between the two. To reduce traffic congestion by supporting those who choose to use sustainable and active travel and through doing so looking at the potential to improve travel times for those who are not able to or who do not drive.

Image credit © SHARE North and
© Antonie van Loon - Infopunt Publieke Ruimte

The On-Island Integrated Transport Strategy and Action Plan (ITS) sets out a strategy for achieving modal shift on the island whilst recognising that private motor vehicles are a convenient and attractive option. However, within the urban environment of St Sampson and St Peter Port private cars are land intensive and often result in congestion as well as an unpleasant environment for those not in a motor vehicle.

More can be done to make alternatives to private vehicles attractive and will need to be delivered or expanded holistically and comprehensively to give people confidence in using these modes of transport.

77% of people in Guernsey are in the catchment area for buses, which means they live within walking distance of a bus. However, the frequency and reliability of buses is perceived as poor by many, including those who can see buses in the same congestion as private cars at busy times of day. A new dedicated bus route between St Peter Port and St Sampson where buses are prioritised could improve this perception and sustainable travel times and reliability. In addition live bus arrival information at bus stops would provide further reassurance of service in addition to the Guernsey Bus App.

E bikes have enjoyed a successful introduction to the island and integrating these with new mobility hubs could help to further encourage their use, with benefits to health as well as a reduction in journey time over short distances and to congestion.

Potential locations for mobility hubs in well located accessible areas of both HAAs are shown on the proposals maps. These need to be located where they can maximise accessibility for a wide range of users, including those less able to walk, and who need to travel outside of core working hours.

Taxis are also well used for getting to and from Town and between the HAAs. Well located taxi ranks are important for supporting shopping and those who cannot or choose not to drive. Any changes to the taxi rank locations should give equal consideration to how accessible they are for a range of users to both shops and other facilities.



Case Study 7
Ryde Transport Interchange

Co-locating public transport modes, and introducing public realm and landscaping improvements to strengthen climate resilience

The Isle of Wight marina town of Ryde has redeveloped its bus station to make sustainable bus travel a more attractive option for reaching its esplanade area. Acting as a hub of public transport interchange for the island, the immediate area includes Ryde Esplanade railway station; ferry connections to Portsmouth (via Wightlink); freight transport via hovercraft; taxi rank, as well as the bus station. The improvement project also doubles as an opportunity to improve the surrounding public realm, further encouraging people to use public transport and active travel instead of private cars - a key part of reducing climate emissions.

The project involves comprehensive realignment of vehicular movement to provide priority movement for buses, and more logical routes for passengers. Buses also won't reverse to park and stay for long periods, which was an eyesore previously.

In addition, the pavement adjacent to the railway track has been widened and made more attractive and more accessible, while large flower beds and mature trees have also been installed. As well as making a more attractive environment to walk around, the enhanced landscaping also improves urban drainage and urban cooling through the provision of shade.

Pedestrian safety has been enhanced by providing enhanced crossing points, giving pedestrians confidence to cross the road where they might previously have lacked it. A middle lane for taxis has also been moved away to a quieter location to reduce idling vehicles.

Ryde Transport Interchange after
(Image courtesy of the Isle of Wight Council)



Policy 5.2 Improve implementation of road user hierarchy

All development within the HAAs must be in accordance with the road user hierarchy as set out in the Integrated Transport Strategy (2014) - see below, in such a way that prioritises the safety and movement of pedestrians first, then cyclists and then other road users with single occupancy vehicles being given the lowest level of priority.

Specific measures within the HAAs that will help to achieve this include:

- a) Improving the quality and ease of connections for pedestrians and those with restricted mobility between:
 - i) the piers, the esplanades, and town in St Peter Port for all users and in particular pedestrians and those with mobility issues; and
 - ii) the Bridge, South Quay and Northside, with the harbour at St Sampson
- b) Implementing improved routes alongside or within the esplanades for pedestrians and cyclists and to ensure a more equitable distribution of road space and improved considerations around pedestrian safety for both residents and visitors as they move between Town and the harbours
- c) More frequently give over space on the Esplanades to people, on a temporary or permanent basis. This could include events, play-on-the-way facilities for children, and Seafront Sundays.
- d) Relocating through traffic from the Bridge in St Sampson across the harbour such that improvements can be made to support the environment around The Bridge and making it a better place to visit and spend time. Any alternative route across the St Sampson harbour will need to meet the requirements of the inter-harbour route.

Reason: To make the HAAs a better place to be and to spend time in such a way that supports the economy and vitality of the two town centres and the HAAs. To improve pedestrian and cycle safety in the HAAs and the experience of those moving between the piers and Town in St Peter Port and St Sampson Harbour and The Bridge.

The road user hierarchy as set out in the On-Island Integrated Transport Strategy and Action Plan (ITS) sets out a specific order of preference in terms of transport modes and was tested by several rounds of consultation.

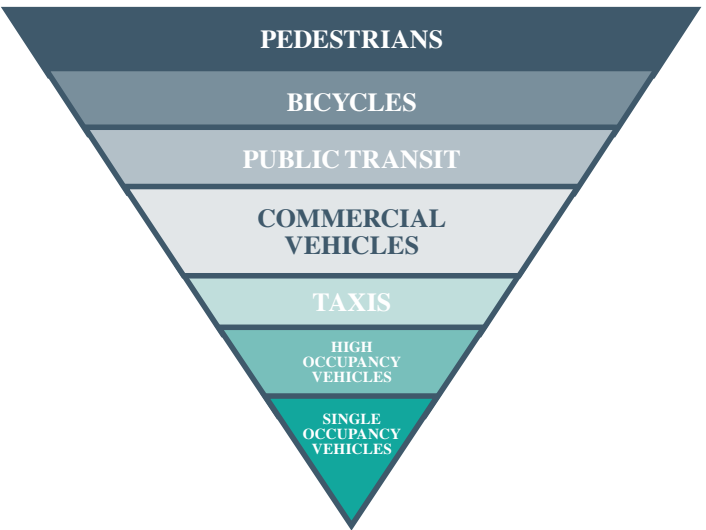
The Esplanades in St Peter Port, and The Bridge in St Sampson, are dominated by wide, busy roads. These roads sever the pedestrian connection between the town(s) and harbours, as well as being noisy, hostile environments to spend time.

Whilst the safe, efficient movement of vehicles (including those carrying freight, supporting businesses, and occupants who need to drive for mobility reasons) is important, in line with the hierarchy below, pedestrians, cyclists and public transport should be reallocated more of this road space.

Measures to support this in both harbours (as outlined in the ITS) might include:

For St Peter Port, this could include:

- Targeted road widening to provide pedestrian infrastructure
- New bike paths and footpaths
- Narrowing of the carriageway, or measures to slow vehicles (e.g. speed bumps, raised crossing points)
- Improved signage
- Junction improvements to prioritise/early release pedestrians/cyclists



For St Sampson, this will involve implementing and complement the measures identified in the Better Transport Plan (2024) for the north of the island, including:

- road widening to provide pedestrian infrastructure
- Introduction of car clubs
- A travel app
- More bus shelters
- New bike paths and footpaths
- Improved signage

In addition to infrastructure improvements some highways changes may be necessary for approaches such as Seafront Sundays. For example the Proposals Map shows the zone along the esplanades between the Weighbridge roundabout and Town Church as having potential for restricting through movements for private cars.

Left: Road User Hierarchy diagram as set out in the Integrated Transport Strategy 2014. This approach encourages us to plan for those at the top of the diagram first and to allocate space accordingly. It also enables people that want to use sustainable travel to do so, and if planned well can mean that other road space works better for those that don't want to change.

Case Study 8

The hanging cycle path, Limone sul Garda, Italy

Dedicated cycle path at the water's edge

Promoting eco-tourism and cycling in a country with varied landscapes and steep topography is a challenge. Set at the edge of Lake Garda suspended above the water, engineers designed a cantilevered dedicated cycle path which opened in 2018. Set approximately 50 metres above the water, the route gives the feeling of soaring over the water. The 3km stretch forms part of a larger 140km 'Garda by bike' trail, designed to encourage cycle touring across the area. The route is well signed, wide, has appropriate lighting at night, and has a gentle gradient, making it accessible for all cyclists. Materials were carefully chosen for both strength and durability, to make them resistant to extreme weather conditions.



Image © visitlimonesulgarda.com

Case Study 9

Waterford car park conversion

Celebrating history, and turning car parks into public realm

Many cities in Ireland have (remnants of) mediaeval (or older) urban form, which often have narrow, enclosed, cobbled streets and spaces. The Irish city of Waterford has many parallels with St Peter Port and St Sampson - a historic industrial port, a tight urban grain, and historical remnants that could be better celebrated. Waterford has made extensive efforts to improve its urban form and character - and a large part of that strategy was reducing the vast amount of valuable space which it gave to cars.

One key example of this was a streetside car park next to a unique cultural attraction (a ruined church) that was converted into a public space for events and festivals (photo below). Other previously unused spaces are now animated through a range of activities including al-fresco dining and drinking, a Norse chess set, live bands, the screening of sports events and a winter festival. Other measures have included implementing stricter parking regulations and more efficient management systems. This includes the use of eParking services, allowing residents and visitors to pay for parking via an app, which helps manage and reduce unnecessary parking congestion



Before Image credit: Waterford City & County Council, Photos by Michelle Brett



After Image credit: Waterford City & County Council, Photo by Peter Grogan

Policy 5.3 Using improved travel choice and sustainable car parking management to create new opportunities

To support measures which would lead to a reduction in the visual impact of car parking on the harbours, primarily in St Peter Port, e.g. through changes in management arrangements, improved signage and better travel choice, particularly where these changes create space for new or diversified land uses (see policies 3.1 to 3.3) and improved public realm.

Reason: *To enable investment and development in the HAAs through reducing the extent of single use car parking areas and supports new opportunities for development, public realm improvements and in support of other policies in the LPB.*

It is not enough alone to categorise road users in accordance with policy 5.2. It is also necessary to put in place infrastructure to support and underline this hierarchy. The measures set out in policy 5.3 are designed to set in place proactive ways of enacting the hierarchy.

A reduction in long term car parking in the HAAs, but primarily in St Peter Port will require a reviewed approach to parking access e.g. in terms of parking cost and enforcement. This could help to deliver a more equitable share of space between all day parking for workers, short stay parking, parking for marine uses and space for pedestrians.

Feedback during consultation that has informed the LPB has indicated that some respondents would be prepared to pay for parking if it meant they could better access and support Town, and have access to car parking that does not align with office working hours which are understood to be the main users of car parking spaces at present.

Additionally a reconfiguration of parking including the introduction of decked access parking may open up existing parking space for more sustainable and viable land uses. Potential locations for decked parking in St Peter Port are included on Proposals Map A.

Easy, efficient pedestrian and cycle infrastructure can encourage people to make shorter journeys without cars



Theme 6: Climate resilience and the natural environment

Policy 6.1 New development and necessary flood mitigation

All new development in the HAAs must be appropriately protected against current and long-term flooding from a range of sources. Coastal flooding is the dominant flood risk in the HAAs, but flooding from surface water and sewers, and flooding from groundwater in low lying areas must also be considered.

Proposals must include and provide an appropriate level of protection from flooding and mitigation measures, to ensure the safety of residents, occupants, workers and all users. This must also consider the residual risk of flooding associated with failure of the flood protection, or mitigation measures or if there are exceedance events. Safe access and egress for emergency vehicles in the event of flooding must be provided, as well as safe evacuation routes for all site occupants and users. Developers must consult with the DPA when developing flood risk mitigation measures to ensure that they are aligned with a holistic approach to flood risk mitigation.

Not all uses will be impacted on by flooding in the same way and proposals should consider their vulnerability to flooding in line with the classifications set out in table 6.1 as well as their intended lifespan. This approach means that uses within Vulnerability classifications C and D are expected to be able to come forward using temporary flood defences as long as they have the ability to protect themselves from flood risk and meet the identified criteria without unduly affecting surrounding uses. Uses within vulnerability classifications A and B must meet further tests and be designed to include permanent flood defence measures which must not increase the flood risk to surrounding uses or the wider HAA or beyond. Development may deliver its own flood defence proposals or may be required to make financial contributions via a planning covenant to a wider solution when a strategic solution is in place.

Unless a development is considered minor or inconsequential, appropriate flood defences and flood risk mitigations must form part of any planning application in the HAAs that may impact on decreasing the resilience of the HAAs, or adjacent or surrounding uses. Provision for appropriate access to any flood defences will be required to ensure that they can be maintained and adapted as necessary over their design life.

A flood risk statement must be submitted with planning applications for proposals for all development and changes of use within the HAAs that meets any of the below criteria:

- Has a site area of 1 hectare or more;
- Is in areas with critical drainage problems;
- Is identified as an area at risk of flooding during the lifespan of the proposed use (in Appendix 4.2 or any later flood assessments published by the States of Guernsey); or
- That increases the vulnerability classification as set out on table 6.1

The flood risk statement must set out how the proposed development or change of use will be impacted on by sea level rise and other flooding and how it will mitigate these risks in accordance with table 6.1.

Reason: *To minimise risk to life and danger to current and future residents and occupiers, to minimise potential damage to buildings, important infrastructure and facilities and ensure that they can be insured and be safe. To ensure that the HAAs are resilient and fit for purpose over the long term and in such a way that will enable robust development decisions to be made around new uses and improvements to the harbours over time.*



Flooding at The Bridge in the St Sampson HAA in 2021

Part of the HAAs are currently subject to flooding during high tide events and intense storms. This is predicted to get worse with climate change and, without any mitigation measures, to become a severe issue that could eventually prevent operation and safe use of significant parts of the HAAs. The time frame for implementing flood protection measures vary across the HAAs subject to existing levels and flood protection. Some areas are predicted to be subject to regular flooding over a relatively short term, whilst other areas are predicted to not be significantly affected for the next 20 years or longer. Flooding is predicted to be a severe and widespread issue that will need to be addressed by 2045 (see Appendix 4.2).

Policy 6.1 introduces a set of vulnerability classifications which identifies what flood protection and mitigation measures must be in place or implemented alongside development proposals, and the level of flood risk that is considered acceptable based on established best practice. When flood protection measures cannot be achieved, flood risk mitigation measures may include flood resilience, warning systems, evacuation plans, and emergency access and egress, subject to vulnerability classification.

Other policies in the LPB have been formulated in order to safeguard some areas to ensure that development does not come forward until other strategic land use issues are resolved and should be read alongside this policy as well as other relevant policies in the IDP.

When considering what is determined as essential infrastructure, the Development & Planning Authority will consult with relevant Committees and utilities providers.

Some areas within St Peter Port harbour are affected by on-going critical drainage issues. This will be made worse with climate change as rainfall intensifies and sea levels increase. Guernsey Water maintains a flood register of properties that are at risk of sewer flooding. This register should be checked and, if necessary, complimented with an assessment of the effect of climate change on surface water flood risk in relation to a proposed development. For certain developments the Development & Planning Authority may require a drainage strategy to be developed as part of development proposals and will consult Guernsey Water to ensure that proposed developments are proportionately protected against surface water flood risk elsewhere. Opportunities for minimising hard surfaces and implementing sustainable urban drainage systems (SUDS) in line with best practice established by the SUDS Manual (CIRIA C753) should be maximised to reduce runoff at source, control pollution and enhance amenity and biodiversity.



Flooding at St Peter Port

Table 6.1: Flood Vulnerability Classification

Vulnerability classification	Development definitions	Minimum mitigation of coastal flood risk	Mitigation of other sources of flooding
A. Essential Infrastructure and Highly Vulnerable Uses.	Essential transport infrastructure (including mass evacuation routes). Essential utility infrastructure which has to be located in a flood risk area for operational reasons. Infrastructure critical to the operation of the harbour. Police, ambulance and fire stations which require to be operational during flooding events. Basement dwellings.	Appropriate permanent flood protection must be provided as part of a development. This must be with allowance for climate change and appropriate freeboard and must not increase the risk of flooding to surrounding development and/or the wider HAA. Mitigations must be in place to deal with residual risk of flooding associated with failure or overtopping of flood protection.	Other sources of flooding, including surface water, sewers and groundwater must be considered. Mitigation measures must be implemented to ensure protection for suitable design return period, allowance for climate change and appropriate freeboard. Mitigation of residual flood risk must also be in place.
B. More Vulnerable Uses	Dwellings, residential institutions, care homes. Hostels, hotels, drinking establishments, nightclubs. Non–residential uses for health services, nurseries and educational establishments. Installations for hazardous substances, landfill and waste management.	Appropriate permanent flood protection must be provided as part of a development. This must be with allowance for climate change and appropriate freeboard and must not increase the risk of flooding to surrounding development and/or the wider HAA. Mitigations must be in place to deal with residual risk of flooding associated with failure or overtopping of flood protection. Buildings must be connected to flood warning system (see Note 1), clear evacuation plan to be in place, including safe access and egress.	
C. Less Vulnerable Uses	Non-residential uses such as shops, restaurants, day bars, cafés, community and cultural buildings. Employment uses, offices, industrial buildings, logistics, distribution and storage. Police, ambulance and fire stations which are not required to be operational during flooding. Lifeguard and coastguard stations.	Temporary flood defences must provided as part of a development until more permanent measures are in place. This may be through demountable flood defences and must be designed to protect against the appropriate return period, with allowance for climate change and appropriate freeboard and must not increase the risk of flooding to surrounding development and/or the wider HAA. If temporary defences are used, flood resilience measures must be in place to ensure safety of all users, ease of clean-up after a flood and minimise damage to buildings and facilities. Buildings must be connected to flood warning system (see Note 1), clear evacuation plan to be in place, including safe access and egress.	
D. Water compatible uses	Marine and harbour related infrastructure and buildings with low sensitivity to flooding. Docks, marinas, wharves and navigation infrastructure. Ship building, repairing and dismantling Water based recreation facilities. Amenity open space and public realm, areas of nature conservation and biodiversity, outdoor sports and recreation and related facilities.	Temporary defences may be used. Flood resilience measures must be in place to ensure safety of all users, ease of clean-up after a flood and minimise damage to buildings and facilities. Buildings must be connected to flood warning system (see Note 1), clear evacuation plan to be in place, including safe access and egress.	Other sources of flooding, including surface water, sewers and groundwater must be considered and mitigated as necessary.

Table 6.1: Summary setting out vulnerability classifications in the event of a flood event for new uses proposed within the Harbour Action Areas.

Note 1: With regard to flood warning systems, an automated island-wide system of forthcoming flood events will need to be developed by the States of Guernsey as one does not currently exist. Until such system is in place, it will be for the applicant to demonstrate (where applicable) how a warning system could be implemented to warn building occupants or users; either through a connection to an island-wide States of Guernsey system (as it becomes available), or a localised site-based solution.

Note 2: Permanent flood protection measures provided as part of a development for uses falling within vulnerability classifications A and B must be designed to be robust, and well maintained to reduce the chance of failure. In the unlikely event that a breach of the defence, or overtopping occurs, contingency measures must be in place. This might include not providing sleeping accommodation at ground floor, or requiring clear and safe evacuation plans. This information would need to be provided in the Flood Risk Statement and assessed on a site by site basis. This Flood Risk Assessment must demonstrate that the development will be safe from all sources of flooding without increasing flood risk elsewhere, and where possible showing opportunities to reduce flood risk overall.



Case Study 10

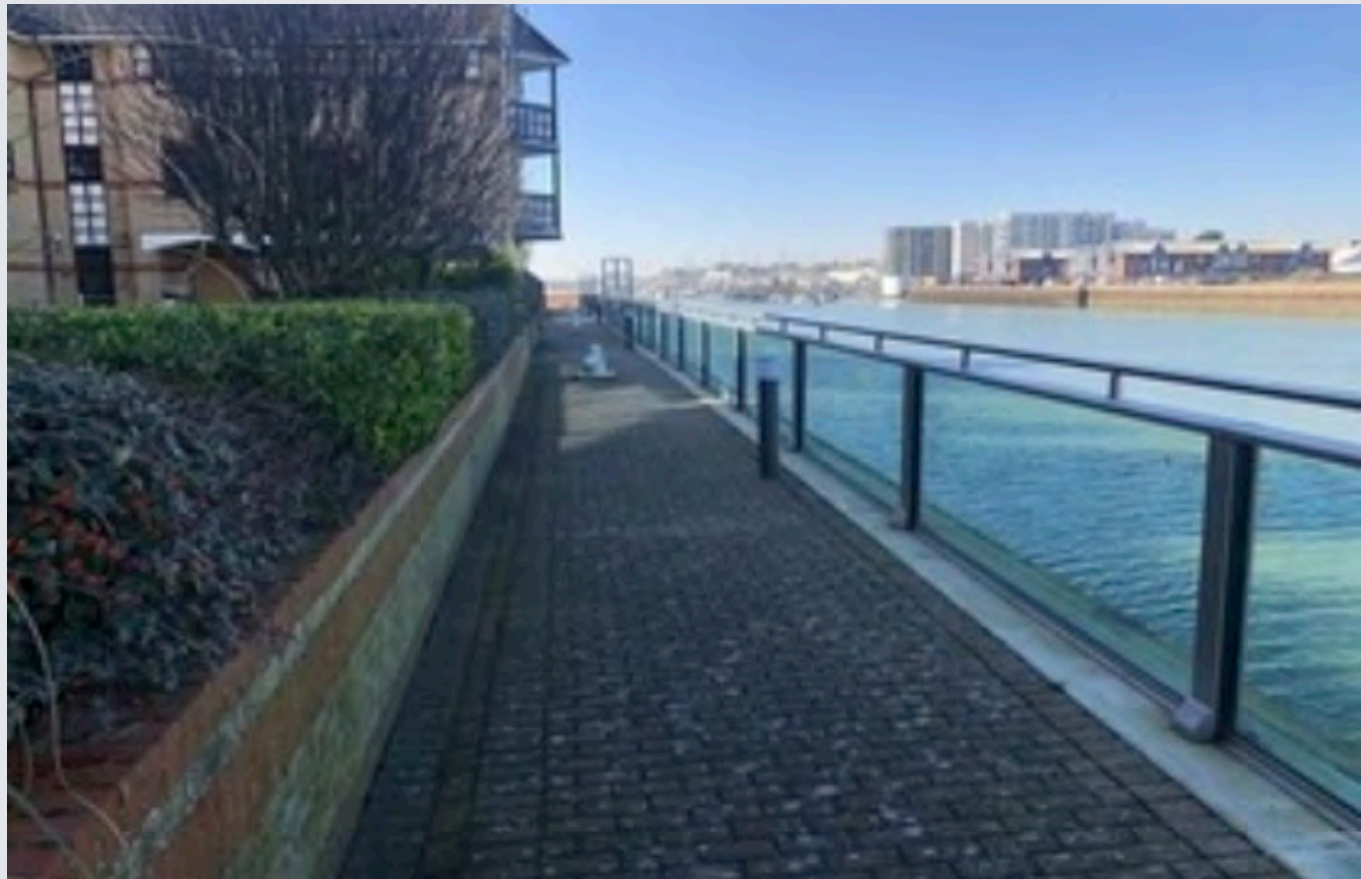
Shoreham Sea Wall

Multifunctional flood defences

Shoreham is a coastal town at increasing risk of flooding due to rising sea levels and the frequency and intensity of storms. To protect the town, the Environment Agency installed 7km of new river and sea flood defences along the Rlver Adur to protect thousands of homes and hundreds of businesses. The walls now also protect key pieces of local infrastructure including railway lines, and Shoreham Airport.

The previous flood defences were of varying heights and were reaching the end of their designed lifespan. The new defences, which include embankments, sheet pile walls, rock revetments, flood glass, and property-level protection, are designed to last 100 years and can be elevated further to provide enhanced protection in the future. The Environment Agency has also upgraded public footpaths along the defence routes as part of the project. Additionally, approximately 1.4 hectares of compensatory saltmarsh habitat have been created to support local wildlife.

By increasing the wall by a few feet, designers risked spoiling the view of the water, which is one of the main draws of the water's edge. However, a glass wall ensures people can still have a visual connection to the water, meaning the walkway continues to be an important part of the public realm.



Shoreham glass sea wall (source: gov.uk - <https://www.gov.uk/government/news/new-45-million-flood-defence-scheme-for-shoreham-unveiled>)

Case Study 11

Living Breakwaters, Staten Island, NY

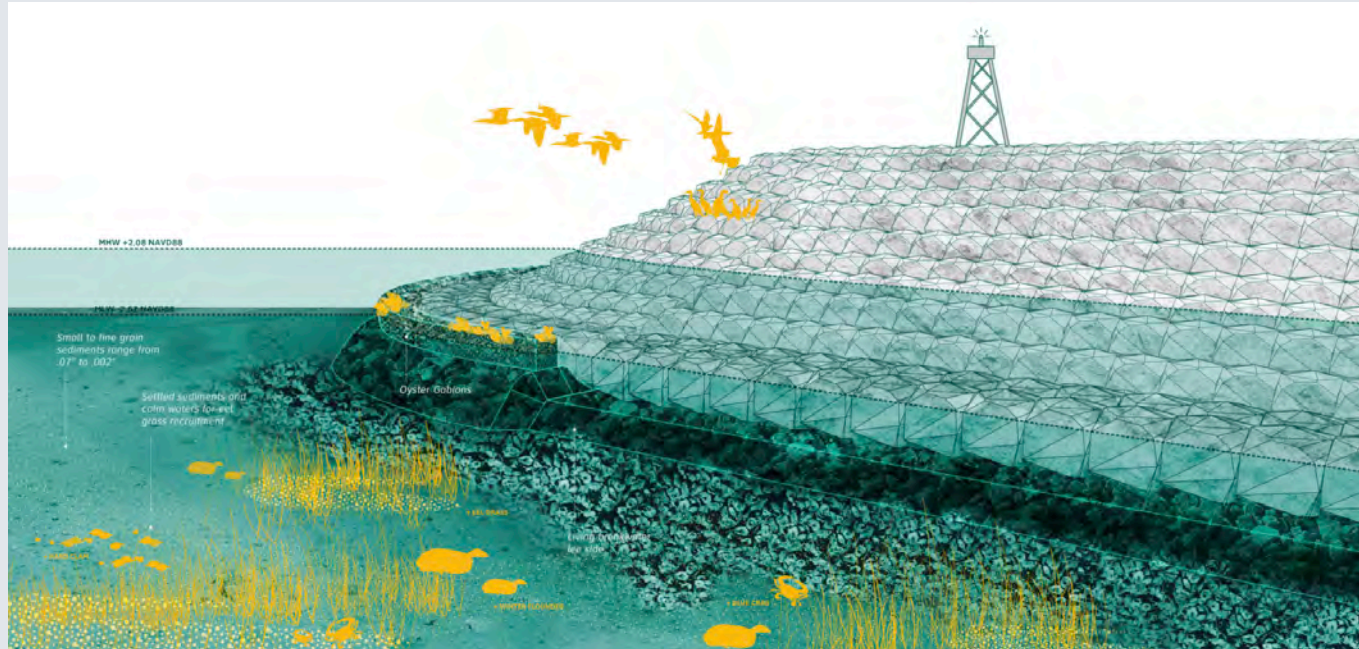
Combining flood resilience and habitat creation

Living Breakwaters is an innovative coastal green infrastructure project designed by SCAPE Landscape Architecture to reduce or reverse erosion and damage from storm waves, improve the ecosystem health of the Raritan Bay and encourage stewardship of our nearshore waters and generally enhance people's experience of the shoreline of southern Staten Island.

Currently under construction, the multi-million dollar project involves installing 2,400 linear feet of near shore breakwaters that will break waves and reduce coastal erosion along the south Shore of Staten Island.

The project includes partially submerged structures and ecologically-enhanced concrete units that will provide a range of habitat spaces for oysters, fin fish and other marine species. The breakwaters will provide 'reef ridges' and 'reef streets' that provide diverse habitat space.

Beyond the physical breakwaters, the project aims to build social resilience in Tottenville through educational programs for local schools in partnership with the Billion Oyster Project (BOP), as well as years of engagement through the Citizens' Advisory Committee (CAC). The project is sponsored by the New York State Office of Resilient Homes and Communities.



Project designer: SCAPE; Project sponsor: New York State Office of Resilient Homes and Communities. Image credits: SCAPE

Policy 6.2: Contribution of new development towards decarbonisation

All development within the HAAs, including the refurbishment, extension and alteration of existing buildings, must carefully consider its contribution towards aiding the States in tackling climate change. IDP policy GP9 sets a requirement for development to consider the impact it will have on the environment and must be taken into consideration. This requirement is even more relevant within the HAAs because by their nature and location harbours are more susceptible to the effects of climate change and associated flooding and weather events.

In order to address the specific HAA related impacts proposals must look holistically at how they can help the Island achieve its decarbonisation targets and how the harbours tackle and mitigate climate change through measures including:

- supporting and encouraging active and sustainable travel to minimise car use through the way development is planned and located;
- facilitating a shift towards marine vessels which use less carbon intensive fuel and harbours infrastructure that requires less fossil fuel where possible;
- Where possible to encourage the reuse of buildings and resources such that waste through construction and in use is minimise. Where new development is proposed to ensure that existing materials are used efficiently;
- encouraging the use of decentralised energy networks;
- considering how wind, solar and tidal energy might be installed or integrated as part of new development; and
- developing efficiently in terms of land use and how space is used for multiple purposes and in a way that encourages low carbon activities and reduces the need for unnecessary travel.

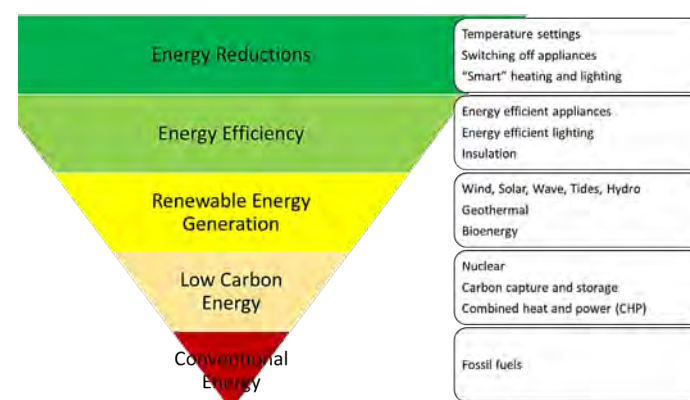
Furthermore, proposals within the HAAs will be expected to demonstrate that they have followed the principles of the emissions hierarchy, as follows:

- AVOIDING carbon intensive activities where possible.
- REDUCING carbon use through doing things more efficiently.
- REPLACING high carbon energy sources with low carbon energy sources.
- NATURE BASED SOLUTIONS to help address the effects of climate change and to provide flood mitigation can be included alongside 'physical' defences. Nature-based solutions might include tree and other planting, as well as habitat restoration, which may also help to support the delivery of other policies in this LPB e.g. Policy 6.3.
- and finally OFFSETTING those emissions that can't be eliminated by the above.

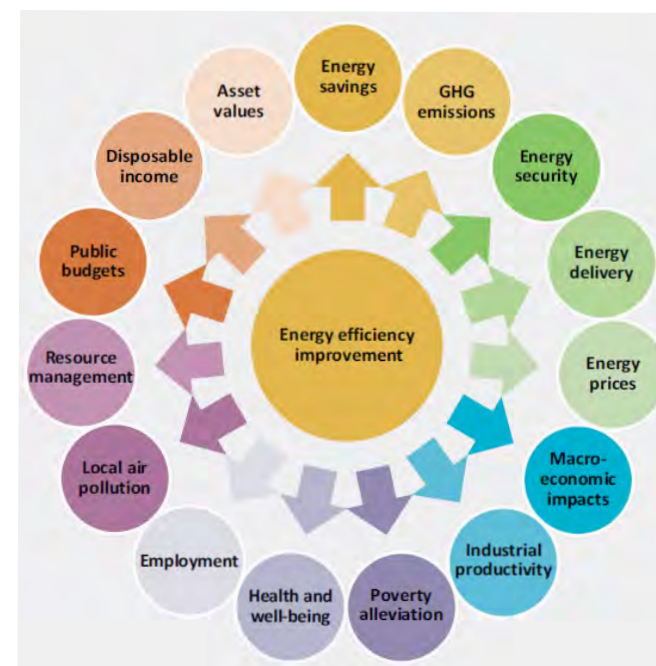
Reason: To minimise reliance on fossil fuels and contribution towards climate change. To ensure that all new development meets the objectives of the States' Climate Change Policy 2020 and to help ensure that the island is in a resilient, healthy position to serve its community and the needs of future generations.

In 2020 the Climate Change policy for Guernsey was approved which sets the target to be carbon neutral by 2050. It also sets an interim target of reducing emissions by 57% on 1990 levels by 2030. This document sets out a clear strategy for improving sustainability for islanders now and into the future. It is based on the principles of the Sustainable Development Goals adopted by all United Nations Member States which draw together the interconnectedness of economic, health and community improvement with protection of the environment and are set out as a "golden thread" for the States of Guernsey to thrive. The same year a new energy policy was adopted that looks to decarbonise the network alongside a range of key measures.

The principles of the Climate Change Policy, the Energy Policy and the need for resilience in the harbours is relevant for this LPB. In line with the SLUP and IDP the LPB needs to ensure that development minimises its impact in terms of resource use related to both construction and in use.



(Above) Energy hierarchy diagram (taken from figure 15 of the Climate Change Policy) sets out an energy hierarchy that is also a helpful way of thinking about how decisions are made around development with the principle being to reduce energy use first before moving to other steps.



(Above) The multiple benefits of energy efficiency diagram (taken from figure 16 of the Climate Change Policy) sets out the multiple benefits of energy efficiency that would apply to the HAAs.

Development proposals should consider the following:

- ADAPT to changes in climate, such as more severe weather events including higher temperatures. This is the main reason for flood defences and related measures to protect the uses in and around the harbours from sea level rise, and also the need to provide shelter and protection from more extreme weather for those using the harbours and esplanades.
- MITIGATE the impacts of development on the island and the HAAs through improving the conditions and position from where it is now. This includes how the development of buildings and change in the HAAs will contribute to making the environment of the harbours greener, more biodiverse (both land and sea), and using its key role in supporting decarbonised energy generation over time.

Subject to material planning considerations proposals will be supported in the HAAs that aid the States in their pledge to achieve carbon neutrality by 2050.

By applying the policy outlined in the blue box adjacent, the outcomes of this should include:

- A reduction in both embodied and operational carbon as part of any plan or proposal within the HAAs. This will include considering whole life carbon and how decisions are made around the reuse, delivery and operation of buildings.

- The contribution of more intensive and efficient development and in locations that encourages combined journeys
- Encouraging development that makes use of and supports active and sustainable travel and discourage single user car journeys and short trips which could be made by more sustainable means for those that are able.
- Proposals making a contribution towards biodiversity and greening
- Proposals that support the delivery of social infrastructure and communal activities and that support the whole of the community, including younger and older people.

There are also further specific opportunities in the HAAs which are encouraged by this LPB, for example:

- To support island wide decarbonisation such as providing locations for decarbonised energy generation and the replacement of existing facilities in St Sampson.
- Opportunities to combine adaption and mitigation measures such as coastal flood mitigation and energy generation using the islands high tidal range, which has been achieved in other locations globally.
- The opportunity to relocate and over time reduce the reliance on hydrocarbon fuels e.g. for transport, which at the moment impact significantly at St Sampson Harbour and prevent and limit the potential for long term change.



Policy 6.3: Increasing green infrastructure and biodiversity within the harbours

Increase greening and biodiversity within the HAAs through the provision of additional trees, planting, and other biodiversity measures proportionate to the location, scale and form of development proposed and in a way that increases the overall biodiversity and greenness of the HAAs over time. This includes the protection or replacement of existing trees and green areas and a net increase of greening and/or tree planting and biodiversity as part of any proposal in a way that is proportionate to its scale and location.

The focus of this policy is on the provision and enhancement of public green space. This will include planting that enhances biodiversity and nature, supporting native species, and the linking together of existing and new green spaces and planting to provide wider climate resilience benefits such as water attenuation, shading, preventing further soil erosion, and supporting wildlife.

Green spaces that include play space for children, either as informal play or with provision of play equipment will also be supported.

Havelet Bay Green Zone

Enhanced greening has benefits to wildlife and nature, but also the pedestrian experience. In St Peter Port there is particular opportunity in the Havelet Bay Green Zone shown on Proposals Map A. In St Sampson, there is a distinct opportunity to make the waterfront a more pleasant place to walk and relax. As outlined above, this can be achieved through greening, but also improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour. Whilst proposals to make a more positive pedestrian experience and public realm will be supported throughout the HAAs there are particular opportunities around the Bridge, North Side and South Quay. This is consolidated into a 'Public Realm Impact Zone' in St Sampson, shown on Proposals Map B.

Reason: To enhance the greening and biodiversity of the HAAs, to protect the value of existing trees and green spaces and to provide a better environment for residents, visitors and wildlife. To help ameliorate the impacts of climate change, weather and related events including the management and attenuation of water and increased temperatures.

The HAAs are largely hard surfaces with very limited areas of greening, planting, trees or biodiversity value. This is in part because so much of the area is used for operational or single uses that have historically not been seen as places where this can be achieved. Much of these areas are also reclaimed land which lacks soil.

Historically land was created where needed for hard surface uses that were considered essential to the functioning of the harbours. In spite of this there is significant unrealised potential for making the harbours greener and more bio-diverse places and the understanding of which plants are suitable for the salt spray and exposed environment are now better understood.

The design of new development must consider how best to include tree planting and supporting a net gain in biodiversity in any proposals proportionate to the scale and type of development proposed.

Opportunities for greening in the HAAs may include:

- Reinforcing the green character and planting around Havelet Bay and ensuring this is managed for biodiversity as well as amenity value.
- Tree planting along the northern side of St Sampson Harbour to provide a unified frontage and protection from the elements including shading and wind.
- Pockets of trees or other planting on the piers in St Peter Port which supports increased biodiversity and an improved environment for people. Planting should specifically be used to break up large areas of hard surfacing and to soften the environment next to any new buildings.
- Biodiversity measures that are incorporated into any flood defence or changes to the harbours that can offer potential for an improved marine environment and related ecosystems.
- Improvements to South Esplanade and the bus station which may include other uses but has the potential to significantly improve the environment both from a landscape and biodiversity perspective for those using this area and as one of the larger areas of pedestrian space in the St Peter Port HAA.

Opportunities for integrating green infrastructure should be maximised, with the introduction of sustainable urban drainage systems in line with best practice established by the SUDS manual (CIRIA C753). This will also have the benefit of enhancing existing biodiversity and habitat creation, whilst also improving climate resilience and amenity co-benefits.

Existing green spaces should be retained wherever possible, whether they are publicly accessible or for amenity or wildlife value and should be improved as part of proposals in a way which is proportionate to the location, scale and form of development proposed. This may include additional planting as well as places for people to stop and enjoy their amenity. Where it is not possible to retain existing green spaces, trees or other areas of biodiversity value as part of a development, proposals must include details for replacement and should demonstrate a net gain as part of any re-provision.

Increased greening will deliver benefits for nature and the biodiversity of the harbours, but it will also provide improved amenity for users of the harbours.

Linked walking routes can also connect together green spaces as stopping off points for seating, shade and to provide shelter from the wind.



Some green infrastructure exists across the HAAs and there is substantial room for improvement

Proposals maps

Proposals Map A
St Peter Port Harbour

The policies outlined in the themes above have spatial implications for the development of the HAAs.

The proposals maps identify a range of spatial locations and zones linked back to the policies where various types of development may be suitable across the HAAs. The maps are intentionally high level to avoid creating fixes that cannot be delivered and in the absence of a number of key strategic decisions such the location of a 'future harbour' and specific proposals for short or long term flood mitigation.

Multiple policies may apply within each zone, and these have been identified where it is important to identify specific locations, including consultation zones.

Development proposals that come forward must accord with the proposals maps.

Note: Strategic flood risk mitigation is not shown on the Proposals Map and will be separately defined by the States of Guernsey and agreed in due course.

Proposals Map B
St Sampson Harbour

Note: Strategic flood risk mitigation is not shown on the Proposals Map and will be separately defined and agreed in due course.

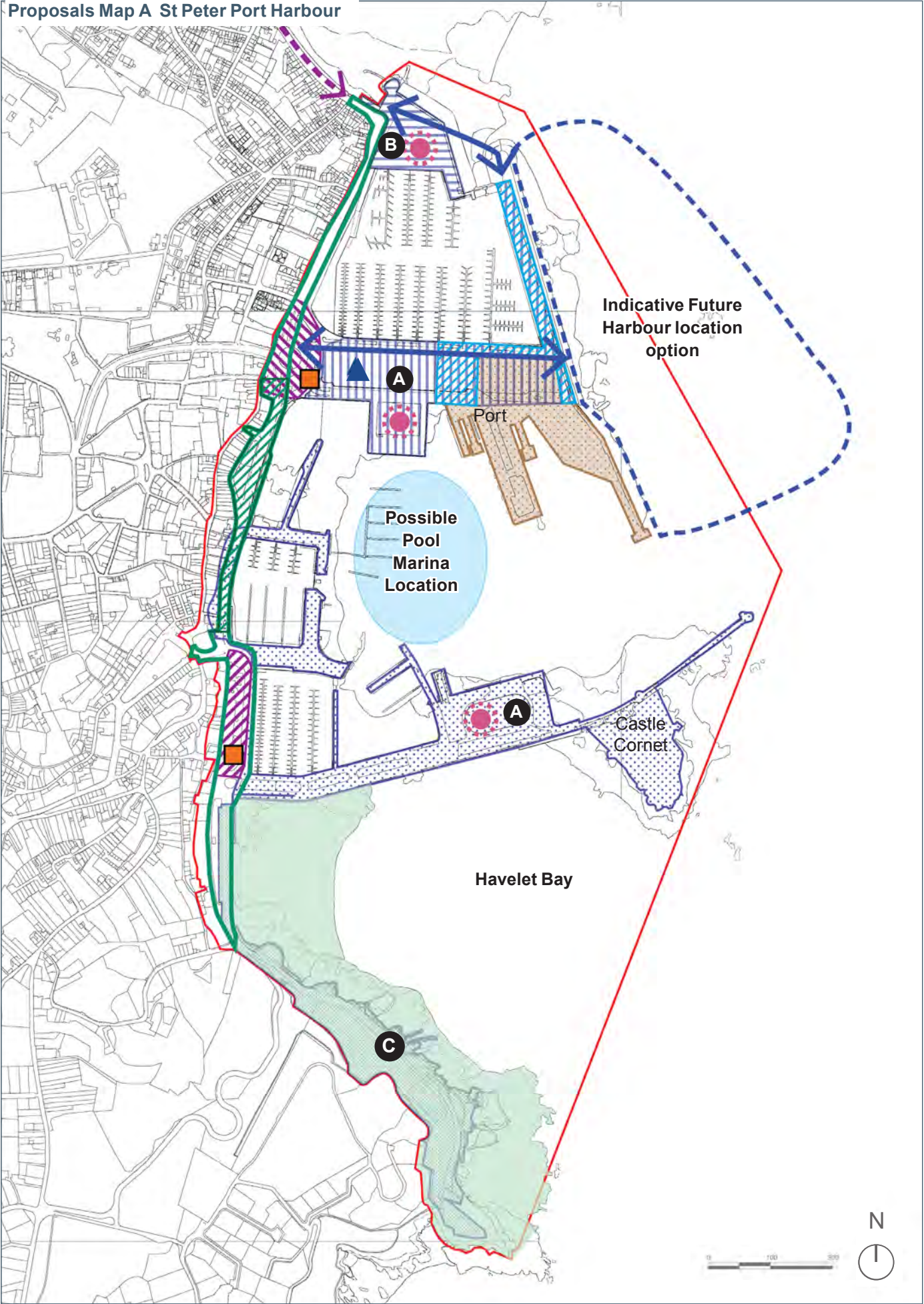
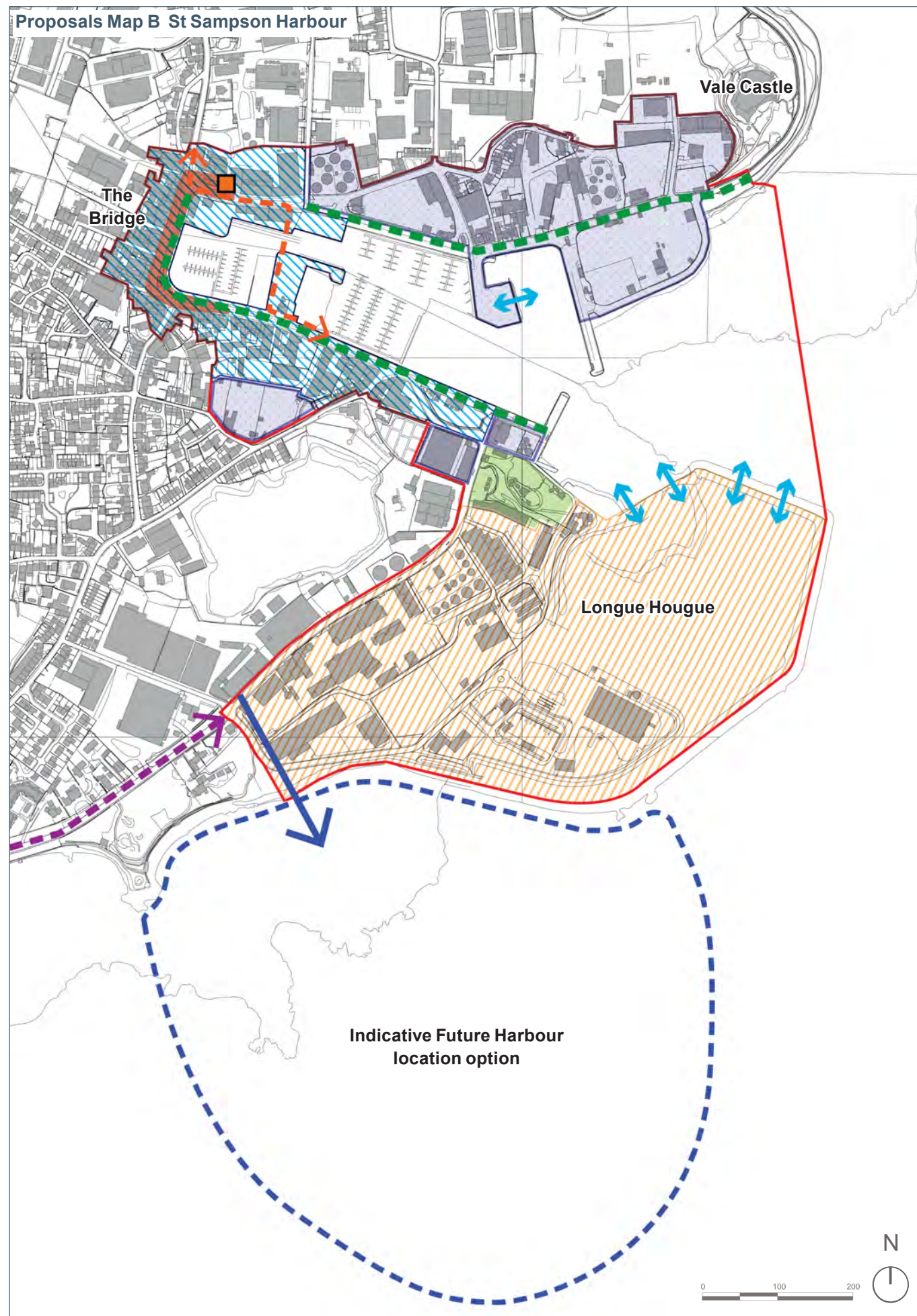


Figure 7.1: Proposals Map A St Peter Port Harbour


- Key
- Harbour Area Action (HAA) Boundary
 - Havelet Bay Green Zone (see Policies 3.3 and 6.3)
 - Possible Pool Marina Location (see Policy 2.2)
 - Secure Port Area Consultation Zone (see Policies 1.1 and 1.2)
 - Indicative Future Harbour Location Option (see Policy 1.2)
 - Port growth consultation zone (see Policies 1.1, 1.2 and 4.1)
 - St Peter Port Tourism and Leisure Zone (see Policies 3.3 and 4.1)
 - Havelet Bay Tourism and Leisure Zone (see Policies 3.3 and 4.1) **C**
 - North Beach Mixed Use Intensification Zone (see Policies 3.1 and 3.3)
 - Salerie Corner Intensification Zone (see Policies 3.1 and 3.3)
 - Landmark Opportunity Zone (see Policy 4.2) **A B**
 - Central Esplanades Accessibility Improvement Zone (see Policies 3.3 and 5.2)
 - Esplanades Accessibility Zone (see Policies 3.3 and 5.2)
 - Weighbridge Sustainable and Active Transport Zone (see Policy 5.1)
 - South Esplanades Sustainable and Active Transport Zone (see Policy 5.1)
 - Upgraded Sustainable and active travel link around Belle Grieve Bay (see Policy 5.1)
 - Possible link to future harbour
 - Indicative Mobility Hub location (see Policy 5.1)
 - Indicative location of decked parking (see Policies 3.2 and 5.3)



Key

- Harbour Area Action (HAA) Boundary
- Mixed Use Regeneration Zone (see Policies 3.1 and 3.3)
- The Bridge Core Mixed Use Zone (see Policies 3.1 and 3.3)
- Mont Crevelt Heritage and Biodiversity Area (see Policies 4.2 and 6.3)
- Longue Hougue Marine Industry, Energy and Industrial Zone (see Policies 1.1, 3.3 and 2.3)
- Sustainable and Active Transport Zone (see Policy 5.1)
- Public realm impact zone (see Policies 3.3 and 6.3)
- Indicative future harbour location option (see Policy 1.2)
- Likely need for direct water access to enable marine industry
- Indicative locations for new bridge crossing over the harbour for through traffic
- Possible link to future harbour
- Upgraded Sustainable and active travel link around Belle Grieve Bay (see Policy 5.1)
- Indicative Mobility Hub location (see Policy 5.1)

Figure 7.2: Proposals Map B St Sampson Harbour



8 Delivery and Indicative Development Scenarios

8 Delivery and Indicative Development Scenarios

8.1 LPB policy decision tree for applicants and landowners

The policies and guidance set out in section 7 of this document will control and shape the types of development and change that will be acceptable within the two HAAs. Some of these policies set out key questions around sequencing that need to be resolved or tested before some uses in some locations would be able to be considered acceptable.

In order to resolve these issues, this section of the LPB outlines the key questions relating to any proposals in the HAAs. This decision tree helps determine if future development may be limited in time or type, and better understand the sequencing of development.

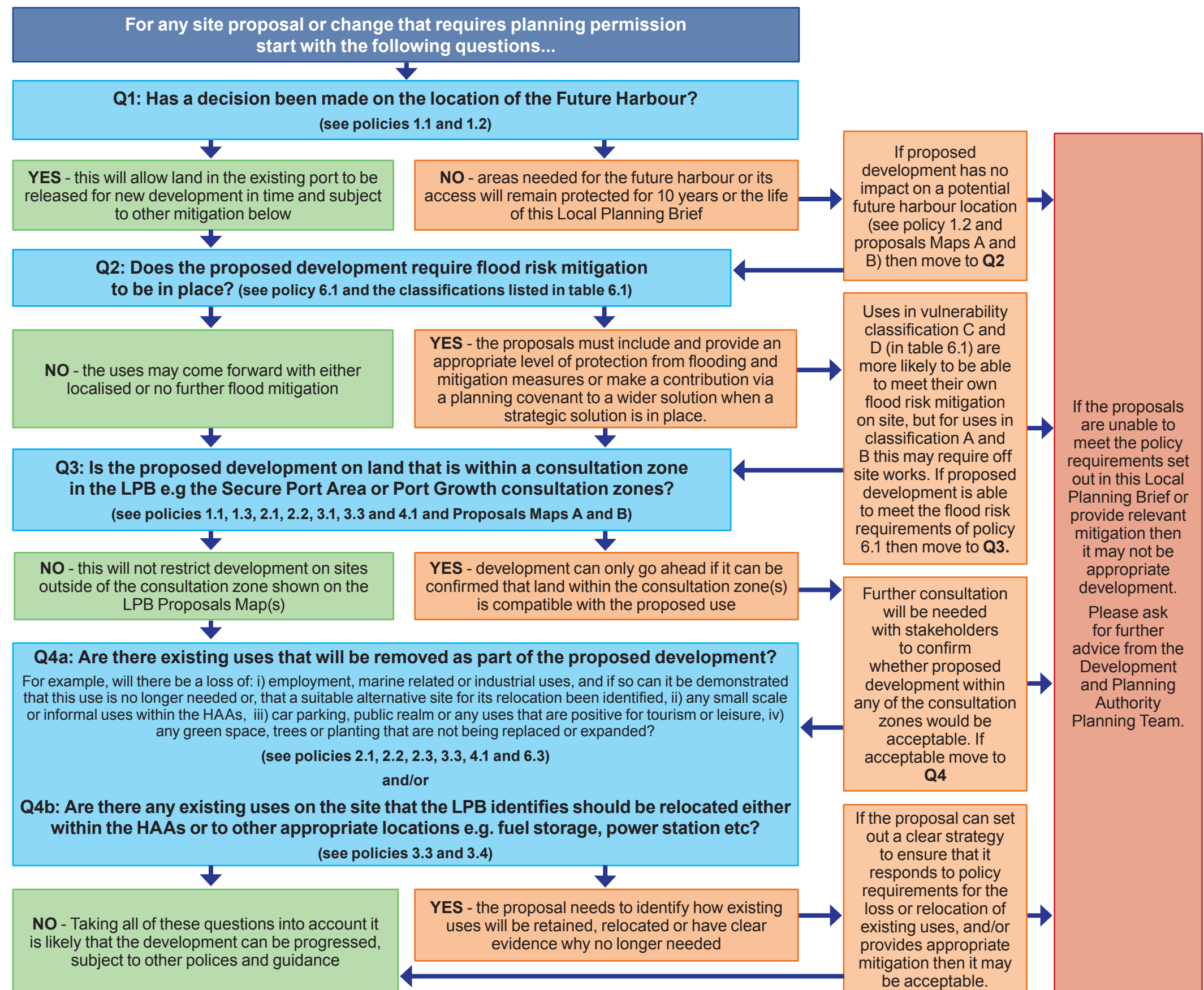
The questions that will inform and shape the sequencing of development and the relationship with necessary mitigation are set out in table 8.1, then section 8.2 shows what these questions may mean for future development and sets out as scenarios some of the ways development could take shape across the HAAs.

This list of questions should be reviewed early on in the consideration of any development proposals within the HAAs. It is not an exhaustive list and does not cover all relevant policies, nor is it a policy in itself within this LPB. It is intended to help applicants work through a number of the key considerations and to better understand what they may need to consider in developing any proposals.

An example of how two different proposals would work through this table is as follows:

■ **Example A:** a proposal for a small scale bar and restaurant in an existing building on Castle Pier. This proposal might be expected to answer as follows: Q1 - no (assuming not at that time), Q2 - yes, but this can be dealt with locally on site, Q3 - no, Q4a and Q4b - no, assume not currently in use. Therefore the proposal can move forward subject to other policies, legislation and guidance.

■ **Example B:** a proposal for new offices on North Beach. This proposal would be expected to answer Q1 - no (assuming not at that time), Q2 - yes, and that this requires wider upgrades to secure access and egress, Q3 - depends on location yes or no, Q4a, yes a potential of car parking and open space that would need to be considered, Q4b - no. Therefore the proposal may be premature and if it can't meet its full flood mitigation on site may need to wait for wider strategies to be in place, to which it could contribute.



8.2 Future development scenarios

It is clear from the work that has underpinned this LPB and from the flow diagram in 8.1 that a number of important decisions need to be made and progressed in order to allow the HAAs to develop to their full potential. In order to better understand the likely outcome of the LPB, and what this may mean for when and what types of development could be acceptable in different areas, this section sets out a number of scenarios for the HAAs and how they could change over time.

This work is based on high level information that is available as part of the production of this LPB and does not consider detailed proposals or testing. An earlier version of these scenarios was consulted on with residents, harbour operators and users and a range of stakeholders in March 2024.

The range of scenarios tested are set out in the diagram at figure 8.2. This shows the broad timelines and how some of the key decisions may have a significant impact on the likely areas of change that could come forward.

The scenarios in this section are indicative and do not form part of the policies of this Local Planning Brief. They indicate a limited number of ways that development may come forward over the life of this Local Planning Brief within the HAAs. Other outcomes are possible and these scenarios do not in any way presume to limit opportunities for growth and change that are otherwise in accordance with this document or other policies and guidance that are in place.

Indicative scenarios for the Harbour Action Areas

On the following page the four scenarios are set out as follows:

Scenario A1 - This tests smaller scale change that may be able to happen ahead of any decision on the future harbour and whilst proposals for strategic flood mitigation are being put in place to protect both HAAs.

Scenario A2- This looks at longer term change that may be possible without a relocated future harbour but with strategic flood risk mitigation being in place. It is in St Peter Port especially that spatial options remain limited simply due to lack of space. In St Sampson there is greater potential for positive change.

Scenario B1 - This scenario assumes it is known where a future harbour will be located and looks at what can happen alongside its creation and whilst strategic flood risk mitigation is put in place.

Scenario B2 - Looks at the potential for the HAAs once future harbour is delivered and when strategic flood risk mitigation has been delivered for both HAAs. This scenario shows the most change and potential benefits within the St Peter Port HAA.

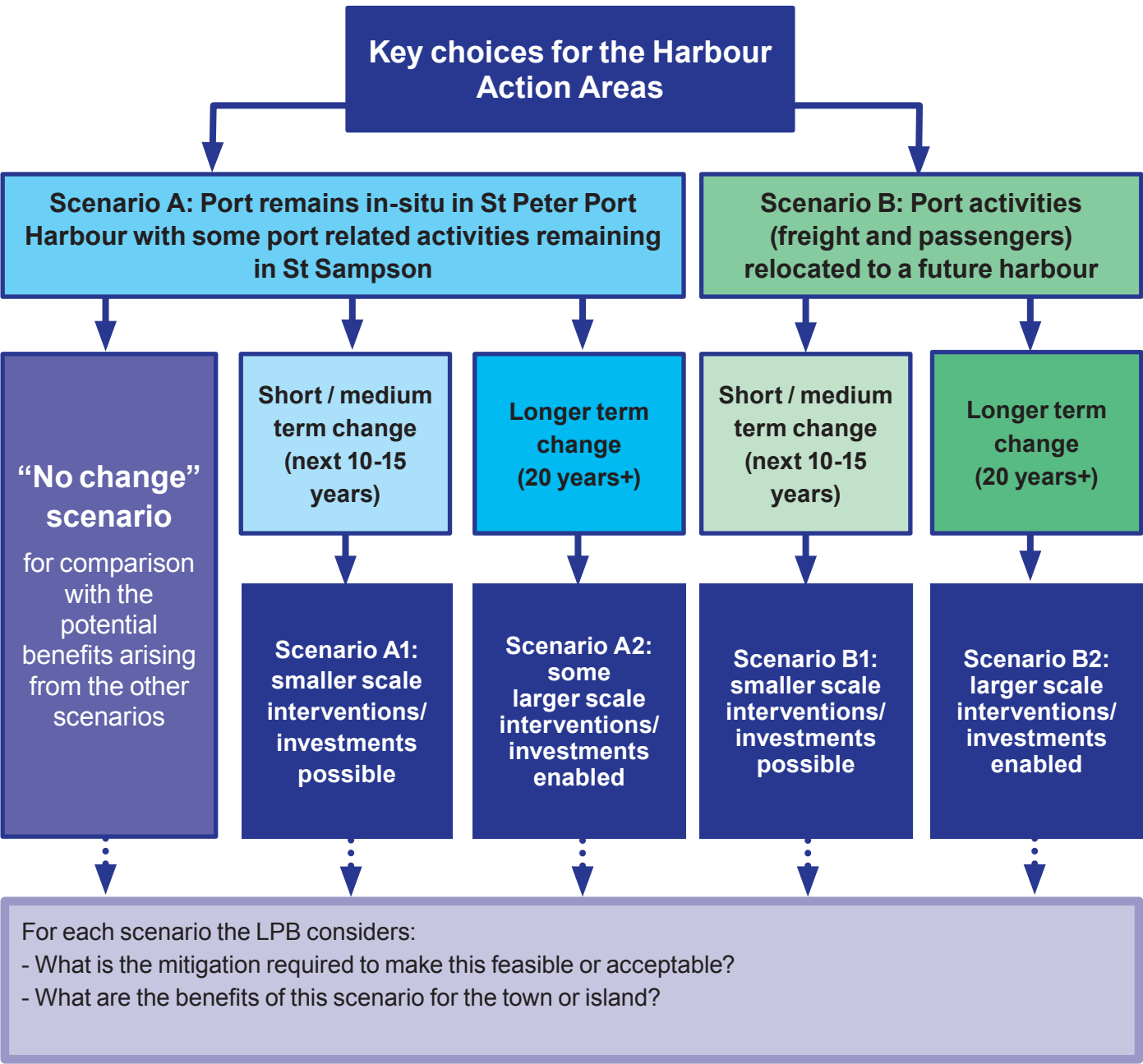
Following consultation in March 2024 these scenarios have been updated to reflect:

- more than one location for the future harbour either off Longue Hougue or off the east of St Peter Port harbour, but noting there may also be others.
- some changes to the extent of new uses in St Sampson to make sure these do not limit or constrain this area as a working harbour and also do their best to support The Bridge.
- taking a more flexible approach to the safeguarded land for the port in St Peter Port.
- minor adjustments to the positioning and extent of proposed flood defences to respond to consultee comments Addition of indicative location for mobility hubs, and improvements to Mont Crevelt.

To test against a baseline where no action is taken, a “No Change” was identified during the scenario testing phase. Through analysis and consultation, it was determined that “No Change” would not be able to deliver the objectives of the project outlined on p.7, and therefore this scenario has not been considered any further.

What the scenarios do highlight is that a greater level of positive change and investment could be achieved if land can be freed up, rationalised and key uses relocated within both HAAs. This is for the benefit of the island as a whole, for its residents, visitors, and the economy. If undertaken in a sensitive and careful way this change can also benefit the islands environment and biodiversity. These proposals relate well to the five objectives for the LPB and show how the overall vision for the HAAs and individual harbours could be met.

The preparation of these scenarios has allowed the vision and policies in the LPB to be tested and to understand what outcomes may be possible for the two HAAs through this work.



Scenario A1

Short-term opportunities with port operations remaining in St Peter Port

This development scenario is based around retaining the existing port operations as they are in St Peter Port, but identifying opportunities to rationalise uses and introduce new development where space allows. Due to space constraints in St Peter Port, the opportunities for new development within the HAAs is limited. Proposals to support sustainable and active travel that may allow for a modest reduction in car parking can be considered alongside decked parking to take up less space.

Key principles

- Retain existing uses with small scale appropriate change on under used sites
- Keep port operations going and safeguard area for expansion
- Start process of moving fuel storage to southern side of St Sampson Harbour
- Focus for tourism and visitor activities on Castle Pier and Albert and Victoria Piers
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Local flood defences may be needed in some locations over time

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- A reduction in surface car parking across the piers and whether decked parking or other changes can create local opportunities
- Opportunities for a visitor focus on some piers and functional uses on others



- Harbour Area Action (HAA) Boundary
- Opportunity to enhance public realm and provide more space for people
- Opportunity for yacht arrival/marine centre
- Opportunity for landmark new development (for non-vulnerable uses)
- Existing harbour
- Space to expand additional port activities (e.g. storage)
- New/upgraded leisure and tourism opportunities (including marine leisure)
- Opportunity to enhance sustainable travel links to north and south
- Opportunity for upgraded bus interchange
- Opportunity for new deck parking structure to replace surface car parking
- Opportunity for new development (for non-vulnerable uses - e.g. offices)
- Indicative location for de-mountable flood defences
- Indicative location for new flood defence integrated with Pool Marina Breakwater
- Regularly floods
- Occasionally floods
- Rarely floods

- A** Longer-term development opportunities limited on this area due to flood risk. In the short term, parking may have to be restricted in high-tide/storm events.
- B** Localised flood defences installed on an ad-hoc basis to protect important buildings/uses e.g. Esplanade, Albert and Victoria Piers, and Castle Pier etc). Might include demountable defences which are only installed during storm/high tide events.
- C** To accommodate the expanded port operations, and rationalise car parking, a decked parking structure could be introduced on North Beach.
- D** Applicants will need to consult with relevant bodies regarding future harbour scenarios - see Policy 1.1.
- E** Support local improvements to marine industry and pool marina e.g. new facility on North Beach for yacht arrivals.
- F** Improve walking and cycling opportunities between Clarence Battery to Sallerie Corner e.g. pedestrian connectivity improvements, cycle parking, cycle infrastructure.

Benefits of this option could include:

- Continued and enhanced tourism and leisure provision on the piers, and southwards past Havelet Bay
- Potential for enhanced marine/yacht facilities focused around a pool marina
- Long term security for harbour uses as they may need to expand or be re-organised over time
- Better connection and routes for pedestrians and cyclists and new bus facilities e.g. at North Beach

Scenario A1

Short-term opportunities with port operations remaining in St Peter Port

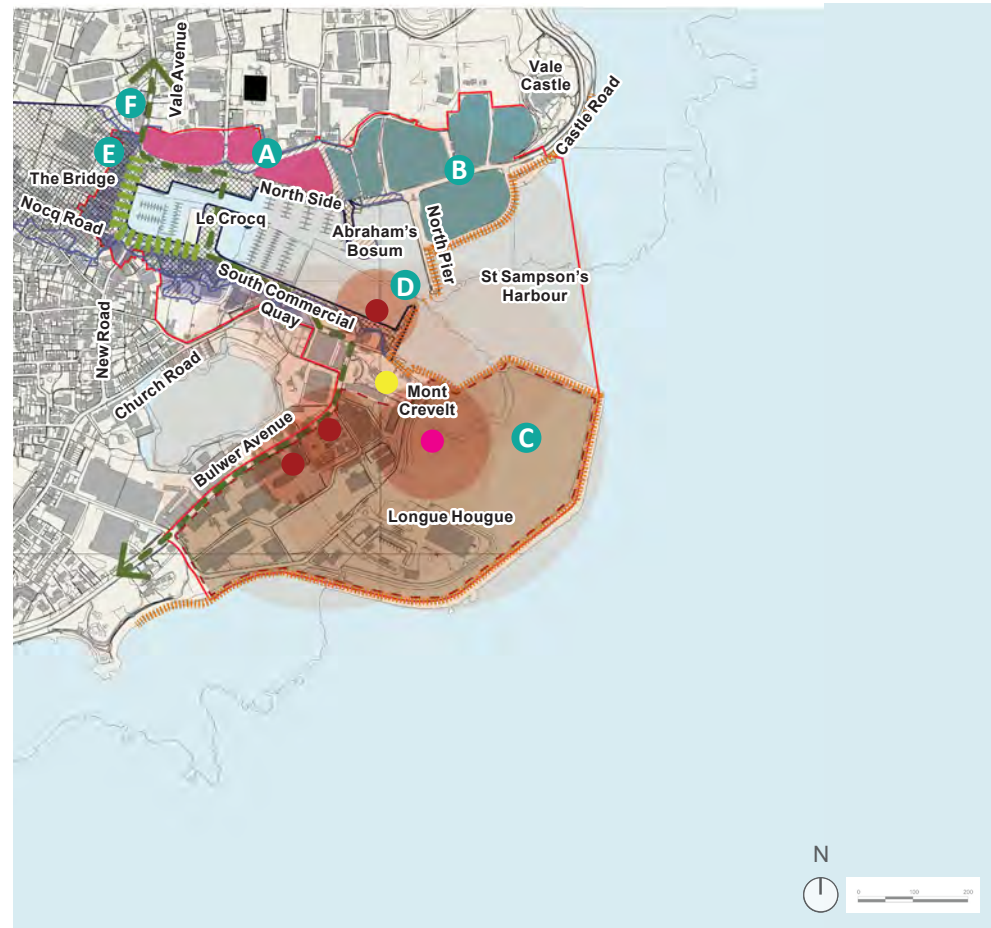
In St Sampson, this scenario outlines the change needed to allow for more intensive uses and possible new housing when fuel storage and other “bad neighbour” uses are scaled back or relocated. In the short term this may mean that development for lower intensity “shed” uses are more likely to come forward (which are likely to be less impacted by flooding) - as long as they do not prevent longer-term opportunities.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

This scenario tests out:

- Reduction or relocation over time to Longue Hougue of the storage of volatile fuels from the northern side of the harbour.
- Space to be safeguarded on Longue Hougue for the consolidation of marine industrial uses.
- An assumption that the power station is no longer going to be needed in the same way in the next 10 years.
- Some potential for redevelopment along Northside but limited by flood risk and bad neighbour uses. A focus on new food and drink opportunities which local people say are needed.



- A** New retail or mixed use development opportunities (for non vulnerable uses) (if boat yards are re-located eastwards)
- B** New marine/leisure related uses focused to the north east of the harbour where water access still available
- C** Industrial uses and fuel storage consolidated onto Longue Hougue peninsula, avoiding need for so much industrial floorspace in central St Sampson
- D** Installation of new flood defence walls around the harbour would be too disruptive, impactful and costly. Therefore a flood gate at the entrance to the harbour (early provision of part of a long term solution) would be the most viable solution, combined with some work on the existing breakwaters.
- E** Active travel improvements, e.g. new crossings, cycle parking, cycle infrastructure where space allows.
- F** Small scale mobility hub at the Bridge, mostly for cycling.

- Benefits of this option could include:
- Short term flood protection needed to enable existing committed schemes
 - Unlocking development potential on the north side of the harbour, but likely to be limited to industrial/non-residential uses until fuel storage relocated/reduced
 - Space for new public realm along The Bridge enabled by new bridge crossing over the harbour
 - Consolidating marine related industry at Longue Hougue supports more effective local economy

Scenario A2

Longer term change, growth opportunities in St Sampson, and port operations remaining in St Peter Port

This development scenario is based around retaining the existing port operations as they are in St Peter Port, but introducing strategic long-term flood defence measures in order to enable “larger-scale” change. Again, due to the space constraints in St Peter Port, the opportunities for significant new development in the St Peter Port HAA is limited.

Key principles

- Enhance and expand uses at St Sampson primarily, with some change in St Peter Port
- Prioritise port operations and raise levels out of flood risk zone alongside considering space needs for expansions
- Relocated fuel storage and consolidated marine industry frees up land at St Sampson
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Strategic flood defences need to be in place to facilitate greater investment

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- Installation of strategic long-term flood defence measures
- Raising land to safeguard port operations long-term
- Reduction in surface car-parking



- A** With permanent flood defences, opportunity for landmark leisure use (or deck for parking if not installed on St Julian's Pier)
- B** Improvements to active travel/bus frequency could be made
- C** Reduction in car parking enables new permanent leisure/hotel opportunity, subject to visual impacts from town
- D** Introducing flood defences and raising land will safeguard port operations long-term
- E** Protection of sea front, and existing marina integrated with proposal for Pool Marina breakwater. Harbour flood gates mean marina can continue operating
- F** Permanent flood defences allow an expansion of provision of tourism/leisure facilities
- G** Upgrade to sea walls for long-term protection for Havelet Bay

Benefits of this option could include:

- Long-term security of port operations
- Confidence for businesses/homeowners that flood risk is mitigated
- Some additional tourism/leisure opportunities in St Peter Port
- Opportunity for some new commercial/leisure uses on former car parks if parking consolidated and reduced
- Opportunities for new public realm along the Esplanades and improved pedestrian/cycle routes

Scenario A2

Longer term change, growth opportunities in St Sampson, and port operations remaining in St Peter Port

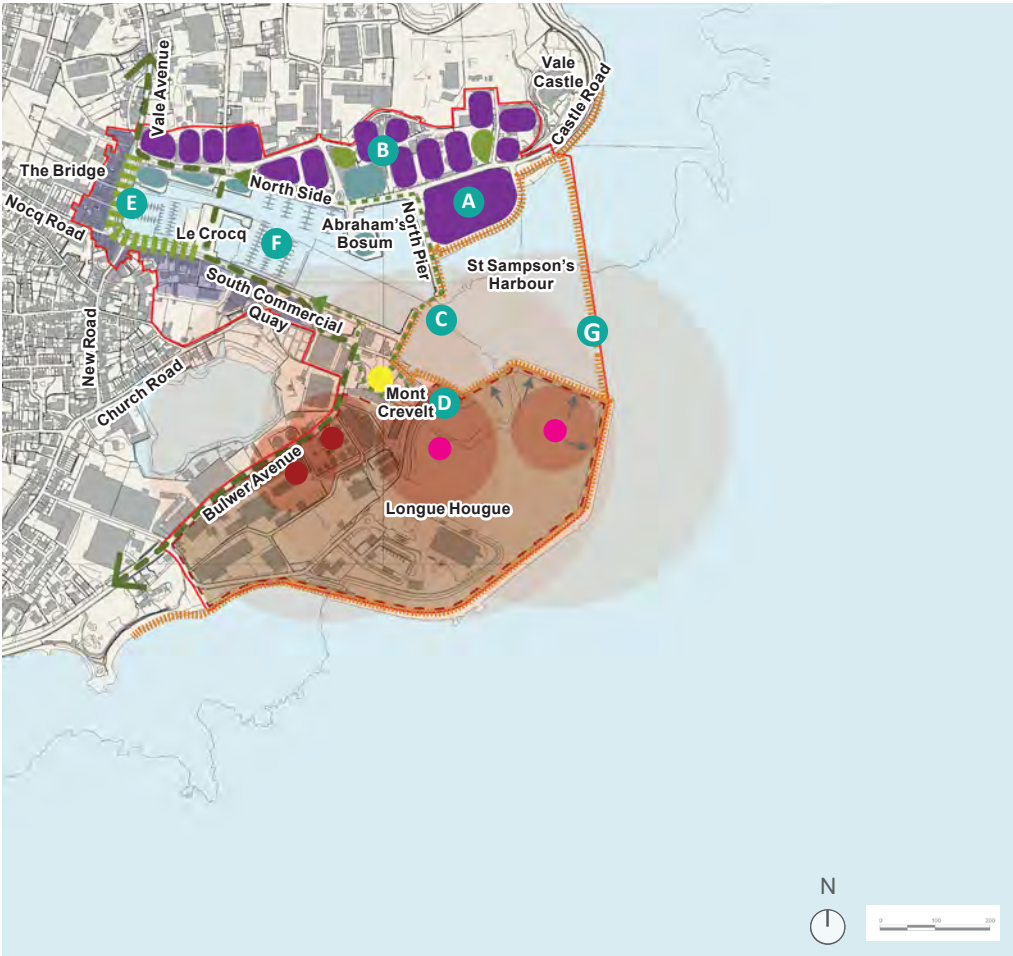
In St Sampson, a new flood gate and breakwater (alongside the relocation of some industrial uses) presents significant mixed-use development opportunities on the north side of the harbour. This area could provide new homes, employment and retail space, as well as public realm opportunities. By relocating industrial uses to Longue Hougue, the need for heavy traffic to cross the harbour could be significantly reduced.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

This scenario tests out:

- Installation of strategic long-term flood defence measures
- All fuel storage to be relocated to Longue Hougue
- Most industrial uses to be relocated to Longue Hougue



- A** Most marine industry moved to Longue Hougue, but some marine industry remains in-situ to benefit from direct water access
- B** New mixed use development opportunities
- C** Installation of new flood gate at the entrance to the harbour, combined with upgrades to the existing breakwaters.
- D** Fuel storage relocated to Longue Hougue industrial area, enabling development on the northern side of the harbour
- E** Opportunity to pedestrianise and enhance The Bridge area if traffic removed
- F** Vehicular route for general traffic and HGVs re-routed to avoid The Bridge area
- G** Sub-option where new breakwater and flood gate built further out, meaning a larger new area for large leisure craft can be created (and retained access for fuel delivery)

Benefits of this option could include:

- Long-term flood mitigation
- Major development opportunities on the north side of the harbour
- A new mixed-use neighbourhood with new leisure uses, restaurants, cafés and public realm
- Better segregation between heavy industrial and residential uses
- More efficient cargo handling to Longue Hougue
- Space for new public realm along The Bridge enabled by new bridge crossing over the harbour

Scenario B1

Short-term opportunities as a new port created is at Longue Hougue

This scenario explores the spatial implications of moving port operations either further eastwards in St Peter Port, or to a new harbour south of Longue Hougue. In St Peter Port, St Julian's Pier in St Peter Port becomes available for new uses. However, if long-term flood mitigation measures are not implemented, it is likely that only non-residential uses such as new marine uses will be feasible on St Julian's Pier/North Beach and more intensive uses will be limited.

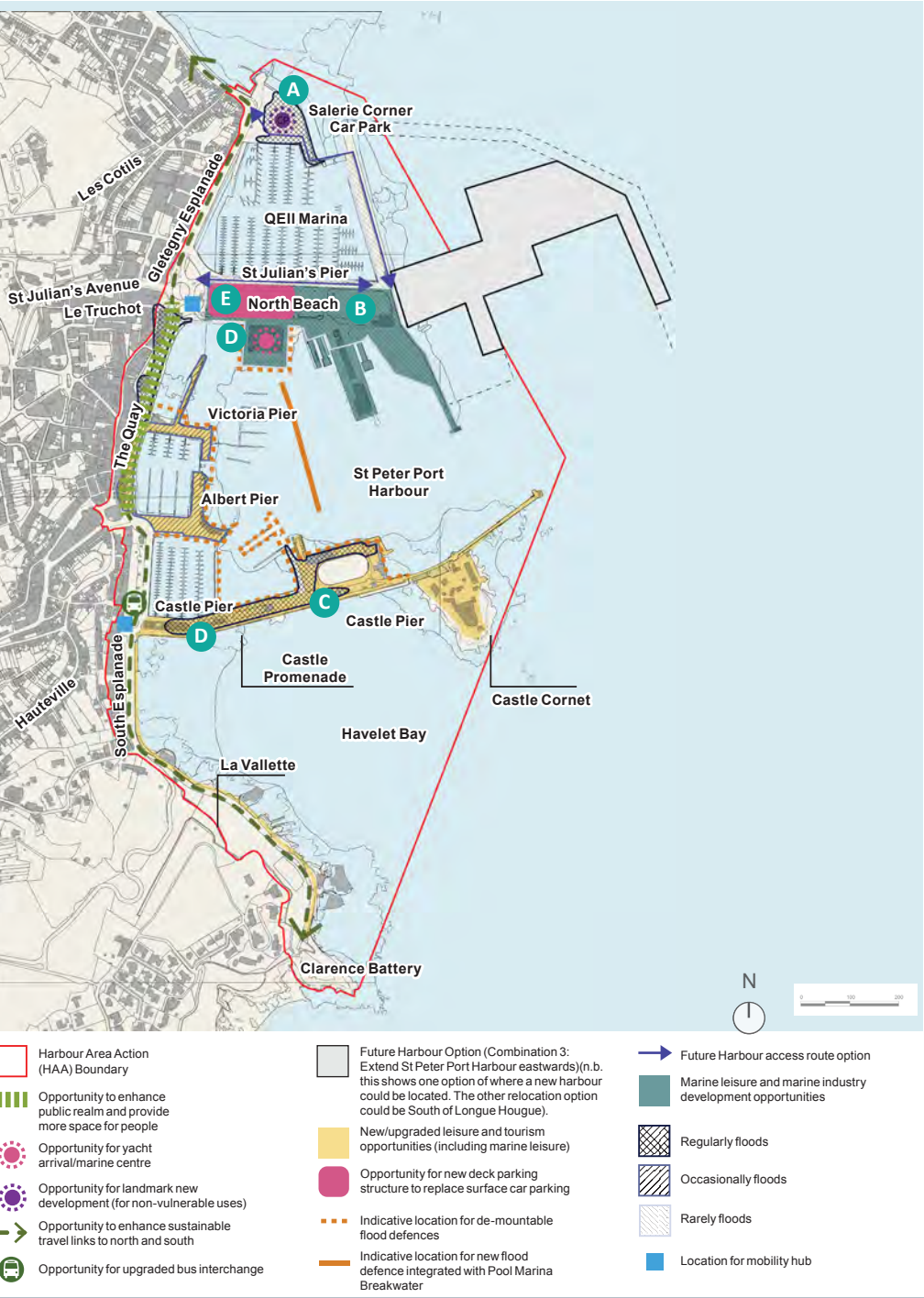
Key principles

- Retain existing uses with small scale appropriate change on under used sites
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Start process of moving fuel storage to southern side of St Sampson Harbour
- Focus for tourism and visitor activities on Castle Pier and Albert and Victoria Piers
- Local flood defences may be needed in some locations over time
- Keep port operational during relocation to Longue Hougue

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

- This scenario tests out:
- A reduction in surface car parking across the piers and their use for interim marine industries as the port operations are relocated and before any long term flood risk mitigation is in place.
 - Localised reorganisation of car parking



- A** Longer-term development opportunities limited on this area due to flood risk. In the short term, parking may have to be restricted in high-tide/storm events. A landmark development could be provided in this area if a non-vulnerable use (see Policy 6.1)
- B** Relocating the harbour further east provides an opportunity to introduce other marine-related activities / temporary / meanwhile uses (leisure in sheds etc) at North Beach whilst a programme of long term flood mitigation is enabled
- C** Some existing parking (c. 10-20%) could also be removed on Castle Pier and space could be used to expand leisure/tourism/ marine offer
- D** To protect existing businesses in some locations demountable flood defences may be needed. This area will increasingly be subject to regular flooding until a permanent solution is in place
- E** Opportunity to introduce an enhanced decked parking structure to replace some lost existing provision

Benefits of this option could include:

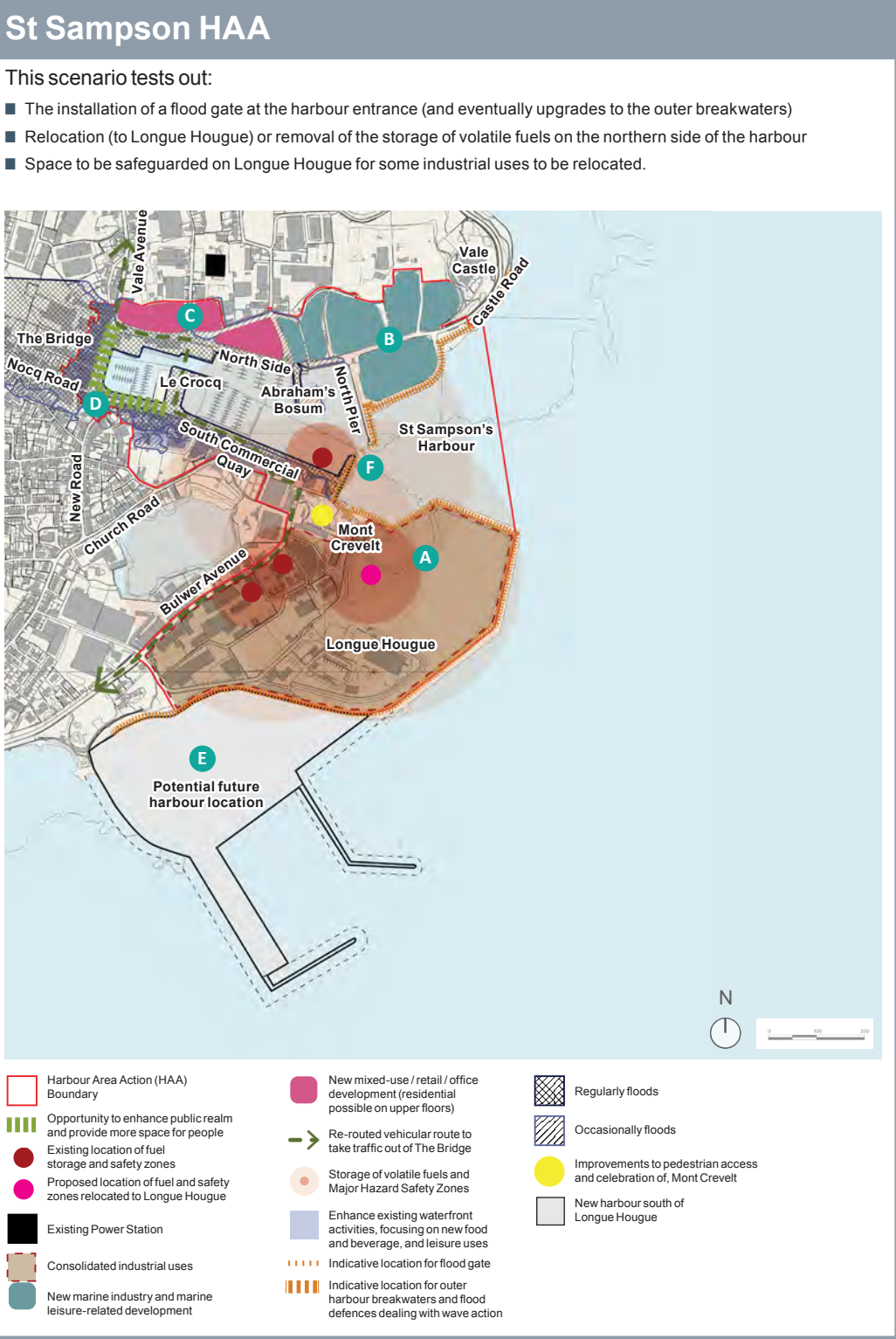
- Continued and enhanced leisure provision on the piers, and southwards past Havelet Bay
- Potential for new marine related development on St. Julian's Pier until and unless more strategic flood risk protections are put in place
- Focus on public realm improvements and more space for people along the Esplanades and as a better link between the harbour and Town
- Smaller scale opportunities for development on specific sites and that are able to deal with flood risk

Scenario B1

Short-term opportunities as a new port created is at Longue Hougue

In St Sampson, new land for the port will be required south of Longue Hougue, and some development opportunities may become available to the north side of the harbour, again these would be industrial or marine related in nature in the short term. Improvements at the Bridge could be facilitated by a new road crossing and pedestrian focus. This interim strategy starts to enable wider change.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.



- A** Industrial uses and fuel storage consolidated onto Longue Hougue peninsula, avoiding need for so much industrial floorspace in central St Sampson
- B** Marine and leisure uses remain in-situ and can be expanded in the interim or consider relocation to Longue Hougue
- C** Potential for non-residential mixed use development opportunities may change as energy and fuel needs change
- D** Opportunity to enhance The Bridge area if through traffic removed
- E** Potential location and extent of new harbour operations if they are moved from St Peter Port to a new dedicated facility at Longue Hougue (although noting this will take time to deliver)
- F** Installation of new flood defence walls around the harbour would be too disruptive, impactful and costly. Therefore a flood gate at the entrance to the harbour (early provision of part of a long term solution) would be the most viable solution, combined with some work on the existing breakwaters.

Benefits of this option could include:

- A potentially efficient mitigation against flood risk, bringing protection to the entire harbour through the introduction of a flood gate.
- Unlocking development potential on the north side of the harbour primarily for additional industrial uses and over time more intensive uses as fuel storage needs change and flood mitigation brought forward
- Space for new public realm along The Bridge facilitated by new bridge crossing over the harbour
- Opportunity to consolidate/unify marine industry and storage uses between new port and Longue Hougue

Scenario B2

Longer term change and growth facilitated by a new port at Longue Hougue and other key relocations

By moving the port operations (either to a new harbour south of Longue Hougue, or further eastwards in St Peter Port), and introducing permanent long-term flood defences, St Peter Port is now able to accommodate significant change and development opportunities on North Beach/St Julian’s Pier. This allows for new development in the location of the former port operations area and car parking below the new raised public realm level and could provide a new neighbourhood.

Key principles

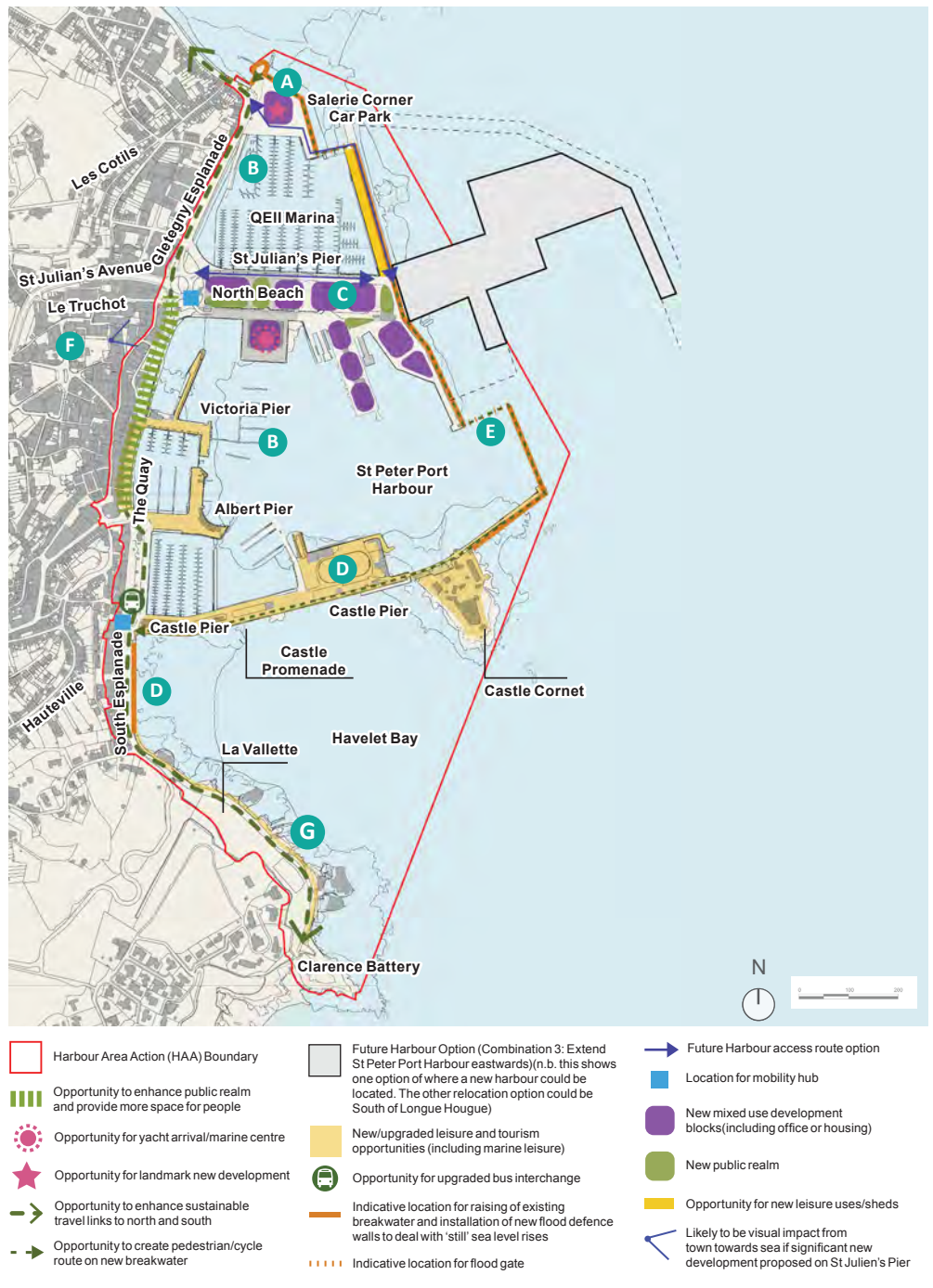
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Relocated fuel storage and consolidated marine industry frees up land at St Sampson
- Focus for tourism and visitor activities on Castle Pier and Albert and Victoria Piers
- Strategic flood defences need to be in place to facilitate investment
- New harbour for port operations at Longue Hougue create opportunities for investment in St Peter Port
- Significant new development to support both towns including homes, employment and commercial uses

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- The relocated port activities and strategic flood defences create strong potential for mixed use development focussed on North Beach/former harbour area/Salerie Corner above car parking and with new public realm and potentially reorganised vehicular access to the piers
- Possible additional land reclamation opportunities around former harbour/flood defences
- Significant reduction in visible surface car-parking at North Beach



- A** With permanent flood defenses, opportunity for landmark leisure use (with possible deck for parking) at Salerie Corner
- B** Marinas, piers and esplanades protected long-term from flooding
- C** Opportunity for new high quality mixed-use neighbourhood, with landmark elements. Vehicular access would need to be retained to the relocated port to the east
- D** Permanent flood defenses allow an expansion of provision of tourism/leisure facilities
- E** New outer harbour breakwater and flood gates maintain marina operations for all including potential for walking route around outer harbour
- F** New development likely to have townscape/heritage/visual impacts which will need to be carefully managed
- G** Tourism and leisure focus along La Vallette, helped by better pedestrian environment

Benefits of this option could include:

- Opportunity for a new high-quality mixed-use development in both harbour action areas
- Reinforce leisure and visitor opportunities
- Opportunity for an enhanced arrival experience from the water and views to east
- New public realm and reduction in surface car parking allows people to benefit from the waterside location
- Long-term flood protection would need to be in place, provides wider benefit along Esplanades

Scenario B2

Longer term change and growth facilitated by a new port at Longue Hougue and other key relocations

In St Sampson, new land for the port will be required south of Longue Hougue, and this, together with consolidation of marine industries and fuel storage would create mixed use development opportunities to the north side of the harbour. This south facing, waterfront development could provide a focus for mixed uses including restaurants and other places to spend time and appreciate the water front.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

This scenario tests out:

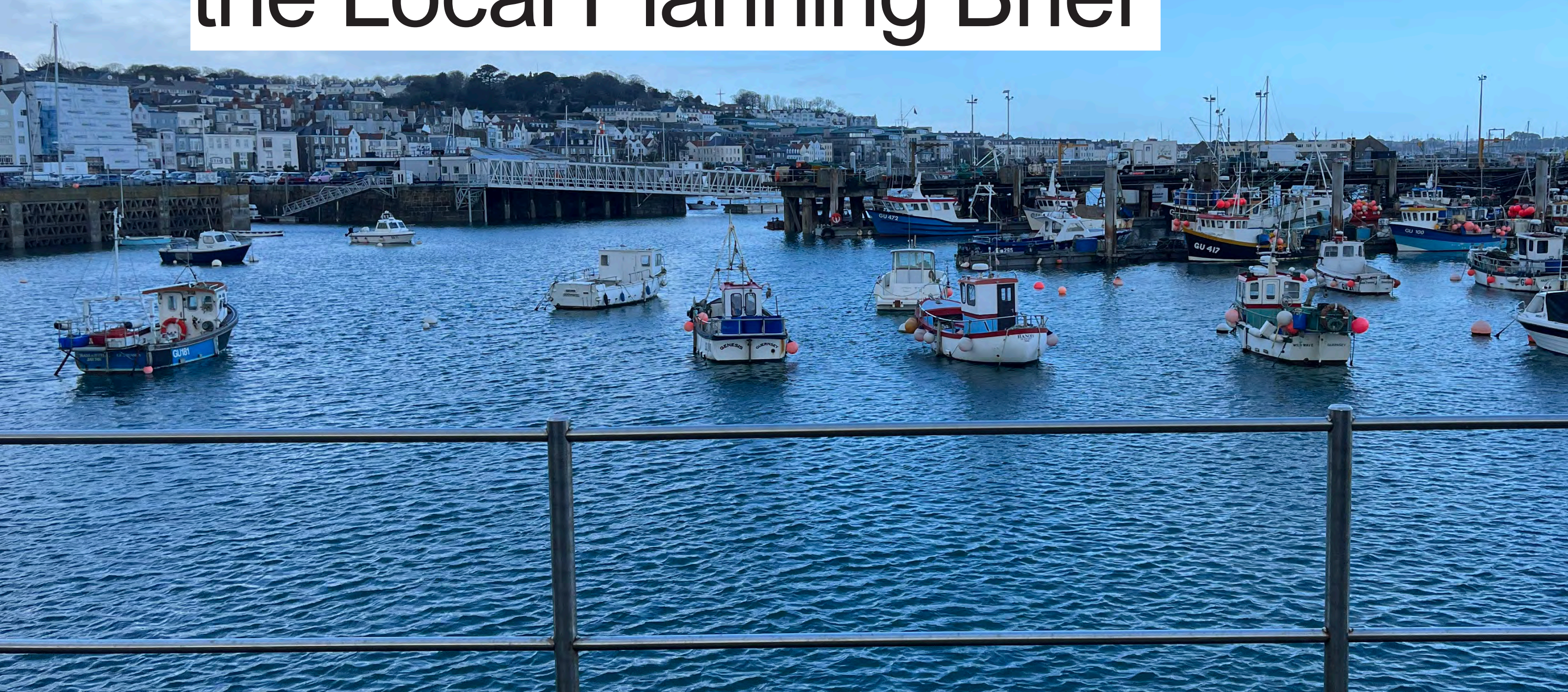
- Strategic long-term flood defence measures and relocated fuel storage/power station enabling significant change to the north site of the harbour for mixed use development including new homes and jobs
- Industrial uses from North Side to be relocated to Longue Hougue as a consolidated marine industry focus next to the new harbour with some marine industrial uses retained where operational benefit
- New crossing over harbour means through-traffic and larger vehicles can be moved from the Bridge.



- A** Significant new mixed use development opportunities for residential, commercial and related development providing high quality new quarter
- B** Vehicular route for general traffic and HGVs re-routed to avoid The Bridge
- C** Industrial uses, marine industry, and fuel storage consolidated onto Longue Hougue peninsula, avoiding need for so much industrial floorspace in central St Sampson
- D** Location and extent of new harbour operations if they are moved from St Peter Port to a new dedicated facility at Longue Hougue
- E** Installation of new flood gate at the entrance to the harbour, combined with upgrades to the existing breakwaters.
- F** Sub-option where new breakwater and flood gate built further out, meaning a larger new area for large leisure craft could be created (and retained access for fuel delivery)
- G** Fuel storage relocated to Longue Hougue industrial area, enabling development on the northern side of the harbour

- Benefits of this option could include:
- Major development opportunities on the north side for residential and mixed uses with water views
 - A new mixed-use neighbourhood with new leisure uses, restaurants, cafés and public realm
 - Better segregation between heavy industrial and residential uses and traffic
 - Opportunity to consolidate/unify uses between new port and Longue Hougue
 - Long-term flood mitigation supports both existing uses and wider areas

9 Monitoring and Review of the Local Planning Brief



9 Monitoring and Review of the Local Planning Brief

This LPB has been prepared ahead of several major strategic decisions that are likely to be made during its lifespan. Such decisions fall outside the LPB however they are directly relevant to the policy framework set by the LPB. It is therefore necessary to consider how monitoring of the LPB will adequately consider the changes brought about by these decisions and by the passing of time that impacts the relevance of all land use planning policy.

Because adoption of the LPB will come before such major decisions can be agreed it has been necessary to prepare a LPB which acknowledges a range of decisions and scenarios to assist the planning applicant in understanding how such scenarios might affect the way policies are interpreted throughout the duration of the LPB.

Section 8 of the LPB sets out how LPB policies should continue to be understood as decisions are made over the 10-year duration of the LPB. However, such an approach comes with limitations and as decisions are made the LPB may benefit from a formal review to refine policies in accordance with the full detail of these major decisions.

Focused 5 year review and monitoring questions

In order to ensure the LPB provides accurate and effective policies and guidance, it will be necessary to build in a specific review point during the 10-year lifespan of the LPB. This will be a focused review primarily concerned with the continuing effectiveness of the LPB in light of recognised strategic decisions not made at time of adoption.

Such a focused review should be undertaken no later than 5 years after adoption of the LPB. The review will need to consider the following questions which are in accordance with the questions set out in the table in paragraph 8.1 and section 3 of the LPB. They are as follows:

- Has a decision been made on the location of a Future Harbour?
- Has a decision been made regarding strategic flood defences for the east coast of the Island?
- Has a decision been made about whether a new pool marina will be developed in St Peter Port?
- What is the status of the power station and the extent of fuel storage within the Major Hazards Public Safety Zones? Has any fuel storage moved to other locations?
- Have any decisions been made about the management of car parking within the boundaries of the HAAs?
- Have the States made any other major strategic decisions with direct relevance for the HAAs and the policies within the LPB?

The review will consider these questions and the extent to which they necessitate modification to the adopted policies. Where modification is necessary a formal review to the LPB may be undertaken.

Monitoring report

A monitoring report will be prepared as part of the focused LPB review. The report will consider whether policies in the LPB remain effective in light of whether or not major strategic decisions have been made. It will then make a recommendation about whether the LPB should be subject to formal review. If deemed necessary as part of the monitoring report, any amendments to the LPB will need to be prepared in line with the Land Planning and Development (Guernsey) Law, 2005, and the Land Planning and Development (Plans) Ordinance, 2007.

Consultation

Effective monitoring will require input and feedback from the relevant States' Committees and stakeholders. As part of the focused review the Authority should liaise with committees and stakeholders to gather a comprehensive understanding of the answers to the monitoring questions above.

10 Glossary



10 Glossary

Definitions

Active and sustainable travel – Generally refers to the use of public transport, walking and cycling, but can also include micro mobility (scooters and e-bikes).

‘Bad Neighbour’ Uses – Existing uses/infrastructure that is not complementary to an enjoyable, safe, and healthy place to live. For example, the power station or fuel storage containers.

Blind Industrial Frontage – an inactive frontage that has no activity windows or presence onto the street.

Conservation Area – Defined in accordance with Schedule 2 of the Land Planning and Development (Guernsey) Law, 2005. It means an area identified in the Island Development Plan as being of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance by the application of relevant provisions of the Law.

Decarbonisation – Removal or reduction of carbon dioxide (CO2) output into the atmosphere.

Development – Defined in accordance with Section 13(1) of the Land Planning and Development (Guernsey) Law, 2005, this includes the carrying out of building, engineering, mining or other operations in, on, over or under land and the making of any material change in the use of any building or other land.

Environmental Impact Assessment – as defined within Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007. This involves the carrying out of steps necessary to assess the environmental effects of certain development or development plan policies in accordance with the requirements set out in the Ordinance.

The Esplanades – The area within St Peter Port generally comprising the area at the waterfront, made up of the roads North Esplanade, South Esplanade and Gategny Esplanade.

Future harbour – Refers to the process that SOG are undertaking to determine the future harbour requirements and the potential for these to be expanded/relocated. Further information available here: <https://www.gov.gg/futureharbours>.

Green Infrastructure – a network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity

Harbour Action Areas or HAAs – Designated areas on the identified within the Island Development Plan which cover the harbours of St. Peter Port and St. Sampson and their quayside environment within which a co-ordinated approach will be adopted to the planning of development to secure inward investment which will enhance and promote social, economic and environmental objectives.

Heritage – Buildings, landscapes, culture or artefacts that have been handed down through the ages and are generally recognised by the community as being of some significance.

Inert Waste – Waste which is neither chemically nor biologically reactive and will not decompose. Examples of this are sand and concrete.

Infrastructure – The basic physical structures and large physical networks needed for the functioning of a modern society

Local Planning Brief – As defined in the Island Development Plan, a Local Planning Brief is a statutory document prepared by the Authority to address planning issues within a locality or where a particular form of development is proposed where there are strategic land use implications for a particular site or area

Lo-Lo Yard – Refers to ‘Lift-on, Lift-off’ method of loading on to a ship at a port, relying on vertical loading of freight. This is usually loaded via crane onto land, and is generally used for larger unitised freight.

Major Hazards Public Safety Zone – An area consisting of the Consultation Distance and Development Proximity Zone around major hazard installations. The purpose of the zone is to manage and limit the number of people who may live, work or congregate close to hazardous sites in order to limit the consequences of any accidents to the public and to ensure that new development does not significantly worsen the current situation should a major accident occur.

Marine Industry / Economy – Businesses that are directly associated with, or require access to, water. This might include boat yards, fishing activities, or marine research.

Marine Leisure – Leisure activities associated with, or requiring, direct water access. This might include fishing, kayaking, model boating.

Meanwhile Use – Meanwhile Uses occupy vacant or underutilised premises, sites or spaces on a temporary basis

Mixed use development – Developments that include a variety of uses such as residential, offices, light industrial, leisure and community facilities with no one principal / main use.

Mobility Hubs – Interchanges where public transport, active transport (cycling and walking), and shared transport (car clubs, bike share and future modes such as e-scooters) come together, sometimes along with community facilities.

Port – Means the operational harbour facilities on St Julian’s Pier in St Peter Port and serving both the delivery of good and people to and from the island by boat. This may include the landing areas and facilities serving ferries, cargo vessels and related infrastructure such as border and customs and facilities for passengers.

Proposals Map – The map (or maps) attached to and forming part of the Local Planning Brief (LPB) that show(s) where each of the proposals and policies in the LPB will be implemented or applied.

Public Realm – Those areas where the public can gain access for the purpose of passing through, meeting, visiting and spending leisure time. It generally includes publicly owned streets, pathways, right of ways, parks and publicly accessible open spaces such as squares and quayside areas.

Resilience – the quality of being able to return quickly to a previous good condition after problems

Ro-Ro Ramp – Stands for ‘Roll-on, Roll-off’, which is a method of loading and unloading a ship. This is enabled by built-in ramps that allow transport trucks or cars to drive on and off on the deck of a boat.

Strategic Land Use Plan (SLUP) – It is a statutory document prepared by the Committee for the Environment & Infrastructure and adopted by the States which considers the land use planning implications of the strategic objectives of the States and sets out guidance and directions to the Authority to guide the preparation of new Development Plans and other statutory plans in order to achieve those strategic objectives.

The Bridge – Colloquial name for the area surrounding St Sampson harbour

The States – The States of Guernsey. The Island’s Government

Town – Colloquial name for the town of St Peter Port.





STATES OF GUERNSEY

**The Land Planning and Development (Guernsey)
Law, 2005**

**The Land Planning and Development (Plans)
Ordinance, 2007**

**The Land Planning and Development (Plans Inquiry)
Regulations, 2008**

PUBLIC INQUIRY

**THE DRAFT LOCAL PLANNING BRIEF FOR THE HARBOUR
ACTION AREAS OF ST PETER PORT AND ST SAMPSON**

**REPORT OF THE INSPECTOR TO THE DEVELOPMENT AND
PLANNING AUTHORITY**

by

Mr Philip Staddon BSc, Dip, MBA, MRTPI

27 JANUARY 2025

Abbreviations used in this report

ABI	Area of Biodiversity Importance
DPA	Development and Planning Authority
EIA	Environmental Impact assessment
IDP	Island Development Plan
HAA	Harbour Action Area
LPB	Local Planning Brief
SLUP	Strategic Land Use Plan
SoG	States of Guernsey
SSS	Site of Special Significance
STSB	States Trading Supervisory Board (on behalf of Guernsey Ports)

Non-technical summary

My name is Philip Staddon. I am an independent Planning Inspector. I have been appointed by the States of Guernsey to conduct a Public Inquiry into the Local Planning Brief (LPB) for the Harbour Action Areas (HAAs) of St Peter Port and St Sampson.

In conducting the Inquiry, my role was to assess whether the LPB has met all procedural and legal requirements, and whether it is 'sound' in planning terms. I can recommend making modifications to the draft LPB if I consider that to be appropriate and necessary.

The LPB is an 83-page document which includes text, illustrations, policies, and plans covering the 2 HAAs. Detailed LPB chapters cover: its purpose; policy context; scope; background history and analysis; consultation; vision and objectives; development themes and policies, including Proposals Maps for each of the harbour areas; and delivery and indicative development scenarios. The LPB is supported by a set of evidence base documents on a range of matters, including transport and flood risk.

The Inquiry into the LPB was conducted in stages, with 2 distinct rounds of formal public consultation, followed by Inquiry Hearing sessions. I have considered all written submissions and contributions made at the Hearing sessions. These were drawn from a broad spectrum, and included views from local residents, government committees and bodies, politicians, interest groups, and industry representatives.

My overall finding is that the LPB is a very good and well written planning document. It provides an appropriate vision and planning policy framework for future development in the HAAs, where there are many competing demands and considerable regenerative opportunities.

However, for a Planning Brief, the LPB is rather high level and strategic and does not allocate any specific development on any specific site. This is largely a consequence of currently unmade major decisions, including those related to the Future Harbour, strategic flood defences and parking strategy. Whilst the LPB approach is appropriate now, it will need to be reviewed in the light of those big decisions being made. I recommend that a review mechanism and provisional timetable be included.

I have found all of the policies within the LPB to be acceptable in planning terms, with some being subject to recommended amendments. One notable amendment, which I consider is required to ensure soundness, is to revise a policy that addresses car parking, and I recommend that it should be expanded to explore a reduction in overall parking numbers, notably in the St Peter Port HAA, in the interests of sustainable transport and to potentially create more new opportunities within the HAAs.

I make a range of other recommendations and refinements, many of which have been put forward by the Development and Planning Authority. Subject to my recommended amendments, the LPB will be a sound planning document, and should be adopted.

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Appendix 1: Schedule of recommended modifications

INTRODUCTION AND BACKGROUND

Inspector and appointment

1. My name is Philip Staddon. I am a chartered town planner with over 35 years' relevant experience across the planning and development industry, in both public and private sector roles.
2. I am an independent Planning Inspector. I have practised as a Planning Inspector in England and in Jersey, and undertaken a number of complex Hearings and Public Inquiries. I have particular experience in the field of major developments and regeneration proposals, including within complex waterside settings.
3. I have been appointed by the States of Guernsey (SoG) to undertake a Public Inquiry into the draft Local Planning Brief (LPB) for the Harbour Action Areas (HAAs) of St Peter Port and St Sampson.

Guernsey's development plan, the HAAs, and the LPB requirement

4. Guernsey has a 'plan led' system to guide future development in the island. The current plan is the Island Development Plan (IDP) which was adopted by the SoG on 2 November 2016. The IDP is a document which is legally required to be consistent with the Strategic Land Use Plan (SLUP), which is the SoG high-level spatial planning framework.
5. The IDP sets out the land use policies and matters that must be taken into account by the Development and Planning Authority (DPA) when making decisions on planning applications. As a general rule, development proposals that are in line with the IDP policies will be permitted, and those that are in conflict with it are likely to be refused.
6. The IDP includes a proposals map which identifies 2 'Harbour Action Areas', one covering the harbour area of St Peter Port, and the other St Sampson. The IDP requires, through its Policy MC10, the preparation of a LPB to cover these areas.
7. A LPB is a document which addresses planning issues within a locality in more detail. LPBs are usually required where there are strategic land use implications and policy issues that need to be resolved for a defined area. LPBs can contain new policies and proposals, but they must be consistent with the SLUP and the IDP. Once a LPB is adopted, its policies and proposals become important considerations in future planning decisions.
8. However, before a LPB can be adopted, there are legal and procedural requirements that must be followed. Public consultation forms an important part of this process. The Law also requires that a Public Inquiry must be held and conducted by an independent Planning Inspector.

THE DRAFT LPB

9. The LPB is an 83-page document which includes text, illustrations, policies, and plans covering the two HAAs. There is an executive summary at the front of the document. A shorter 'extract' version is also available.
10. Detailed chapters cover: the LPB and its purpose; the LPB policy context; the scope of the LPB; background history and analysis; consultation; vision and objectives; development themes and policies, including Proposals Maps for each of the harbour areas; and delivery and indicative development scenarios.
11. The LPB is supported by a set of appendices, which include evidence base documents covering the following matters: understanding the harbours; flood risk; transport; maritime research infrastructure; future space requirements and recommendations; and a property and housing baseline review.
12. A key characteristic of the draft LPB is that it is a high-level strategic document and at the opposite end of the spectrum from a more detailed 'masterplan' type planning brief.
13. Indeed, the LPB does not set out to allocate specific sites for specific types of proposals, although some possible developments and their locations¹ are shown indicatively.
14. Rather, it sets out a strategic framework and a set of criteria-based planning policies that are, collectively, intended to create new opportunities for development and to guide its location, form, and quality to achieve the best planning outcomes. This strategic characteristic of the LPB is a feature that I will return to throughout this report.

¹ For example, the proposals maps on pages 68 and 69 show indicative decked parking, mobility hub, and landmark opportunity zone locations.

THE INQUIRY

The Inquiry stages

15. The Inquiry was conducted in distinct stages. These were:

Stage 1 – Initial Representations

This provided an opportunity to make written comments on the LPB. It ran from 9.00am on Tuesday 17 September 2024 to 5.00pm on Monday 14 October 2024 inclusive. A total of 29 submissions (from 20 Representors) were made during this stage. These were drawn from a broad spectrum, and include local residents, government committees and bodies, interest groups, and industry representatives.

The list of Representors at this stage is set out below:

Committee for Employment and Social Security

Committee for the Environment and Infrastructure

Deputy Rob Prow – President of the Committee for Home Affairs

R. Leale (Constables of the Vale)

A. Merrett (Lovell Ozanne Architects)

D. Pooley

M. Jeffreys

S. Keen

T. Moore (St Peter Port Douzaine)

The Constables of St Peter Port

T. Sargent (Guernsey Water)

M. Cunningham

A. Joy (Guernsey Financial Services Commission)

J. Jennings (Nature Commission)

J. Watts (Watts Property Consultants Ltd)

A. Williams (Guernsey Health Improvement Commission)

A. Bates (Guernsey Electricity Limited)

C. Le Ray (States Trading Supervisory Board on behalf of Guernsey Ports)

C. Crew (Collas Crill)

Deputy J. Gollop (Living Streets and Independent Deputy) (2 representations submitted)

Stage 2 – Further Representations

This stage provided an opportunity to respond to, and comment on, written comments made by others during Stage 1. It ran from 9.00am on Monday 4 November to 5.00pm on Monday 2 December 2024 inclusive. A total of 2 further representations were received in this stage.

J. Jennings (Nature Commission)

C. Crew (Collas Crill)

Stage 3 – Inquiry Hearing sessions

In this stage, I conducted a structured discussion of the LPB through public Inquiry Hearing sessions. Through stages 1 and 2, a total of 8 Representors indicated a wish to speak at this Hearing sessions stage. I invited Representors to address me in person to explain their views, and comment on the views of others. The Inquiry Hearing sessions took place on Monday 16 December 2024.

16. At the Hearing sessions, the DPA was represented by Ms C. Barrett and Mr D. Mackay. Representors who attended and spoke at the Hearing were: J. Watts; C. Crew; A. Merrett; Deputy Roffey; D. Wright; G. Davis; Deputy Gollop; Deputy de Sausmarez; Deputy Gabriel; and K. Watson.
17. I record my thanks to the following officers who organised and supported the Inquiry and ensured its smooth running: Ms Anita Walker; Mr Luke Bourgaize; Ms Toni Airley; and Mr Steven Edwards.

Inspector's role in conducting the Inquiry

18. My role is to assess whether the LPB satisfies procedural and legal requirements, including whether it passes the tests of 'soundness'. In layperson's speak, this test means judging whether the LPB is a good planning document that should become part of the IDP, and be used to guide future development in the HAAs. In somewhat more technical planning terms, a policy document such as the LPB would be considered 'sound'², if it was found to be:
 - a. positively prepared;
 - b. justified;
 - c. effective; and
 - d. consistent with higher level Guernsey strategy and policy, notably the SLUP and IDP, and any other relevant adopted strategies and policies that have land use planning implications.

² These criteria are based on tried and tested principles used in examining development plan documents.

19. This 'test of soundness' is clearly a very wide-ranging exercise, and a matter of planning judgement.
20. At the end of the Inquiry process, if my assessment is that the LPB is unsound, I would recommend that it be withdrawn and that a new LPB be prepared. However, if I judged it to be sound, or could be made sound with some recommended modifications, I would make a positive recommendation and specify any modifications required.
21. My recommendations are advisory and not binding, and it will be a matter for the DPA and the SoG to consider them, and decide whether they should be followed.

DPA Proposed Modifications

22. The production of the LPB has been an iterative process and that process has continued through the examination and Inquiry stages. In that process the DPA has responded to representations and sought to identify and address any matters of consistency and clarity in the draft document.
23. This has led to the DPA's preparation and submission to me of a document which sets out a Schedule of 36 amendments (labelled A1 - A36) that it supports and requests my endorsement of. I refer to these proposed amendments later in this report.

Site inspections

24. I undertook detailed site inspections of the HAAs and their context over 2 days in early September 2024. I also have some earlier experience of visiting the St Peter Port HAA. The September site inspections were extremely thorough and informative, and I believe that I visited all relevant land and features in the HAAs, and their surroundings.
25. I do not claim for a moment that these inspections make me an 'expert' in the complex workings of the HAAs, but that is not necessary for the purposes of conducting this Inquiry. More importantly, it does mean that I have a good familiarity with the HAAs component parts, and this has greatly assisted my understanding of the LPB and the representations made. These include submissions from those with significant knowledge, experience and passion for the HAAs' importance and value to Guernsey's past, present, and future.

PROCEDURAL AND LEGAL MATTERS

The Ordinance and Regulations

26. This Inquiry has been conducted in accordance with the Land Planning and Development (Plans) Ordinance, 2007 and The Land Planning and Development (Plans Inquiry) Regulations, 2008 (the Regulations). These set out my functions and powers, and the rules concerning announcements, submissions to and appearance at the Inquiry, along with its timetable and other related matters.

Core Documents

27. For the avoidance of doubt, the core LPB documents that I have reviewed and assessed through this Inquiry are:

Local Planning Brief St Peter Port and St Sampson Harbour Action Areas (Submission Draft) (September 2024)

Appendix 1: Consultation Summary and appendices

Appendix 2: List of relevant documents reviewed

Appendix 3: Local Planning Brief EIA screening request letter and opinion

Appendix 4.1: Understanding the harbours (Tibbalds Planning and Urban Design)

Appendix 4.2: Flood Risk Evidence Base (Expedition Engineering)

Appendix 4.3: Transport Research Report: Parts 1 and 2 (Momentum Transport Consultants)

Appendix 4.4: Maritime Research Infrastructure Summary (Beckett Rankine)

Appendix 4.5: Guernsey Harbour Action Areas: Future Space Requirements and Recommendations (Fisher Advisory)

Appendix 4.6 Property and Housing Baseline Review (Aspinall Verdi)

Inquiry Hearing sessions – postponement and rescheduling

28. The Hearing sessions were originally due to be held on Tuesday 10 December 2024, but widespread travel disruption as a result of Storm Darragh led to a need to reschedule. This was undertaken in consultation with the participants, and I am satisfied that no matters of unfairness arose from this rescheduling, as all qualifying parties were able to attend on the rescheduled date of 16 December 2024.

Environmental Impact Assessment (EIA) Screening

29. The LPB was subject of an EIA screening request³ and opinion under the Ordinance⁴. The opinion was that the LPB would not require an EIA to be undertaken, principally because the LPB itself does not actually propose any particular development. I return to this point later.

The IDP focused review

30. The LPB Inquiry has taken place in parallel with an ongoing focused review into the IDP. I have noted the scope and detail of that focused review, and I am satisfied that it does not have a direct bearing on the LPB, such that the pursuit of the LPB at this time might be considered premature or otherwise problematic.

³ Appendix 3: Local Planning Brief EIA screening request letter and opinion

⁴ The Land Planning And Development (Environmental Impact Assessment) Ordinance, 2007

INSPECTOR'S ASSESSMENT

31. I have made my assessment of the LPB under identified 'Matters', alphabetically labelled A – M. These begin with procedural/legal compliance, and then track through the document, with particular attention to the draft policies and Proposals Maps. I then explore a range of other matters, before reaching conclusions and my recommendations. Where appropriate and relevant, I have included the consideration of any representations, challenges, and suggestions for change. Where I reach key examination findings, these are highlighted in **bold** text, for clarity and ease of reference.

MATTER A – PROCEDURAL COMPLIANCE

32. At the Inquiry Hearing sessions, the DPA officers confirmed to me that all procedural and legal requirements in terms of announcements, consultation and publicity, had been complied with. These requirements are those set out under Land Planning and Development (Guernsey) Law 2005 (notably sections 10 and 11); The Land Planning and Development (Plans) Ordinance, 2007 (notably sections 3, 4, 5 and 8); and The Land Planning and Development (Plans Inquiry) Regulations, 2008 (notably regulations 3, 4 and 5).
33. The key dates of notices, consultation periods, and publications are summarised below:

24 August 2023 – Notice of intention to prepare the LPB

18 March 2024 to 12 April 2024 – Pre-publication consultation

17 September 2024 to 14 October 2024 – Initial representations consultation

4 November 2024 to 2 December 2024 – Further representations consultation

2 September 2024 – Certificate of consistency with SLUP was confirmed by the Committee for the Environment & Infrastructure

Guernsey Gazette publication dates of Public Notices

24 August 2024 – Notice of Intention to prepare the LPB

17 September 2024 and 24th September 2024 – Notification of publication of the draft LPB

17 September 2024 – Notice of Planning Inquiry into the draft LPB

4 November 2024 – Invitation to Submit Further Representations

34. **I am satisfied that all procedural and legal requirements in terms of announcements, consultation and publicity, have been complied with.**

MATTER B – STRATEGY AND POLICY CONTEXT

35. The production of the LPB is instructed by the IDP and, should it be adopted, its policies and proposals become important considerations in future planning decisions. It follows that, to be sound, the LPB must have a good 'fit' with the parent document and not challenge or create tensions with it, or the higher-level SLUP.
36. With regard to the SLUP, its consistency has been assessed by the relevant committee. At its 2 September 2024 meeting, the Committee for the Environment and Infrastructure considered the draft LPB, including its 6 themes and 18 policies. The committee confirmed that it considers the policies contained within the LPB to be consistent 'with the directions of the SLUP'⁵. I share that view.
37. With regard to the IDP, I assess that the LPB is similarly consistent with its strategy and policies. Whilst I explore more detailed policy matters and nuances under the topic-based themes, at a strategic level, I am satisfied that there is nothing within the LPB suite of policies that jars with the IDP. Indeed, there is much that evidences a consistency with IDP policies, and the adding of appropriate detail for inclusion in a planning brief.
38. **At a strategic level, I find the draft LPB to be consistent with the SLUP and the IDP.**

MATTER C – LPB SCOPE (CHAPTER 3)

39. Closely linked to the 'fit' of the LPB with the high-level strategies and policies contained in the SLUP and IDP, is its defined scope.
40. Chapter 3 of the LPB covers its scope and gives a candid and thoughtful discussion of what falls within its remit and, equally importantly, what sits outside its scope. It is quite a complex and dynamic phenomenon, as the scoped-out matters include some significant decisions on major infrastructure that may be made in coming years. These may have quite profound implications on the 2 HAAs and, indeed, the island as a whole.
41. The biggest of these unknowns relates to the Future Harbour proposals, and whether one of the most likely locations will be pursued and, if so, whether it would relocate some, or all, of the port facilities to the new location.
42. Another very significant scoped out matter relates to strategic flood risk mitigation infrastructure. Whilst the LPB appendices include expert up to date evidence highlighting significant flooding risks in both HAAs, with particular concerns for existing properties in St Sampson, it does not select

⁵ The wording used in the Committee President's confirmatory letter dated 7 January 2025

and support any specific mitigation option. These matters are scoped out on the basis that they will need to be picked up by the SoG through a strategic flood risk mitigation strategy, although no timescales are identified. I explore these matters more fully under Matter J.

43. Other scoped out matters include land reclamation; the timescale for completion of Longue Hougue for the storage of inert waste; specific land uses on specific sites; a potential landing site for a tunnel linking to Jersey and to France; and decisions about the Pool Marina proposal and its optimum location within the St Peter Port HAA.
44. There are clear and good reasons for the LPB's definition of its scope in the manner set out in its chapter 3. Indeed, planning briefs routinely need to address uncertainties and matters that are 'bigger than Planning' and, indeed, may require once in a generation political decision making.
45. However, the number and significance of the strategic uncertainties in this case is unusually complex. There are consequences for the LPB in seeking to navigate around these quite profound, scoped out, issues. It means that the LPB scope inevitably ends up being rather more high level and strategic than might normally be expected for a brief covering defined geographical areas. Indeed, this is reflected in the EIA screening opinion which, in essence, finds that as the LPB does not actually propose any specific development, it does not require an EIA. However, there can be little doubt that key projects that will be necessary or desirable to achieving the LPB vision will be EIA development.
46. The DPA appears to be cognisant of this complex backcloth and is keen to get the LPB in place. It considers that it would be wrong to delay progressing the LPB until some of the big decisions were made. I agree, and consider that a strategically scoped brief, which provides the flexibility to enable and facilitate progress in the HAAs, is timely and appropriate.
47. However, it is important to recognise that such an approach could suffer from a lack of detail and precision in future years. What is abundantly clear to me is that, had big decisions on strategic matters been made, such as those concerning the Future Harbour and strategic flood defences, the LPB would be a very different document. It would be more focused, detailed and sharper, and more likely to address some of the currently scoped out issues, most notably which specific uses are proposed on which specific sites, these being matters that a planning brief would often address.
48. **I have no hesitation in finding the scope of the LPB to be sound at the current time.** However, I do have a concern that, once major strategic decisions are made, which may occur well within its intended 10-year period, the LPB could be rendered out of date, and lacking the

necessary detail and effectiveness. This is a matter that has implications for monitoring and review, which I discuss under Matter M.

MATTER D – VISION AND OBJECTIVES (CHAPTER 6)

49. Chapter 6 of the LPB sets out an overall vision and specific visions for each of the HAAs, with these being supported by a series of objectives, which are presented under 6 themes.

50. The overall vision states:

Both St Peter Port and St Sampson will be resilient, thriving working harbours into the long term which service the island and enable the broadest range of residents and visitors to:

- *enjoy the waterside location;*
- *access shops and work in the towns; and*
- *move around safely and efficiently.*

51. The St Peter Port HAA vision states:

St Peter Port will retain its strong character - formed from its built heritage and strong maritime infrastructure.

As a working harbour it will welcome people and goods in a harmonious and efficient way, with adequate space for all activity and a division of incompatible uses. It will be a pleasant place where people spend time enjoying the waterside, visiting bars, restaurants and cultural attractions both outdoors and in.

The harbour will meet the needs of islanders and tourists alike with walking, cycling and public transport the easiest ways to move around. The improvements made will have enhanced the area making St Peter Port a strong and resilient harbour all year round

52. The St Sampson HAA vision states:

St Sampson will continue to operate as a working commercial harbour, with a greater sense of harmony for all users and visitors. The Bridge will develop as a convivial centre where people can access everyday needs and spend time.

The unique character of The Bridge will be retained and enhanced to act as the heart of the community. Visiting St Sampson will become easier by whichever means people choose to arrive, and parking will meet the needs of local people. The independent shops and facilities that support a resilient and thriving community will be protected.

Industrial uses will be safeguarded for employment, but gradually moved away from the inner harbour to enable better access to the water for

marine related uses, mixed use development, including housing, and leisure activities.

53. The 6 identified themes are:

Theme 1: Resilient harbours and infrastructure

Theme 2: Supporting the marine sector to provide jobs and leisure opportunities

Theme 3: New and expanded uses and activities within the HAAs

Theme 4: Culture, heritage, tourism and leisure

Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around

Theme 6: Climate resilience and the natural environment

54. The DPA proposed amendments Refs A8, A9 and A10 address some matters of consistency and clarity, and are acceptable.
55. **I regard the overall vision, the 2 specific HAA visions, and the 6 identified themes, subject to the DPA amendments Refs A8, A9 and A10, to be positive, ambitious, well grounded, comprehensive, informed by evidence and consultation, and appropriate.**

MATTER E – THEME 1: RESILIENT HARBOURS AND INFRASTRUCTURE

56. The theme of 'Resilient Harbours and Infrastructure' is a strong and positive one, well grounded by the evidence. The theme is supported by Representors and not subject to any challenge.
57. Indeed, I have received and heard insightful submissions from the States Trading Supervisory Board (on behalf of Guernsey Ports) (STSB) and have noted its support for recognising this matter as a theme in its own right, and its observation that protecting commercial harbour activity was the most unanimously agreed matter in the public consultation stages. At the Hearing sessions, Messrs D Wright (commercial manager) and J Davis (harbourmaster), made submissions concerning freight volumes, passenger numbers and the scale of vessel mooring and movements including cruise ships, visiting yachts and local craft.
58. I have noted, in particular, the contributions from Mr Wright explaining the dynamic nature of the ports' operations, the need to manage spatial conflicts between users, and the benefits that could arise from a Future Harbour proposal in addressing these matters and freeing up space.

59. I have further noted the STSB endorsement of the LPB's Appendix 4.5, which comprises the Fisher Advisory (June 2024) report assessing future space requirements and recommendations for the period up to 2050. This evidence, which informs the LPB, and the STSB's endorsement of it, are matters to which I attach considerable weight.
60. I have also taken into account the submissions made by Deputy Prow, in his role as President of the Committee for Home Affairs, who draws attention to the statutory requirements concerning security, trade and customs, and the importance of understanding these matters through detailed consultation at the outset of any redevelopment proposals. **I have noted and support the DPA's proposed amendment Ref A6, which would update the LPB wording to reflect the importance of these matters.**
61. Harbours and infrastructure resilience are fundamental issues and it is not only right that they are identified as a theme in the LPB, but that it appears as 'theme 1' in the document. This is important because, whilst the LPB seeks to facilitate change which will involve development and uses that are not directly linked with the ports' operations, the economic primacy of the commercial harbours and infrastructure must be protected.
62. There are 4 policies contained within this theme chapter.
63. **Policy 1.1** seeks to protect the port in St Peter Port. It is split into 2 parts. Part 1 covers the Secure Port Area Consultation Zone, which is shown on Proposals Map A, and it seeks to protect land and the operational needs of the port, until such time as a replacement harbour is confirmed; the policy seeks to limit development to that which facilitates ports' operations. Part 2 covers the Port Growth Consultation Zone, which is again shown on Proposals Map A, and is land that may be required for port related activities over time; the policy requires consultation with key stakeholders on any development proposals, to ensure that future ports needs are not prejudiced. **Policy 1.1 is soundly based, supported by evidence and unchallenged. No changes are required.**
64. **Policy 1.2** protects the ability to deliver the Future Harbour, including potential access routes and any land required, or areas for land reclamation. The policy would resist any prejudicial development but makes clear that, once a Future Harbour location is agreed, then restrictions would be lifted in unaffected areas. **Policy 1.2 is soundly based and sensible. No changes are required.**
65. **Policy 1.3** encourages reducing the impact of the power station at St Sampson, as one of the benefits from the transition to net zero carbon and a proposed second power cable to France. **Policy 1.4** is closely linked to policy 1.3 in seeking to support the relocation of fuel storage around St

Sampson harbour, to locations away from residential communities and areas for potential mixed-use development.

66. The submissions from Guernsey Electricity Limited (GEL) are helpful and informative. They explain that whilst more than 90% of the island's electricity is imported via subsea power cables, Vale Power Station is an important operational facility that provides supplementary power through winter months and as a backup should imported supply be disrupted. It has 10 generators, some of which are relatively new and have substantial future operational life remaining. It is also important to note that its facilities at St Sampson comprise not only the power station, but the central power control system for the whole island.
67. GEL also explains how fuel oils are imported through St Sampson harbour and transferred to bulk storage facilities. It also records risks and challenges arising from the fact that some of its assets are in flood risk locations. GEL does recognise the environmental and aesthetic challenges arising from its infrastructure and operations in St Sampson, and welcomes the opportunity to engage in long-term planning and spatial provisioning for the future of power generation and associated operations.
68. I have also considered the submissions made by the Committee for the Environment and Infrastructure, notably concerning the accuracy and content of some of the supporting text to this policy.
69. In my assessment, it is clear that, at the current time, the objectives of Policies 1.3 and 1.4 may be largely aspirational and GEL has rightly pointed out some of the real-world constraints that will limit any significant reduction in impact from the power station operations. However, the policy is sensibly worded and avoids being prescriptive. There is nothing to suggest that some progress could not be achieved in the LPB's period, and the policies do usefully record a longer-term planning ambition that is soundly based.
70. **No changes are required to the text of Policies 1.3 and 1.4. However, I support the DPA's proposed amendments to the LPB supporting text (Refs A2, A10, A11, A12, and A13) which provide greater clarity and accuracy on these matters, including the importance of energy resilience.**

MATTER F – THEME 2: SUPPORTING THE MARINE SECTOR TO PROVIDE JOBS AND LEISURE OPPORTUNITIES

71. Closely linked to the resilient harbours theme, this second theme specifically addresses the importance of safeguarding and supporting the marine industry sector. There are 3 policies contained within this theme chapter, none of which has been the subject of any specific challenge. This

is unsurprising given the widespread consensus about the importance of the marine sector, and the recognition expressed through the LPB consultation stages of the value of the 'blue' economy⁶.

72. **Policy 2.1** seeks to safeguard marine related industries and it has 2 parts. Part a) safeguards marine related industries within and around the HAAs and encourages consolidation and expansion where this is beneficial to the overall operation and effectiveness of the marine sector. Part b) specifically supports the consolidation of marine industry uses at Longue Hougue, which is identified as a location with the credentials, including direct water access, to best meet the needs of a flourishing, effective and competitive marine industry sector. **Policy 2.1 is well grounded and sensible; no changes are required.**
73. **Policy 2.2** offers specific support for the marine leisure industry, ensuring that any changes within the HAAs retain and support the harbours as a focus for marine leisure activities, and support the provision of additional marine facilities, including a potential pool marina and new facilities for visiting yachts. **Policy 2.2 is sound; no changes are required.**
74. **Policy 2.3** provides support for proposals that retain, expand or further diversify the range of smaller scale marine and water related uses in the HAAs. It specifically mentions the bathing pools at La Valette, fishing activities from piers, and swimming in Havelet Bay. Whilst this is an uncontentious policy, it is an important one, as it provides policy protection for important elements of HAA activity that are an intrinsic part of the areas' character, charm and culture. The policy does not imply 'no change' in the HAAs, but does provide a safeguard to ensure that these important elements are not lost, or diminished by change. **Policy 2.3 is well grounded and sensible; no changes are required.**

MATTER G – THEME 3: NEW AND EXPANDED USES AND ACTIVITIES WITHIN THE HARBOUR ACTION AREAS

75. The LPB's third theme seeks to provide the policy support for new and expanded uses and activities within the HAAs.
76. **Policy 3.1** provides support for 'enhancing the waterfront through diversification of the HAAs'. The policy contains 2 key parts.
77. The first part sets out the support for the principle of 'diversification' in the HAAs, but qualifies this with a list of compatibility criteria. These seek to ensure that diversification development proposals are compatible in terms of: the 'working' harbours; reinforcing the roles of the town centres (of St Peter Port and St Sampson); enhancing the HAAs as places to be; and

⁶ The term used in the draft LPB (page 32)

heritage, character and scale considerations. This part of the policy, whilst high level, successfully captures the planning objective of positive diversification, whilst grounding it within a framework to ensure that proposals are not diversification for diversifications sake, but add value in terms of planning outcomes.

78. The second part of the policy is important and explores a real-world constraint that underpins the entire LPB. This part of the policy, and the related explanatory text, are the subject of some proposed DPA amendment in the light of representations and further consideration. As originally published, the second part of draft Policy 3.1 explained that diversification needs to be considered in terms of 'short term' or climate resilient uses that can come forward ahead of comprehensive flood protection, and 'longer term' uses, such as housing, offices and restaurants, that may come forward and be deliverable in certain key locations, with strategic flood protection in place. The DPA proposed amendment to the policy wording (Ref A14), and supporting text (Ref A15), adopt a somewhat less binary approach, and this is more consistent with Policy 6.1 (which addresses flood matters in more detail), without diluting the underlying planning objective i.e., that any developments must be compatible with flood risk and mitigation.
79. **I assess that Policy 3.1 as proposed to be amended in its wording and explanatory text (Refs A14 and A15) is acceptable in planning terms.** The policy strikes the right balance in terms of establishing the positive objective of encouraging a greater diversity of uses and activities within the HAAs, whilst at the same time establishing compatibility criteria, and recognising the significant constraint presented by unmitigated flood risk. Indeed, it is quite apparent that those types of development, which are likely to achieve the most positive diversification outcomes, are unlikely to be able to proceed until comprehensive flood risk measures are secured. However, there can be little doubt that once strategic flood mitigation is agreed and programmed, more work would be needed on the types, mix and quantum of new developments, such as the number and type of homes (including affordable housing content), the amount of employment floorspace, numbers and size of restaurant uses etc.
80. **Policy 3.2** promotes 'more efficient land uses in the HAAs'. It explains that this will include supporting a reduction in single use or single level areas that are only used for limited periods of the day or year. Additional or expanded activities or land uses will be encouraged, subject to stated criteria. It would be hard to find any reason to disagree with draft Policy 3.2, as it captures a sensible planning approach to land use in the HAAs. Indeed, through my site inspections and tours of the HAAs I observed many areas of land, some quite significant, that appeared to be

inefficiently used, the most obvious being the large areas of surface parking. **Policy 3.2 is acceptable.**

81. **Policy 3.3** addresses 'creating coherent Development Zones' and identifies specific zones in each of the HAAs, which are shown on the Proposals Maps A and B.
82. For St Peter Port, 3 zones were shown in the published draft, these being: i) St Peter Port Tourism and Leisure Zone – focussing on Castle Pier/Albert/Victoria Pier; ii) North Beach Mixed Use Intensification Zone and Salerie Corner Intensification Zones; and iii) the Central Esplanades Accessibility Improvement Zone, focussed on better public realm, outside areas for existing businesses, and an improved transition between harbours and Town. In response to Committee for the Environment and Infrastructure submissions, a fourth zone, iv) Havelet Bay Green Zone is proposed for inclusion in the policy wording through the DPA amendment Ref A16, to define the primary area of green space within this HAA (the zone is shown on Proposals Map A, but not referenced in the policy wording).
83. For St Sampson, 3 zones were shown in the published draft, these being: i) The Bridge Core Mixed Use Zone; ii) North of St Sampson Mixed Use Regeneration Zone; and iii) Marine Industries, Energy and Industrial Use Zone focussed around Longue Hougue and to the south of Bulwer Avenue. A fourth zone, iv) Public Realm Impact Zone is proposed for inclusion in the policy wording through the DPA amendment Ref A17.
84. For each zone, the policy includes a broad list of priorities, functions and acceptable uses. All of the zones are well conceived and supported by the evidence, and the policy steers and guidance of acceptable development in each zone are well grounded.
85. **Policy 3.3, as proposed to be amended (Refs A16 and A17), is acceptable.**
86. Taken together, Policies 3.1, 3.2 and 3.3, provide a well grounded and soundly based approach to facilitate decision making on new and expanded uses within the HAAs. It is an inevitably high-level suite of policies, but it nonetheless serves as a valuable 'door opener' to guide a more diversified range of future uses in the HAAs.
87. There is a useful cited case study on page 57 of the LPB, which provides some detail on the Wapping Wharf development in Bristol; it serves to demonstrate the diversity of uses and high-quality public realm and architecture that is possible in waterside settings. However, it is worth noting in passing that the development largely avoids flood risk areas for

vulnerable uses, and is part of a masterplan development approach, i.e. a level of detail not contained in the draft LPB.

MATTER H – THEME 4: CULTURE, HERITAGE, TOURISM AND LEISURE

88. The draft LPB contains 2 policies relating to the theme titled 'culture, heritage, tourism and leisure'.
89. **Policy 4.1** supports 'expanding tourism and leisure' in the HAAs through a range of listed measures, which include new and expanded attractions and uses; new signage and communications; and improvements for the experience for those arriving by sea. The DPA amendment Ref A18 would add the term 'visitor accommodation' to the uses to which the policy support would apply.
90. Policy 4.1 is uncontentious and serves a good planning purpose, recognising the importance of these uses to the HAAs, and providing the policy basis for support and improvement. Many of the listed measures are relatively low cost and require co-ordination and consistency. On my site inspections, I noted in particular the legacy of signage which is generally poor, prohibitive, inconsistent, and detracts from the visitor experience and ease of wayfinding and enjoyment. **Policy 4.1, and the DPA amendment Ref A18 to it, are acceptable.**
91. **Policy 4.2** addresses 'valuing and respecting the heritage of the Harbour Action Areas through good design, character and view management'. It requires new development to respect the heritage and setting of the harbours through high quality design, improving the celebration of heritage assets, responding to local character, and consideration of key views. The policy has a strong accord with IDP policies, notably GP4 (Conservation Areas) and GP8 (Design), but adds more HAA focused detail. The policy also acknowledges that future flood risk mitigation may well impact on internal views within the HAAs.
92. A number of development industry representatives made submissions on this policy. One specific concern was that the draft wording could imply that 'landmark buildings' could only be for 'public or arts uses'.
93. The DPA proposes some revision to the wording of Policy 4.2, through the DPA modification Ref A19. This would make clear that landmark buildings use is not limited to arts type uses and would be flexible, but that, within Landmark Opportunity Zones, active uses and public access at ground floor level would be expected. It would also say that development of substantial scale and landmark buildings should be of 'exceptional design quality'. Whilst I support the thrust of this amendment, I am not persuaded by the introduction of the term 'exceptional' as a policy metric for judging design

quality, given the inevitable subjectivity of such assessments. The term almost implies that any such designs would need to have international award-winning credentials to pass muster. Whilst that level of ambition is commendable, for planning policy purposes, it would be preferable to use the term '*highest* design quality' as that captures the ambition, but provides a more realistic and flexible metric.

94. **Policy 4.2, and modification Ref A19 to it, are acceptable, subject to the word 'exceptional' in clause b) being replaced by 'the highest'.**

MATTER I – THEME 5: MAKING IT SAFE, HEALTHY, EFFICIENT AND EASY FOR PEOPLE AND GOODS TO GET AROUND

95. Theme 5 covers a wide range of transportation matters and includes policies that seek to improve active and sustainable travel facilities (Policy 5.1), improve the road user hierarchy and safety (Policy 5.2), and improve travel choices and car parking management to create new opportunities (Policy 5.3). This theme and the respective policies cover some quite complex matters, which were the subject of a number of representations, including quite detailed submissions from the Committee for the Environment and Infrastructure.
96. Before exploring the 3 policies, it is important to record the baseline issues, existing adopted transport related policy, and the key findings of the LPB evidence base on transport matters (Appendix 4.3).
97. With regard to baseline conditions, the LPB Appendix 4.3 provides an accurate and useful summary of existing transport related issues in the 2 HAAs. In St Peter Port HAA the main issues identified are: heavy traffic and a poor pedestrian/cyclist environment; domination by car parking limiting the use of the waterfront; lack of pedestrian connectivity and safety issues in some locations; poor signage and wayfinding; and a lack of cycle infrastructure. At St Sampson it notes similar issues: a harbourfront dominated by car parking and heavy vehicular traffic; an unattractive and unfriendly place for pedestrians and cyclists; a large amount of space in front of the shops at the Bridge is taken up by vehicles; and generally poor pedestrian connectivity, facilities and environment.
98. Adopted policy coverage can be found in the SLUP (2011), the IDP (2016) and the On-Island Integrated Transport Strategy (2014) (ITS). I have highlighted some of the most relevant policies below.
99. SLUP Policy SLP37 states that '*While ensuring economic and social objectives of the States can be met, opportunities should be explored to minimise the negative effects of car parking, particularly within the centres*'. The accompanying text explains that local reliance on car use has led to the creation of large car parks, especially within St Peter Port and

that '*a substantial area of the harbour is dedicated to surface parking which appears visually unattractive and does not represent an efficient use of land in a prime location.*'

100. IDP Policy IP8 provides criteria-based policy support for the provision of new public parking within Main Centres, and includes where it forms part of a '*comprehensive development scheme*' brought forward through the LPB for the HAAs, or where it would be '*part of proposals for public car park rationalisation or relocation or redevelopment, where this would accord with relevant strategies...*' The policy further states that '*the relocation of existing public car parking within the Main Centres will be supported in principle where this would decrease the negative impact of the motor car on the quality of the urban environment.*'
101. The ITS was adopted in 2014, i.e. following the SLUP adoption, but before the IDP adoption. The ITS aims to achieve modal shift to reduce the number of miles travelled by private motor vehicles in favour of more sustainable transport modes, i.e., walking, cycling and buses. The ITS aims to do this by making the alternatives significantly easier and more attractive than at present, whilst at the same time recognising the vital role that the private motor vehicle will continue to have in Guernsey society
102. With regard to the LPB evidence base, I consider that the report that appears at Appendix 4.3 is informative and proportionate. One notable general observation is the limited amount of recorded data, especially on parking demands and behaviours, which means that a detailed and comprehensive picture is not currently available. Nonetheless, the report reaches a number of key findings. On parking, it finds that car parking in both HAAs is heavily utilised and particularly so for long stay parking, suggesting that management measures will be needed to respond to existing and future car parking demands. It finds that cycle parking facilities are well used and operating at or close to capacity, all suggesting further cycle mode potential, if barriers are removed. It further finds from its analysis of walking catchments, the potential for greater walkability. Moreover, with 77% of Guernsey's population being within a 5-minute walk to a bus stop, there is potential for modal shift from private car use to bus travel, particularly if service frequency and reliability matters are addressed.
103. I now turn to the LPB draft policies which attracted a number of representations, and led to some insightful discussions at the Inquiry Hearing sessions.
104. **Policy 5.1** seeks to improve facilities for active and sustainable travel. Clearly, the thrust of the policy is uncontentious, serves a positive planning purpose and is in line with the relevant objectives and transport related

policies contained within the SLUP, IDP and ITS. The policy seeks to achieve this by supporting proposals to improve access to sustainable travel modes, including the delivery of 'mobility hubs' in each HAA.

105. The main issues to consider here are the detailed wordings and, in particular, the proposed DPA amendments Refs A21, A22 and A23, each of which respond to the submissions made by the Committee for the Environment and Infrastructure
106. The DPA amendment Ref A22 would revise sub-clause a) to relate to support for a dedicated public transport link (rather than a specific 'bus' link) and cycle link between the 2 HAAs. This amendment adds flexibility to the public transport mode (and some expressed a desire to consider a tram option).
107. The DPA amendment Ref A21 would add a new sub-clause to promote shared mobility as part of development designs where possible. The DPA amendment Ref A23 would add a definition of 'Sustainable and Active Transport Zones', which are shown on Proposals Map A.
108. **Policy 5.1, and the proposed DPA amendments to it Refs A21, A22 and A23, are all acceptable in my assessment.**
109. **Policy 5.2** seeks to improve the road user hierarchy and safety within the HAAs. The road user hierarchy provides a direct link to the ITS, that seeks to prioritise the safety and movement of pedestrians first, then cyclists, and other road users, with single occupancy vehicles being given the lowest level of priority. The policy objective is uncontentious and positive, although it is important to note that the LPB's evidence base (notably Appendix 4.3) records a real world set of issues that are a long way removed from the ITS hierarchy; that does not undermine the soundness of the policy's aim, but it does mean that the task it seeks to tackle is a major one.
110. The policy sets out in more detail a range of specific measures including: improved pedestrian connectivity and access for those with restricted mobility; reprioritised road space to improve facilities for pedestrians and cyclists; more frequently giving over space on the Esplanades to pedestrians⁷; and rerouting through traffic from The Bridge in St Sampson.
111. The latter measure to create a new crossing of the harbour at St Sampson is shown diagrammatically on Proposals Map B. It attracted a number of supportive representations and some queries regarding specification, and one suggestion (Mr Jeffreys) that lower cost short term changes could be undertaken first. Whilst much more detailed work would be required on its

⁷ I have been made aware and noted the successful 'Seafront Sundays' initiative, which periodically closes Esplanade areas to traffic, to allow for events and attractions.

technical feasibility and cost, there is no doubt in my mind that it could be transformative for the area around The Bridge, and for the wider St Sampson area, and it is rightly included within the policy. The DPA proposed amendment A24 adds a confirmation that any new crossing would need to meet the requirements to serve as part of the Inter-Harbour Route⁸.

112. **I assess that Policy 5.2, as amended by proposed the DPA modification Ref A24, is acceptable.**
113. **Policy 5.3** proposes 'using improved travel choice and car parking management to create new opportunities.' The policy text states: *To support measures which would lead to a reduction in the visual impact of car parking on the harbours, primarily in St Peter Port, e.g. through changes in management arrangements, improved signage and better travel choice, particularly where these changes create space for new or diversified land uses (see policies 3.1 to 3.3) and improved public realm.*
114. As currently worded, I assess that the policy is too narrowly focused on reducing the visual impact of parking. Its most significant proposal in that regard is an indicative location for a decked car park on St Julian's Pier. Whilst that would be desirable, and the decked car park location is sensible and may free up some modest areas for other opportunities, the evidence base and wider policy context suggests that the policy should go further. It should explore the potential for the reduction of the quantum of parking in the HAAs. There is some suggestion of such an approach in the accompanying text, but not in the policy wording itself.
115. There are a number of reasons underlying my thinking on this complex matter.
116. First, the geographical extent of car parking, on what is prime waterfront real estate is quite extraordinary and unusual. Its impact on the character of the HAAs and its inefficiency as a land use is well recorded in the SLUP, and in the draft LPB and its evidence base documents. It is a significant planning issue.
117. Second, notwithstanding the first point, there is no dispute that the use of waterfront areas for parking is necessary to serve the economic activities, and the operational requirements, of HAA uses, and the main centres, including their shops and businesses. In the case of St Peter Port, it is a fact that the nature and topography of the town means that there are only a limited number of (quite modest) car parks within the town centre itself.

⁸ The designated road route connecting the harbours of St Peter Port and St Sampson, able to accommodate large vehicles and heavy volumes of traffic.

118. Third, there is no evidence (at all) to suggest that the existing series of expansive car parks in the HAAs was ever planned in a comprehensive way. Indeed, as Deputy de Sausmarez explained to me at the Inquiry Hearing sessions, 'it just happened'.
119. Fourth, there is no doubt that the free parking regime in Guernsey plays a significant role in maintaining high demand for the less sustainable mode of travel, i.e. use of the private car. This not only results in prime waterside space being taken up for undynamic and visually unattractive parking, but also contributes to road congestion, which is witnessed daily in both HAAs and the routes connecting them.
120. Fifth, the 'free' parking regime is illusory, as the SoG is effectively paying for its provision, maintenance and management without any corresponding revenue. I have noted the submissions from Deputy de Sausmarez in this regard; she sees no logical economic argument for providing something of value for free, particularly when factoring in the opportunity cost of potential other uses on prime sea front land.
121. Sixth, the current parking regime does raise some questions concerning the LPB's indicative decked parking proposal. Constructing such a car park will be a project with a not inconsiderable capital cost attached. In other places, multi-storey car parks in high demand locations are often attractive investment propositions, as the anticipated long term and relatively certain revenue stream, enables the project to be financed and to make returns that cover revenue costs and yield operating profit. However, at present, there is no predicted revenue stream to support this capital project idea.
122. Seventh, the ITS is framed around modal shift, and that will only happen through a concerted and comprehensive programme of incentivising sustainable travel modes and better managing car parking, an approach some refer to as 'carrot and stick'. Indeed, the LPB evidence base document Appendix 4.3 quotes the ITS to make the point that no amount of improvement in other forms of transport will be effective in attracting people away from the use of the private car when all day parking is available free of charge. Empirical evidence indicates that car park management, particularly concerning the use of tariffs, has a direct effect on demand. On a related note, draft LPB Policy 6.2(a) chimes with the ITS approach, in seeking to encourage sustainable travel and minimise car use.
123. Eighth, there is actually a relative paucity of data and information about parking patterns, demands and behaviours of the wide spectrum of user groups. Comprehensive data is necessary to inform future management options. From a sustainable travel planning perspective, collecting and analysing this data is vital to inform appropriate management responses. There are certain user cohorts, such as operational ports activities, shoppers, tourists, and less mobile people that will have greater priority

over other users. Moreover, based on my experience of travel planning in the UK and Jersey, the greatest potential for modal shift is likely to lie in the commuter user cohort. Whilst LPB appendix 4.3 does include some primary research data on car park utilisation, I have not been made aware of any more detailed granular research data on parking users and behaviours. However, it is reasonable to consider that a not insignificant number of current car park users are potentially switchable to more sustainable travel modes, if appropriate measures and management were put in place.

124. Rounding up all of the above leads me to the view that the issue of parking management is a fundamental matter for the HAAs. The current baseline position is akin to *laissez faire* or, arguably worse, as less sustainable travel modes are essentially subsidised. Given the ITS objective of modal shift to more sustainable travel modes, and the LPB's aspiration to 'create new opportunities', Policy 5.3 needs to go further to ensure that it is sound, most notably in terms of consistency with the wider evidence base, and other relevant adopted strategies and policies, notably the SLUP and the ITS.
125. It is not the role of the LPB to define future parking policy, nor my remit to suggest how that inescapably difficult and political issue should be addressed. However, I have noted that a number of Representors, including experienced politicians, appear to accept that paid parking would come forward and would make good sense, particularly if it meant that parking was more easily sourced and certain, and avoiding 'hunt the free space' trips. Others will clearly wish to see the benefits of 'free' parking maintained. I have also noted a number of representations that promote potentially more parking for temporary periods, but for reasons stated above, I am not persuaded that this would be sustainable or necessary.
126. Tackling these complex issues in line with sustainable travel planning principles, will require better evidence than appears to exist at the current time, and it will require a comprehensive and concerted approach. It is a major challenge, but addressing it is very important if the full potential of the HAAs is to be realised through the LPB.
127. My recommendation is that Policy 5.3 should have some subtle, but important, changes to provide support for a more sustainable approach to car park management and to provide the policy basis for some level of planned reduction in the quantum of parking. **I recommend that Policy 5.3 be modified as follows (new words italicised):**

Change Policy 5.3 title to: 'Using improved travel choice and *sustainable* car parking management to create new opportunities.

Change Policy 5.3 text to state: 'To support measures which would lead to a *planned* reduction in the *quantum and* visual impact of car parking on the harbours, primarily in St Peter Port, e.g. through changes in management arrangements, improved signage and better travel choice, particularly where these changes create space for new or diversified land uses (see Policies 3.1 to 3.3) and improved public realm.'

MATTER J – THEME 6: CLIMATE RESILIENCE AND THE NATURAL ENVIRONMENT

128. The sixth and final theme addresses matters concerning flood mitigation, decarbonisation, and green infrastructure biodiversity. The thrust of the 3 respective draft policies is uncontentious, well grounded and widely supported, with no fundamental challenges. However, the process of consultation and review has led to a range of DPA proposed amendments. I discuss each policy in turn.
129. **Policy 6.1** addresses 'new development and necessary flood mitigation'. It requires all new development in the HAAs to be appropriately protected against current and long-term flooding from a range of sources. It notes that whilst coastal flooding is the dominant flood risk, flooding from surface water and sewers, and flooding from groundwater in low lying areas must also be considered. The policy is referenced by a table which establishes vulnerability classifications and the corresponding levels of mitigation/protection that are required. This means that water compatible and less vulnerable uses may come forward more quickly, with temporary flood defences where needed. However, more vulnerable development such as housing, and highly vulnerable uses, will require permanent flood protection to be in place.
130. The policy is well grounded and follows similar construction and approach to UK based flood risk planning policies and approach to development vulnerability.
131. It is important to record that the key LPB evidence on this matter, set out in Appendix 4.2, appears to be a competent and insightful review of flood risk in the HAAs, along with a range of conceptual flood mitigation strategy options (5 for St Peter Port, and 3 for St Sampson). Indeed, it makes for sobering reading, highlighting the seriousness of existing and future coastal and surface water flood risk in the HAAs. Until this risk is addressed by comprehensive strategic measures, it will not only limit opportunities for regeneration and new opportunities within the HAAs, but will mean that existing homes and businesses will remain at risk, which will only increase in time through the effects of climate change. There appears to be a particularly pressing need to address coastal flood risks in the St Sampson

area, where homes and businesses on low lying land to the west of The Bridge are at particular risk of frequent flooding to a significant depth.

132. At the Inquiry Hearing sessions, the DPA officers, Ms C Barrett and Mr D Mackay, confirmed that the flood risk report had served as a useful wake up call, and that the SoG was alert to the issues and would be considering the appropriate responses and resource implications. This is clearly a matter of the highest importance, given the Appendix 4.2 conclusion that *'The regeneration of the two main harbour areas of the island will need to be integrated with the flood defence strategy aiming to holistically address on-going and long term flooding issues.'*
133. In terms of the DPA proposed amendments to the policy and its text, I endorse each. Ref A25 responds positively to the submissions from Guernsey Water and provides some useful additional supporting text signalling a need to engage with Guernsey Water on drainage strategies. Ref A26 provides some useful clarity on interpreting the flood vulnerability table 6.1.
134. I have noted the representation from the Constables of the Vale concerning differing views about flood defence options in the St Sampson area, but the merits of flood defence options are outside the scope of this Inquiry.
135. **Policy 6.1 and the proposed DPA amendments Refs A25 and A26 are acceptable and provide a good basis for the consideration of flood risk matters in the HAAs.**
136. **Policy 6.2** sets out the contributions expected from new development towards decarbonisation and responding to climate change. It covers a wide range of measures including: support for sustainable travel; cleaner powered marine vessels; re-use of buildings; decentralised energy networks; renewable energy opportunities; and efficiency in land use and how space is used. The DPA proposed amendment Ref A27 adds some supporting text to highlight that nature based solutions can help address the effects of climate change; this responds positively to suggestions made by the Committee for the Environment and Infrastructure.
137. The policy is well grounded and constructed and aligns closely with IDP Policy GP9, the SoG Climate Change Policy & Action Plan (2020), and sustainable development principles.
138. **Policy 6.2 and the proposed DPA amendment Ref A27 to its explanatory text is acceptable.**
139. Policy 6.3 seeks to increase green infrastructure and biodiversity within the harbours. It provides a focus on the provision and enhancement of public green space. It is an uncontentious policy which serves a solid planning objective.

140. The DPA proposed amendments all relate to the supporting text. Ref A28 addresses a typographical error; Ref A29 adds text to explain the Public Realm Impact Zone and Havelet Bay Green Zone; Ref A30 adds some text to promote sustainable urban drainage systems; and Ref A31 tidies up some inconsistency between the policy wording and explanatory text.
141. **Policy 6.3 is acceptable without change to its wording. The proposed DPA amendments to the supporting text Refs A28, A29, A30 and A31, are all acceptable.**

MATTER K – PROPOSALS MAP A FOR ST PETER PORT HAA

142. Proposals Map A seeks to capture the spatial implications of the LPB policies. With a relatively high level and strategic planning brief, which does not make specific allocations, this can be challenging.
143. In my assessment, Proposals Map A strikes the optimum balance in defining different zones, opportunities, and indicative proposals, such as the Future Harbour, Pool Marina, potential locations for landmark buildings, mobility hubs and a decked car park. The map's content and presentation is a long way from being a 'masterplan' for the HAA, but a masterplan is not appropriate at this point in time, and it does successfully capture the spatial implications of the LPB policies and begins to open the door on a future vision. There is one matter requiring amendment, which relates to some erroneous diagonal hatching that was carried forward from an earlier draft. The DPA amendment Ref A32 would address this.
144. **Proposals Map A, subject to the DPA amendment Ref A32, is acceptable.**

MATTER L – THE PROPOSALS MAP FOR ST SAMPSON HAA

145. Proposals Map B is similarly successful in capturing the spatial implications of the LPB policies for the St Sampson HAA, striking the right level of detail at this time. It defines the different zones comprising: the Public Realm Impact Zone; the Mixed Use Regeneration Zone; The Bridge Core Mixed Use Zone; and the Longue Hougue Marine Industry, Energy and Industrial Zone.
146. The map also identifies the Future Harbour location option and possible road links to it; an indicative route for a new harbour crossing which would divert traffic from The Bridge; direct water access locations; an indicative mobility hub location; and upgraded sustainable travel links.
147. The DPA amendment Ref A33 would add a Sustainable and Active Transport Zone to the map, which makes good sense and aligns with the DPA amendment Ref A23 in respect of policy 5.1. The DPA amendment Ref

A34 would add a cross reference to relevant policies, which is helpful in terms of adding clarity.

148. **Proposals Map B, subject to the DPA amendments Refs A33 and 34, is acceptable.**

MATTER M – IMPLEMENTATION, MONITORING AND REVIEW

149. The strategic and facilitative role of the LPB is a positive planning response, informed by evidence. It responds to the present day highly complex backcloth of potential, but currently unmade, political decisions on major infrastructure and other matters. However, there is a danger that, with all of the big and gritty matters scoped out to other places, the LPB could simply preside over years of not very much happening at all in the HAAs, which have enormous and well recognised regenerative potential.
150. Equally, if significant political decisions were to be made on matters such as the Future Harbour, Pool Marina, strategic flood defences, and future car parking management, the LPB's 'hands off' approach would quickly look outdated. Indeed, the DPA officers, along with a number of Representors, acknowledged, and agreed through their Hearing session contributions, that the LPB would be a very different document had some of those big decisions been made.
151. Chapter 8 of the LPB provides a useful discussion concerning delivery and indicative development scenarios. However, it does rather confirm that releasing the full regeneration potential of the HAAs is contingent on decisions being made on i) the Future Harbour and ii) strategic flood defence infrastructure. This does not mean that no progress can be made in the coming years, and indeed there are many elements of public realm, transport initiatives, and other workstreams, that can be taken forward. However, the Future Harbour decision is a strategic game changer, not just for the HAAs, but for the island as a whole. Moreover, the need for strategic flood defences to address evidenced risk in both HAAs is a prerequisite to enabling the types of development, notably housing, cultural, and employment type uses, that will play a significant role in delivering the LPB vision and achieving the best outcomes.
152. This is no criticism of the LPB as it appears today, but a real-world recognition that changes will take place, some potentially quite profound, within the next 10 years, that will signal the need to review, refine and evolve the LPB to achieve the best planning outcomes for Guernsey. Over that same time period there will be a building of knowledge through further studies, data collection, and intelligence.
153. Actual delivery mechanisms and management of that delivery seems somewhat vague at this point in time. I am aware that an embryonic

development company has been set up by the SoG as an arm's length body that may take forward certain projects. I am also mindful that the LPB policies themselves are linked to a wide range of other strategies and workstreams, some of which will need to be clearly defined, resourced and managed.

154. In many ways these are matters that sit outside the LPB itself, but are critical to achieving its vision and objectives. One useful incidental output from the progression of the LPB, and this Inquiry, is the raising of awareness of the highly complex environments that exist within the HAAs, with a significant number of competing interests and pressures, and it will require leadership and strong governance to maximise successful partnership working and the overall benefits for the island.
155. It is beyond my role to suggest governance arrangements, but it is nonetheless important that I record the need for the DPA and SoG to give consideration to these matters.
156. **I recommend that the LPB should include a short section setting out a clear mechanism, and a provisional timetable, for its monitoring and review. Such a review should be undertaken no later than the mid-term of the LPB, i.e. 5 years from adoption. This is considered necessary for soundness reasons, given the implications and effects of future strategic decisions on major matters, such as the Future Harbour and strategic flood defences. Without such a review, and any necessary updating and refinement, the soundness, and indeed relevance and usefulness, of the LPB over its intended 10-year life, cannot be guaranteed.**

OTHER MATTERS

Development frameworks

157. Development Frameworks are defined in the IDP glossary as 'A document approved by the Authority as Supplementary Planning Guidance which provides broad but comprehensive guidance for specific development for a specific site or area on the basis of the policy principles set out in the IDP'.
158. Several Representors were concerned about the possibility of Development Frameworks being imposed, in addition to the policies contained within the LPB. Their fear was that this would be unduly complex. However, the DPA has confirmed that, as the LPB provides development guidance, there will be no need for separate Development Frameworks.
159. **The DPA proposed amendments Refs A1 and A3 would add some text to sections 1.2 and 2.2 to confirm this clarification. I agree that this is the right approach for the time being,** but should circumstances change, the inescapably high-level approach adopted in the

LPB may result in there being something of a policy vacuum to guide specific developments on specific sites. This is a matter to be considered in monitoring and review processes, which are discussed under matter M above.

Viability

160. A number of Representatives, notably J. Watts, C. Crew, and A. Merrett, made submissions seeking to introduce 'viability' as a specific planning consideration within the LPB policies, for developments coming forward in the HAAs. I have considered these submissions carefully and I do not doubt that development in Guernsey is not without its economic challenges. However, the relatively strategic framing of the LPB, and its avoidance of making allocations for specific types of development on specific sites, means that it is not currently possible or appropriate to assess whether or not future schemes would be subject to viability issues.
161. Indeed, such an assessment, perhaps by a residual valuation approach, could not be realistically undertaken at this point in time. Much of the latent development value in the HAA is also likely to be contingent on SoG decisions on infrastructure, including that on strategic flood mitigation. It will be the case that such decisions, and any corresponding public sector investment, will have a direct bearing on the opportunity and value that might be attributed to a development site. I am also conscious that much of the areas within the HAAs where development may take place are in SoG ownership, in one form or another, and it will need to take a view on land values and development scheme procurement.
162. At the current time, I do not consider that future development scheme viability is a matter that the LPB needs to include within its policies. However, it may be a matter that warrants further consideration once major decisions are made, and there is more certainty over specific development sites and proposals within them.

Affordable housing

163. The LPB is silent on the matter of whether the HAAs may include affordable housing in the future. I have noted carefully the views of the Committee for Employment and Social Security on housing pressures generally; its wish to see the HAAs maximise opportunities to support committed housing developments, notably in the St Sampson area; and its recognition that housing delivery within the HAAs will be dependent on flood defence works. I am also aware that the policy approach to affordable housing is undergoing some change through SoG decisions and the IDP focused review.

164. I also noted a different view from Deputy Gollop, suggesting that the prime waterside location would be more suited to higher value housing.
165. At the present time, the LPB does not allocate any housing unit numbers (private market or affordable) but, rather, begins to open the door on the potential for housing development in the future. Once there is greater certainty, the more detailed planning approach to housing, including affordable housing content (proportion and tenures), will need to be considered. That is a matter that should be addressed in a future review.

No change

166. I have noted some views suggesting that 'no change' is required in the HAAs, but this would not be consistent with the IDP and its instruction to prepare the LPB, which is intended to facilitate and manage change to achieve the best outcomes for Guernsey.

Minor amendments and corrections

167. The LPB is a draft document and it is entirely normal that, when it is placed under the scrutiny of public consultation and examination processes, a number of errata come to light, along with the need to fine tune or supplement wording to provide greater clarity and accuracy. It is an iterative process and the DPA has been diligent in identifying and addressing these matters as the Inquiry has progressed.
168. Its consolidated document setting out its proposed amendments includes a number of such matters. Many are matters that are self-explanatory and uncontentious and do not therefore require any detailed examination commentary.
169. **I can confirm that I endorse the following DPA recommended amendments references: A4 (ABI and SSS sites); A5 (project level EIA); A7 (seagrass beds); A9 (flood mitigation measures); A16 (Havelet Bay definition); A17 (Public Realm Impact Zone detail); A20 (St Sampson Conservation Area Appraisal reference); A28 (typographical error); A32 (removing erroneous hatching from Proposals Map A); A35 Port Growth Consultation Zone extent); A36 (definition of 'Blind Industrial Frontage).**

CONCLUSIONS AND RECOMMENDATIONS

170. My overall finding is that the LPB is a very good and well written planning document. It provides an appropriate vision and planning policy framework for the complex HAAs, where there are many competing demands and considerable regenerative opportunities.
171. However, for a planning brief, the LPB is rather high level and strategic, and it does not allocate any specific development on any specific site. This is largely a consequence of currently unmade major decisions, including those related to the Future Harbour, strategic flood defences, and parking strategy. Whilst the LPB approach is appropriate now, it will need to be reviewed in the light of those big decisions being made. I recommend (Ref IM1) that a review mechanism and provisional timetable be included.
172. I have found all of the policies within the LPB to be acceptable in planning terms, with some being subject to recommended amendments. One notable amendment, which I consider is required to ensure soundness, is to revise a policy that addresses car parking, and I recommend (Ref IM2) that Policy 5.3 should be expanded to explore a reduction in overall parking numbers, notably in the St Peter Port HAA, in the interests of sustainable transport, and to potentially create more new opportunities for beneficial development within the HAAs.
173. I make a range of other recommendations and refinements, many of which have been put forward by the Development and Planning Authority and most can be adopted without change, with one requiring a minor wording adjustment (Ref IM3). A minor amendment (Ref IM4) to update the timeline stated in section 1.7 of the LPB is also required. All of the recommended amendments are set out in the Schedule attached to this report.
174. **RECOMMENDATION: Subject to the amendments set out in the attached Schedule, the draft Local Planning Brief for The Harbour Action Areas of St Peter Port and St Sampson (Submission Draft September 2024) will be a sound planning document, and should be adopted.**

P. Staddon

Philip Staddon BSc, Dip, MBA, MRTPI

27 January 2025

Attached: Appendix 1 – Schedule of recommended modifications.

Appendix B2 - Inspector's Recommended Amendments

HARBOUR ACTION AREAS LOCAL PLANNING BRIEF

INSPECTOR'S SCHEDULE OF RECOMMENDED AMENDMENTS – 27 JANUARY 2025

REFERENCE	LOCATION IN DRAFT LPB	RECOMMENDED AMENDMENT
IM1	New Section 9	The Development and Planning Authority to draft and include a short section setting out a clear mechanism, and a provisional timetable, for its monitoring and review. Such a review should be undertaken no later than the mid-term of the LPB, i.e. 5 years from adoption.
IM2	Page 62 - Policy 5.3	<p>Change Policy 5.3 title to: "Using improved travel choice and <i>sustainable</i> car parking management to create new opportunities."</p> <p>Change Policy 5.3 text to state: "To support measures which would lead to a <i>planned</i> reduction in the <i>quantum and</i> visual impact of car parking on the harbours, primarily in St Peter Port, e.g. through changes in management arrangements, improved signage and better travel choice, particularly where these changes create space for new or diversified land uses (see Policies 3.1 to 3.3) and improved public realm."</p>
IM3	Page 59 - Policy 4.2	<p>Text in clause b) amended as follows:</p> <p>"Responding positively to the strong character of the harbours through considered selection of materials and good design as well as appropriate built form and character. This does not mean that all new development should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of the highest design quality as appropriate for the proposed use and location and with a clear design response to the context. Developments of substantial scale and landmark buildings throughout the HAAs should also be of the highest design quality. Within the Landmark Opportunity Zones in Proposals Map A, such developments will also be expected to provide appropriate and active uses at ground floor which support public access and uses such as arts and/or cultural uses."</p>
IM4	Section 1.7	Update the text for the adoption version of the LPB to reflect the past tense.

A1	Page 6 – Section 1.2	<p>Additional text in Section 1.2:</p> <p>“As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development within the HAAs.”</p>
A2	Page 7 – Section 1.6	<p>Additional bullet point in Section 1.6:</p> <p>“Energy Resilience – the island relies on sources of energy from off-island. These include electricity cables, as well as the physical importation (and storage) of fuels. As such the harbours are critical to the island’s energy resilience. These sources are likely to evolve and decarbonise in coming years, but safeguarding a continued supply of energy is critical to the ongoing functioning of the island.”</p>
A3	Page 10 – Section 2.2	<p>Additional text in Section 2.2:</p> <p>“The LPB allows for a coordinated approach to development in the HAAs as required by the IDP. IDP Policy MC10 specifically states that development within the HAAs will be delivered through an LPB. As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development in these areas.”</p>
A4	Page 11 – Section 2.3.5	<p>Paragraph in Section 2.3.5 to be updated in full as follows:</p> <p>“There are a number of policies which address landscape, greenspace, public realm and biodiversity. The policy dealing with Sites of Special Significance (SSS) (Policy GP2) generally does not apply within the HAAs because there are no SSS in the HAAs. However, as there are SSS immediately adjoining the HAA boundary in St Peter Port at Havelet, any development in the HAA which has the capacity to impact the SSS must comply with Policy GP2. The policy for Areas of Biodiversity Importance (ABI) (Policy GP3) is relevant because of the ABI that covers the southern part of Havelet Bay. Policy GP1 (Landscape Character and Open Land) supports development which respects relevant landscape character, does not result in loss of distinctive features and takes advantage of opportunities to improve visual and physical access to open and undeveloped land. The LPB accords with the requirements in this policy and proposals within the HAAs will need to comply broadly with its requirements.”</p>

A5	Page 20 – Section 3.7	<p>New final paragraph added as follows:</p> <p>"The screening of the policies of the LPB does not negate the need for planning applications within the HAAs to be subject to project level EIA screening and if necessary full EIA where the requirement for screening and EIA is required by The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007."</p>
A6	Page 34 – Commercial Harbour Activity	<p>Update first paragraph as follows:</p> <p>"A key activity within the St Peter Port HAA is the commercial harbour which is the focus for freight and passenger transport to and from the island. This includes the requirements for statutory security and customs activities. Requirements for handling unitised freight may change over time in terms of volumes and commodities, and the port may need additional capacity for expansion over the next 10 years."</p> <p>Update first sentence in third paragraph as follows:</p> <p>"Currently there are conflicts between different users of the harbours, focussed around commercial port operations (including the requirement for statutory security and customs activities), leisure activity, car parking, and pedestrian movement."</p>
A7	Page 38 – Environment and Heritage	<p>First paragraph amended as follows:</p> <p>"Priority habitats along the East Coast includes Eel Grass beds, Seagrass beds to the north of St Peter Port, east of the QEII Marina, and to the south at Havelet. Opportunities to enhance these habitats could be considered as part of the project."</p>
A8	Page 43 – Theme 3	Remove third bullet point in Theme 3.
A9	Page 43 – Theme 6	<p>Text in first bullet point amended as follows:</p> <p>"Where necessary, developments will need to come forward with adequate climate and flood mitigation measures in place. In the absence of area wide mitigations, such measures can be site specific where it ensures that existing and new development is protected."</p>

A10	Page 45 – Theme 6	Text in first bullet point amended as follows: "The use of alternative/renewable energy sources may enable the reuse or redevelopment of the power station as it comes to the end of its life."
A11	Page 50 – Policy 1.3 Supporting Text	Text in first paragraph of supporting text amended as follows: "The States' commitment to achieving carbon neutrality by 2050 presents an opportunity to consider the future of the power station in St Sampson in the move away from non-renewable gas heavy fuel oil and diesel as a primary power sources".
A12	Page 50 – Policy 1.3 Supporting Text	Text in second bullet point of supporting text amended as follows: "Proximity to the power station may impact on the delivery of neighbouring sensitive land uses such as housing, high intensity employment uses such as offices or workspace, community, cultural or mixed uses. Development proposals within the proximity of the power station should consider IDP Policy GP17: Public Safety and Hazardous Development."
A13	Page 51 – Policy 1.4	Additional text added to Policy 1.4 as follows: "Any development and related relocation of fuel storage will do so in a way that maintains and/or enhances Guernsey's energy resilience."
A14	Page 55 – Policy 3.1	Amendments to text in Policy 3.1 as follows: Remove clause a) and replace clause b) with the following and omit corresponding paragraphs in supporting text: "There are opportunities for a diverse range of uses in the HAAs that may be deliverable within key locations within the timescales of the LPB. These uses are likely to contribute active ground floors to provide leisure, tourism and town centre uses, other mixed uses and to increase housing supply in key locations such as to the north of the inner harbour in St Sampson in a way that is compatible with the retained and ongoing employment uses in these areas (once the bad neighbour uses have been relocated) (e.g. category A and B uses in Policy 6.1)."

		<p>"Proposals for vulnerable uses such as housing, hotels and essential infrastructure (see Table 6.1: Flood Vulnerability Classification) will need to demonstrate that appropriate flood mitigation will be in place, delivered as part of development or as part of a wider flood strategy (with the option of achieving this through financial contribution)."</p>
A15	Page 55 – Policy 3.1 Supporting Text	<p>Replace second paragraph in supporting text as follows:</p> <p>"The States will consider closely how new and diverse development can come forward and be resilient to flooding in the long term. This may be as part of site-specific design and/or through developer contributions that can help fund long term flood mitigation. A balanced approach will be necessary to ensure that development is deliverable; that it is designed to be resilient to flooding; and that it is safe for current and future residents."</p>
A16	Page 57 – Policy 3.3	<p>Additional bullet point under a) as follows:</p> <p>"iv) Havelet Bay Green Zone – the primary area of public green space and biodiversity within the St Peter Port HAA and provides particular opportunities to enhance existing, and encourage the provision of new, green infrastructure. Whilst the LPB encouraged enhanced greening and opportunities for biodiversity across the HAAs the Havelet Bay Green Zone has a particular focus on this due to the existing character of the area as primarily a public green space, as well as its location within an Area of Biodiversity Importance. Therefore, development proposals within the Havelet Bay Green Zone will be required to demonstrate that the landscape quality and biodiversity interest of the site has been considered and where appropriate, enhanced as part of the design and development process and that any negative impacts can be appropriately and proportionately mitigated. Proposals within the Havelet Bay Green Zone will need to comply with the requirements of IDP Policies GP1 and GP3."</p>

A17	Page 57 – Policy 3.3	<p>Additional bullet point under b) as follows:</p> <p>"iv) Public Realm Impact Zone - there are particular opportunities around the Bridge, North Side and South Quay to make a more positive pedestrian experience and public realm through greening, improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour."</p>
A18	Page 58 – Policy 4.1	<p>Text in clause a) updated as follows:</p> <p>"a) New and expanded uses including visitor attractions, visitor accommodation, leisure uses, restaurants and cafés, high quality public realm, performance space, public art, arts and culture and to maintain and support the pattern of existing related uses. Where changes are proposed to resist the loss of any existing facilities across these uses unless they are to be relocated, improved or redelivered in another form."</p>
A19	Page 59 – Policy 4.2	[Replaced by Inspector's further amendment – see IM3]
A20	Page 59 – Policy 4.2 Supporting Text	<p>Text in first bullet point of supporting text amended as follows:</p> <p>"The St Sampson Conservation Area Appraisal (Draft - 2023), including non-designated heritage assets."</p>
A21	Page 60 – Policy 5.1	<p>Additional clause added between current clause b) and c) with new text. Current clause c) will become clause d). New clause c) text to state:</p> <p>"Development proposals incorporating shared mobility as part of their design where possible. This will include infrastructure which enables shared mobility and will apply generally throughout the HAAs and not exclusively to mobility hubs."</p>
A22	Page 60 – Policy 5.1	<p>Text in clause a) amended as follows:</p> <p>"Supporting a dedicated public transport link and improved cycle link between the two HAAs to improve the reliability and reliance on this important connection for the east coast."</p>

A23	Page 60 – Policy 5.1	<p>Additional paragraph added to Policy 5.1 as follows:</p> <p>"Sustainable and Active Transport Zones are areas of focus for providing active travel infrastructure, including mobility hubs, cycle parking, and e-bike or e-mobility charging points. By focussing these zones in accessible locations close to the centres of St Peter Port and St Sampson, this will encourage trips to be made by sustainable and active travel, and help to reduce vehicle congestion. Although the Sustainable and Active Transport Zones provide a focus for active travel infrastructure this does not prevent its inclusion as part of development proposals in other areas of the HAAs".</p>
A24	Page 61 – Policy 5.2	<p>Clause d) of Policy 5.2 to be amended as follows:</p> <p>"d) Relocating through traffic from the Bridge in St Sampson across the harbour such that improvements can be made to support the environment around The Bridge and making it a better place to visit and spend time. Any alternative route across the St Sampson harbour will need to meet the requirements of the inter-harbour route."</p>
A25	Page 63 – Policy 6.1 Supporting Text	<p>Additional paragraph in Policy supporting text as follows:</p> <p>"Some areas within St PP harbour are affected by on-going critical drainage issues. This will be made worse with climate change as rainfall intensifies and sea levels increase. Guernsey Water maintains a flood register of properties that are at risk of sewer flooding. This register should be checked and, if necessary, complimented with an assessment of the effect of climate change on surface water flood risk in relation to a proposed development. For certain developments the Development & Planning Authority may require a drainage strategy to be developed as part of development proposals and will consult Guernsey Water to ensure that proposed developments are proportionately protected against surface water flood risk elsewhere. Opportunities for minimising hard surfaces and implementing sustainable urban drainage systems (SUDS) in line with best practice established by the SUDS Manual (CIRIA C753) should be maximised to reduce runoff at source, control pollution and enhance amenity and biodiversity."</p>

A26	Page 64 – Policy 6.1 Flood Vulnerability Classification Table	<p>New text to be inserted as 'Note 2' under Table 6.1 as follows:</p> <p>"Note 2: Permanent flood protection measures provided as part of a development for uses falling within vulnerability classifications A and B must be designed to be robust, and well maintained to reduce the chance of failure. In the unlikely event that a breach of the defence, or overtopping occurs, contingency measures must be in place. This might include not providing sleeping accommodation at ground flood, or requiring clear and safe evacuation plans. This information would need to be provided in the Flood Risk Statement and assessed on a site by site basis. This Flood Risk Assessment must demonstrate that the development will be safe from all sources of flooding without increasing flood risk elsewhere, and where possible showing opportunities to reduce flood risk overall."</p>
A27	Page 66 – Policy 6.2 Supporting Text	<p>Additional paragraph included in supporting text to Policy 6.2 as follows:</p> <p>"Nature-based solutions to help address the effects of climate change and to provide flood mitigation can be included alongside 'physical' defences. Nature-based solutions might include tree and other planting, as well as habitat restoration, which may also help to support the deliver of other policies in this LPB e.g. Policy 6.3."</p>
A28	Page 67 – Policy 6.3 Supporting Text	<p>First sentence of second paragraph amended as follows:</p> <p>"Historically land was created where needed for hard surface uses that were considered essential to the functioning of the harbours."</p>
A29	Page 67 – Policy 6.3 Supporting Text	<p>Additional paragraph added to supporting text as follows:</p> <p>"Enhanced greening has benefits to wildlife and nature, but also the pedestrian experience. In St Peter Port there is particular opportunity in the Havelet Bay Green Zone shown on Proposals Map A. In St Sampson, there is a distinct opportunity to make the waterfront a more pleasant place to walk and relax. As outlined above, this can be achieved through greening, but also improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour. Whilst proposals to make a more positive pedestrian experience and public realm will be supported throughout the HAAs there are particular opportunities around the Bridge, North Side and South Quay. This is consolidated into a 'Public Realm Impact Zone' in St Sampson, shown on Proposals Map B."</p>

A30	Page 67 – Policy 6.3 Supporting Text	<p>Additional paragraph added to supporting text as follows:</p> <p>“Opportunities for integrating green infrastructure should be maximised, with the introduction of sustainable urban drainage systems in line with best practice established by the SUDS manual (CIRIA C753). This will also have the benefit of enhancing existing biodiversity and habitat creation, whilst also improving climate resilience and amenity co-benefits.</p>
A31	Page 67 – Policy 6.3 Supporting Text	<p>Third to last paragraph in supporting text to be amended as follows:</p> <p>Replace third to last paragraph with: "Existing green spaces should be retained wherever possible, whether they are publicly accessible or for amenity or wildlife value and should be improved as part of proposals in a way which is proportionate to the location, scale and form of development proposed. This may include additional planting as well as places for people to stop and enjoy their amenity. Where it is not possible to retain existing green spaces, trees or other areas of biodiversity value as part of a development, proposals must include details for replacement and should demonstrate a net gain as part of any re-provision."</p>
A32	Page 68 – Proposals Map A	Diagonal green hatching on South Esplanades SATZ in Proposals Map A to be removed.
A33	Page 69 – Proposals Map B	<p>Addition of a Sustainable and Active Transport Zone’ in the St Sampson HAA Proposals Map.</p> <p>It is proposed that the Sustainable and Active Transport Zone in the St Sampson HAA would cover the majority of land directly adjacent to the inner harbour, broadly covering from the junction of New Road and South Quay on Southside, spanning the whole of the Bridge frontage and also covering the existing area of parking and public facilities outside the Guernsey Electricity premises on Northside.</p>
A34	Page 69 – Proposals Map B	Include “see Policies 3.3 and 6.3)” after ‘Public Realm Impact Zone’ in map key.
A35	Page 74 – Scenario A1	Extent of Port Growth Consultation Zone to be updated in line with Proposals Map A for consistency.

A36	Page 82 - Glossary	Include additional definition as follows: "Blind Industrial Frontage – an inactive frontage that has no activity windows or presence onto the street."
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25 February 2025

Via E-mail

Dear Deputy Oliver,

**Committee *for the* Environment & Infrastructure Comments on Draft Local Planning Brief
for the Harbour Action Areas, Inspector's Report and the Development & Planning
Authority's Conclusions**

At its meeting on 14 February 2025, the Committee *for the* Environment & Infrastructure ('the Committee') considered the draft Local Planning Brief ('LPB') for the St Peter Port and St Sampson Harbour Action Areas ('HAAs'), the Inspector's Report following the Inquiry process into the draft LPB, and the Development & Planning Authority's ('the Authority') conclusions thereof.

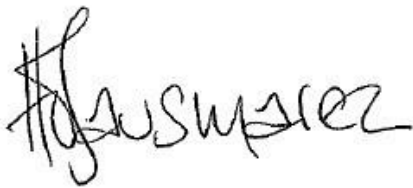
The Committee concurs with the Inspector's view that the draft LPB is a good and well written planning document, providing an appropriate vision and planning policy framework for the complex HAAs, where there are many competing demands and considerable regenerative opportunities.

It is noted that there is considerable overlap between the types of development facilitated by the draft LPB and the Committee's mandate, including traffic and transport, coastal and flood defences, protection and conservation of the natural environment, biodiversity, energy and renewable energy, and climate change adaptation and mitigation. Given the limited ability to deliver development within the HAAs without an agreed LPB, the Committee is satisfied that the policies proposed in the draft LPB, as amended by the proposed schedule of amendments, will support delivery of a wide range of development related to the Committee's mandate.

Whilst it may be referenced within the supporting text and policies proposed in the draft LPB, it is clear that the ability to realise aspirational change within the HAAs is considerably stymied by the lack of guidance from the States Assembly as to the location of future harbour infrastructure. The Committee welcomes the proposed amendment to include a mid-point review of the LPB, which provides an opportunity to update the guidance within the LPB to reflect subsequent strategic decisions made by the States. It is critical, however, that the necessary work to gather evidence to inform the consideration of options for future harbour infrastructure is progressed without delay, as any such decision would effectively represent the cornerstone of any wider plans to attract investment in development and the provision of infrastructure along the east coast.

The Committee notes the Authority's rejection of proposed amendment IM2, which proposed additional wording to LPB Policy 5.3. The Committee agrees with the Authority that there is a need for the preparation of a comprehensive parking strategy at the harbours. However, the Committee further notes that there is no policy impediment to this amendment, which wouldn't compromise any future plans that align with the Integrated Transport Strategy.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Lindsay de Sausmarez', with a stylized initial 'L'.

Deputy Lindsay de Sausmarez

President

Committee *for the* Environment & Infrastructure

APPENDIX D – HARBOUR ACTION AREAS LOCAL PLANNING BRIEF: DEVELOPMENT & PLANNING AUTHORITY’S CONCLUSIONS

Reference	Location in Inspector’s Report	Location in Draft Local Planning Brief	Recommended Amendment	Authority’s Conclusion	Rationale for Authority’s Conclusion
IM1	Page 35 – Point 171.	New Section 9	The Development and Planning Authority to draft and include a short section setting out a clear mechanism, and a provisional timetable, for its monitoring and review. Such a review should be undertaken no later than the mid-term of the LPB, i.e. 5 years from adoption.	Accept	<p>This amendment is considered sensible given the wide reaching and potentially significant infrastructure decisions that could be made during the life of the LPB.</p> <p>This amendment would provide a mechanism to ensure the LPB is robust, sound and remains fit for purpose across its 10-year lifespan.</p>
IM2	Page 35 – Point 172.	Page 62 – Policy 5.3	<p>Change Policy 5.3 title to: “Using improved travel choice and <i>sustainable</i> car parking management to create new opportunities.”</p> <p>Change Policy 5.3 text to state: “To support measures which would lead to a <i>planned</i> reduction in the <i>quantum and</i> visual impact of car parking on the harbours, primarily in St Peter Port, e.g. through changes in management arrangements, improved signage and better travel choice, particularly where these changes create space for new or diversified land uses (see Policies 3.1 to 3.3) and improved public realm.”</p>	Reject	<p>This amendment is not considered necessary at this time. The core intention of Policy 5.3 is to create space in the Harbour Action Areas for new and diversified uses, which can be achieved through improvements to management arrangements of parking and measures to reduce demand for car parking (better travel choice), and does not directly require a reduction in the quantum of car parking. As such, it is the view of the Development & Planning Authority that the current wording of Policy 5.3 is appropriate and</p>

					<p>sufficient to achieve the objectives of the policy.</p> <p>It is considered premature to include guidance within a policy in the LPB which directly seeks a reduction in the quantum of parking in the Harbour Action Areas in the absence of an agreed overarching strategy or policy which explicitly sets out the need for long-term comprehensive plans for car parking reduction and paid parking in these areas. The preparation of such strategy or policy would be the responsibility of the Committee <i>for the Environment & Infrastructure</i>.</p> <p>Amendment IM1 provides a mechanism for the LPB to be reviewed, which may provide an opportunity for the policy guidance regarding the quantum of parking within the Harbour Action Areas to be reconsidered, if there is additional guidance on this matter by that time.</p>
IM3	Page 35 – Point 173.	Page 59 – Policy 4.2	Text in clause b) amended as follows: “Responding positively to the strong character of the harbours through considered selection of materials and good design as well as appropriate built form and character. This does not mean that all new development	Reject	This amendment is considered sensible given the potential for the term ‘exceptional design quality’ to be open to interpretation and to result in undue additional

			<p>should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of the highest design quality as appropriate for the proposed use and location and with a clear design response to the context. Developments of substantial scale and landmark buildings throughout the HAAs should also be of the highest design quality. Within the Landmark Opportunity Zones in Proposals Map A, such developments will also be expected to provide appropriate and active uses at ground flood which support public access and uses such as arts and/or cultural uses.”</p>		<p>requirements placed upon development proposals to ensure adherence.</p> <p>However, the alternative wording of ‘high standard of design’ is preferable as it captures the ambition of the policy and provides a more realistic and flexible metric, and is consistent with the wording of guidance in GP8 of the Island Development Plan.</p> <p>This Authority’s revised wording is set out in IM3a.</p>
IM3a	Page 35 – Point 173.	Page 59 – Policy 4.2	<p>Text in clause b) amended as follows: “Responding positively to the strong character of the harbours through considered selection of materials and good design as well as appropriate built form and character. This does not mean that all new development should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of a high standard of design as appropriate for the proposed use and location and with a clear design response to the context. Developments of substantial scale and landmark buildings throughout the HAAs should also be of a high standard of design. Within the Landmark Opportunity Zones in Proposals Map A, such developments will also be expected to provide appropriate and active uses at ground flood which support public access and uses such as arts and/or cultural uses.”</p>	Accept	<p>This amendment captures the intention of IM3 and aligns with existing guidance in GP8 of the Island Development Plan in order to ensure consistency.</p>

IM4	Page 35 – Point 173.	Section 1.7	Update the text for the adoption version of the LPB to reflect the past tense.	Accept	This amendment is a minor point of correction in order to reflect that the 'Timeline to Adoption' section should be in the past tense in the final version of the LPB.
A1	Page 32 – Point 159.	Page 6 – Section 1.2	Additional text in Section 1.2: “As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development within the HAAs.”	Accept	This amendment ensures conformity with the IDP, and provides an explanation as to the role of the LPB.
A2	Page 17 – Point 70.	Page 7 – Section 1.6	Additional bullet point in Section 1.6: “Energy Resilience – the island relies on sources of energy from off-island. These include electricity cables, as well as the physical importation (and storage) of fuels. As such the harbours are critical to the island’s energy resilience. These sources are likely to evolve and decarbonise in coming years, but safeguarding a continued supply of energy is critical to the ongoing functioning of the island.”	Accept	This amendment ensures the importance of energy resilience is included as one of the core resilience themes.
A3	Page 32 – Point 159.	Page 10 – Section 2.2	Additional text in Section 2.2: “The LPB allows for a coordinated approach to development in the HAAs as required by the IDP. IDP Policy MC10 specifically states that development within the HAAs will be delivered through an LPB. As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development in these areas.”	Accept	This amendment ensures conformity with the IDP, and explanation as to the role of the LPB.
A4	Page 34 – Point 169.	Page 11 – Section 2.3.5	Paragraph in Section 2.3.5 to be updated in full as follows:	Accept	This amendment is a correction to accurately reflect the fact that St Peter Port HAA does include an ABI

			<p>“There are a number of policies which address landscape, greenspace, public realm and biodiversity. The policy dealing with Sites of Special Significance (SSS) (Policy GP2) generally does not apply within the HAAs because there are no SSS in the HAAs. However, as there are SSS immediately adjoining the HAA boundary in St Peter Port at Havelet, any development in the HAA which has the capacity to impact the SSS must comply with Policy GP2. The policy for Areas of Biodiversity Importance (ABI) (Policy GP3) is relevant because of the ABI that covers the southern part of Havelet Bay. Policy GP1 (Landscape Character and Open Land) supports development which respects relevant landscape character, does not result in loss of distinctive features and takes advantage of opportunities to improve visual and physical access to open and undeveloped land. The LPB accords with the requirements in this policy and proposals within the HAAs will need to comply broadly with its requirements.”</p>		and the impact of the neighbouring SSS on development within the St Peter Port HAA.
A5	Page 34 – Point 169.	Page 20 – Section 3.7	<p>New final paragraph added as follows: "The screening of the policies of the LPB does not negate the need for planning applications within the HAAs to be subject to project level EIA screening and if necessary full EIA where the requirement for screening and EIA is required by The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007."</p>	Accept	This amendment provides additional wording to clarify that the LPB does not negate the need for EIA Screening and/or EIA in relation to specific proposals at planning application stage.
A6	Page 16 – Point 60.	Page 34 – Commercial Harbour Activity	<p>Update first paragraph as follows: “A key activity within the St Peter Port HAA is the commercial harbour which is the focus for freight and passenger transport to and from the island. This</p>	Accept	This amendment provides additional wording to make clear that references to port operations

			<p>includes the requirements for statutory security and customs activities. Requirements for handling unitised freight may change over time in terms of volumes and commodities, and the port may need additional capacity for expansion over the next 10 years.”</p> <p>Update first sentence in third paragraph as follows: “Currently there are conflicts between different users of the harbours, focussed around commercial port operations (including the requirement for statutory security and customs activities), leisure activity, car parking, and pedestrian movement.”</p>		include commercial activities as well as statutory border operations.
A7	Page 34 – Point 169.	Page 38 – Environment and Heritage	<p>First paragraph amended as follows: "Priority habitats along the East Coast includes Eel Grass beds, Seagrass beds to the north of St Peter Port, east of the QEII Marina, and to the south at Havelet. Opportunities to enhance these habitats could be considered as part of the project."</p>	Accept	This amendment is a correction to reflect the location of seagrass beds in Havelet.
A8	Page 15 – Point 55.	Page 43 – Theme 3	Remove third bullet point in Theme 3.	Accept	This amendment corrects an inconsistency in the LPB which was from an earlier draft of the LPB in which Policy 6.1 was more restrictive about the potential for localised flood mitigation measures. The LPB should not specifically favour short-term or meanwhile uses over longer term uses ahead of wider decisions on flood defences, which can be incorporated into development, where appropriate, as per Policy 6.1.

A9	Page 34 – Point 169.	Page 43 – Theme 6	Text in first bullet point amended as follows: "Where necessary, developments will need to come forward with adequate climate and flood mitigation measures in place. In the absence of area wide mitigations, such measures can be site specific where it ensures that existing and new development is protected."	Accept	This amendment ensures that there is consistent messaging regarding provision of flood mitigations as per Policy 6.1.
A10	Page 17 – Point 70.	Page 45 – Theme 6	Text in first bullet point amended as follows: "The use of alternative/renewable energy sources may enable the reuse or redevelopment of the power station as it comes to the end of its life."	Accept	This amendment clarifies that alternative/renewable energy sources will not necessarily enable redevelopment of the power station but could be one factor influencing this.
A11	Page 17 – Point 70.	Page 50 – Policy 1.3 Supporting Text	Text in first paragraph of supporting text amended as follows: "The States' commitment to achieving carbon neutrality by 2050 presents an opportunity to consider the future of the power station in St Sampson in the move away from non-renewable gas heavy fuel oil and diesel as a primary power sources."	Accept	This amendment addresses an inaccuracy to reference the correct type of fuel.
A12	Page 17 – Point 70.	Page 50 – Policy 1.3 Supporting Text	Text in second bullet point of supporting text amended as follows: "Proximity to the power station may impact on the delivery of neighbouring sensitive land uses such as housing, high intensity employment uses such as offices or workspace, community, cultural or mixed uses. Development proposals within the proximity of the power station should consider IDP Policy GP17: Public Safety and Hazardous Development."	Accept	This amendment clarifies that the power station does not prevent delivery of housing but that proximity to the power station will need to be a consideration when proposing developments of sensitive land uses.

A13	Page 17 – Point 70.	Page 51 – Policy 1.4	Additional text added to Policy 1.4 as follows: “Any development and related relocation of fuel storage will do so in a way that maintains and/or enhances Guernsey’s energy resilience.”	Accept	This amendment provides additional detail in order to underline importance of fuel storage for Guernsey and it's energy resilience and highlight that there could be enhancement opportunities through relocation.
A14	Page 19 – Point 79.	Page 55 – Policy 3.1	<p>Amendments to text in Policy 3.1 as follows: Remove clause a) and replace clause b) with the following and omit corresponding paragraphs in supporting text: “There are opportunities for a diverse range of uses in the HAAs that may be deliverable within key locations within the timescales of the LPB. These uses are likely to contribute active ground floors to provide leisure, tourism and town centre uses, other mixed uses and to increase housing supply in key locations such as to the north of the inner harbour in St Sampson in a way that is compatible with the retained and ongoing employment uses in these areas (once the bad neighbour uses have been relocated) (e.g. category A and B uses in Policy 6.1).”</p> <p>“Proposals for vulnerable uses such as housing, hotels and essential infrastructure (see Table 6.1: Flood Vulnerability Classification) will need to demonstrate that appropriate flood mitigation will be in place, delivered as part of development or as part of a wider flood strategy (with the option of achieving this through financial contribution).”</p>	Accept	This amendment ensures that Policy 3.1 is consistent with Policy 6.1. Policy 3.1 was conflicting with Policy 6.1 with regards the types of flood defences possible for more sensitive land uses.

A15	Page 19 – Point 79.	Page 55 – Policy 3.1 Supporting Text	Replace second paragraph in supporting text as follows: “The States will consider closely how new and diverse development can come forward and be resilient to flooding in the long term. This may be as part of site-specific design and/or through developer contributions that can help fund long term flood mitigation. A balanced approach will be necessary to ensure that development is deliverable; that it is designed to be resilient to flooding; and that it is safe for current and future residents.”	Accept	This amendment ensures that Policy 3.1 is consistent with Policy 6.1. Policy 3.1 was conflicting with Policy 6.1 with regards the types of flood defences possible for more sensitive land uses.
A16	Page 20 – Point 85. Page 34 – Point 169.	Page 57 – Policy 3.3	Additional bullet point under a) as follows: “iv) Havelet Bay Green Zone – the primary area of public green space and biodiversity within the St Peter Port HAA and provides particular opportunities to enhance existing, and encourage the provision of new, green infrastructure. Whilst the LPB encouraged enhanced greening and opportunities for biodiversity across the HAAs the Havelet Bay Green Zone has a particular focus on this due to the existing character of the area as primarily a public green space, as well as its location within an Area of Biodiversity Importance. Therefore, development proposals within the Havelet Bay Green Zone will be required to demonstrate that the landscape quality and biodiversity interest of the site has been considered and where appropriate, enhanced as part of the design and development process and that any negative impacts can be appropriately and proportionately mitigated. Proposals within the Havelet Bay Green Zone will need to comply with the requirements of IDP Policies GP1 and GP3.”	Accept	This amendment provides a definition of the Havelet Bay Green Zone.

A17	Page 20 – Point 85. Page 34 – Point 169.	Page 57 – Policy 3.3	Additional bullet point under b) as follows: "iv) Public Realm Impact Zone - there are particular opportunities around the Bridge, North Side and South Quay to make a more positive pedestrian experience and public realm through greening, improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour."	Accept	This amendment provides detail on the Public Realm Impact Zone in Policy 3.3 which was previously missing from the LPB.
A18	Page 21 – Point 90.	Page 58 – Policy 4.1	Text in clause a) updated as follows: "a) New and expanded uses including visitor attractions, visitor accommodation, leisure uses, restaurants and cafés, high quality public realm, performance space, public art, arts and culture and to maintain and support the pattern of existing related uses. Where changes are proposed to resist the loss of any existing facilities across these uses unless they are to be relocated, improved or redelivered in another form."	Accept	This amendment includes visitor accommodation to the list of example land use types to provide greater clarity that visitor accommodation is supported alongside other land uses related to tourism and leisure.
A20	Page 34 – Point 169.	Page 59 – Policy 4.2 Supporting Text	Text in first bullet point of supporting text amended as follows: "The St Sampson Conservation Area Appraisal (Draft - 2023), including non-designated heritage assets."	Accept	This amendment provides updated wording so that the LPB uses the correct document title for the Draft St Sampson Conservation Area Appraisal.
A21	Page 24 – Point 108.	Page 60 – Policy 5.1	Additional clause added between current clause b) and c) with new text. Current clause c) will become clause d). New clause c) text to state: "Development proposals incorporating shared mobility as part of their design where possible. This will include infrastructure which enables shared mobility and will apply generally throughout the HAAs and not exclusively to mobility hubs."	Accept	This amendment ensures that shared mobility is included more widely than as part of mobility hubs. Because shared mobility and mobility hubs are not mutually inclusive.

A22	Page 24 – Point 108.	Page 60 – Policy 5.1	Text in clause a) amended as follows: “Supporting a dedicated public transport link and improved cycle link between the two HAAs to improve the reliability and reliance on this important connection for the east coast.”	Accept	This amendment ensures the LPB provides flexibility for future types of public transport.
A23	Page 24 – Point 108.	Page 60 – Policy 5.1	Additional paragraph added to Policy 5.1 as follows: “Sustainable and Active Transport Zones are areas of focus for providing active travel infrastructure, including mobility hubs, cycle parking, and e-bike or e-mobility charging points. By focussing these zones in accessible locations close to the centres of St Peter Port and St Sampson, this will encourage trips to be made by sustainable and active travel, and help to reduce vehicle congestion. Although the Sustainable and Active Transport Zones provide a focus for active travel infrastructure this does not prevent its inclusion as part of development proposals in other areas of the HAAs”.	Accept	This amendment provides a definition of Sustainable and Active Transport Zones which was missing from the draft LPB.
A24	Page 25 – Point 112.	Page 61 – Policy 5.2	Clause d) of Policy 5.2 to be amended as follows: "d) Relocating through traffic from the Bridge in St Sampson across the harbour such that improvements can be made to support the environment around The Bridge and making it a better place to visit and spend time. Any alternative route across the St Sampson harbour will need to meet the requirements of the inter-harbour route."	Accept	This amendment ensures that any alternative route through St Sampson should meet the conditions of the inter-harbour route.
A25	Page 29 – Point 135.	Page 63 – Policy 6.1 Supporting Text	Additional paragraph in Policy supporting text as follows: "Some areas within St PP harbour are affected by on-going critical drainage issues. This will be made worse with climate change as rainfall intensifies and sea levels	Accept	This amendment provides additional detail in supporting text to reference the need to consider flood risk, engage with Guernsey Water and, where necessary,

			<p>increase. Guernsey Water maintains a flood register of properties that are at risk of sewer flooding. This register should be checked and, if necessary, complimented with an assessment of the effect of climate change on surface water flood risk in relation to a proposed development. For certain developments the Development & Planning Authority may require a drainage strategy to be developed as part of development proposals and will consult Guernsey Water to ensure that proposed developments are proportionately protected against surface water flood risk elsewhere. Opportunities for minimising hard surfaces and implementing sustainable urban drainage systems (SUDS) in line with best practice established by the SUDS Manual (CIRIA C753) should be maximised to reduce runoff at source, control pollution and enhance amenity and biodiversity."</p>		<p>prepare a drainage strategy as part of development proposals.</p>
A26	<p>Page 29 – Point 135.</p>	<p>Page 64 – Policy 6.1 Flood Vulnerability Classification Table</p>	<p>New text to be inserted as ‘Note 2’ under Table 6.1 as follows: “Note 2: Permanent flood protection measures provided as part of a development for uses falling within vulnerability classifications A and B must be designed to be robust, and well maintained to reduce the chance of failure. In the unlikely event that a breach of the defence, or overtopping occurs, contingency measures must be in place. This might include not providing sleeping accommodation at ground flood, or requiring clear and safe evacuation plans. This information would need to be provided in the Flood Risk Statement and assessed on a site by site basis. This Flood Risk Assessment must demonstrate that the development will be safe from all sources of flooding</p>	<p>Accept</p>	<p>This amendment provides clarification that the reference to failure in the Flood Vulnerability Classification table relates to the failure of the localised flood defence measures provided as part of any specific development, rather than failure of wider, strategic flood defence infrastructure.</p>

			without increasing flood risk elsewhere, and where possible showing opportunities to reduce flood risk overall.”		
A27	Page 29 – Point 138.	Page 66 – Policy 6.2 Supporting Text	Additional paragraph included in supporting text to Policy 6.2 as follows: “Nature-based solutions to help address the effects of climate change and to provide flood mitigation can be included alongside ‘physical’ defences. Nature-based solutions might include tree and other planting, as well as habitat restoration, which may also help to support the delivery of other policies in this LPB e.g. Policy 6.3.”	Accept	This amendment ensures that it is clear that nature based solutions are part of a holistic approach to carbon reduction.
A28	Page 30 – Point 141. Page 34 – Point 169.	Page 67 – Policy 6.3 Supporting Text	First sentence of second paragraph amended as follows: “Historically land was created where needed for hard surface uses that were considered essential to the functioning of the harbours.”	Accept	This amendment corrects an error in the draft LPB, which should refer to ‘harbours’ and not ‘harbour’.
A29	Page 30 – Point 141.	Page 67 – Policy 6.3 Supporting Text	Additional paragraph added to supporting text as follows: "Enhanced greening has benefits to wildlife and nature, but also the pedestrian experience. In St Peter Port there is particular opportunity in the Havelet Bay Green Zone shown on Proposals Map A. In St Sampson, there is a distinct opportunity to make the waterfront a more pleasant place to walk and relax. As outlined above, this can be achieved through greening, but also improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour. Whilst proposals to make a more positive pedestrian experience and public realm will be supported throughout the HAAs there are particular opportunities around the Bridge, North Side and South	Accept	This amendment provides detail as to the impact of the Public Realm Impact Zone and Havelet Bay Green Zone which was missing from the draft LPB.

			Quay. This is consolidated into a 'Public Realm Impact Zone' in St Sampson, shown on Proposals Map B."		
A30	Page 30 – Point 141.	Page 67 – Policy 6.3 Supporting Text	Additional paragraph added to supporting text as follows: "Opportunities for integrating green infrastructure should be maximised, with the introduction of sustainable urban drainage systems in line with best practice established by the SUDS manual (CIRIA C753). This will also have the benefit of enhancing existing biodiversity and habitat creation, whilst also improving climate resilience and amenity co-benefits.	Accept	This amendment provides additional detail in supporting text to reference the need to consider incorporating sustainable drainage measures as part of the development process.
A31	Page 30 – Point 141.	Page 67 – Policy 6.3 Supporting Text	Third to last paragraph in supporting text to be amended as follows: Replace third to last paragraph with: "Existing green spaces should be retained wherever possible, whether they are publicly accessible or for amenity or wildlife value and should be improved as part of proposals in a way which is proportionate to the location, scale and form of development proposed. This may include additional planting as well as places for people to stop and enjoy their amenity. Where it is not possible to retain existing green spaces, trees or other areas of biodiversity value as part of a development, proposals must include details for replacement and should demonstrate a net gain as part of any re-provision."	Accept	This amendment corrects an inconsistency between Policy text and supporting text regarding protection of green spaces.
A32	Page 30 – Point 144. Page 34 – Point 169.	Page 68 – Proposals Map A	Diagonal green hatching on South Esplanades SATZ in Proposals Map A to be removed.	Accept	This amendment corrects an error. The green hatched area on the Proposals Map is from an earlier draft of the LPB and does not relate to any draft policies.

A33	Page 31 – Point 148.	Page 69 – Proposals Map B	<p>Addition of a Sustainable and Active Transport Zone’ in the St Sampson HAA Proposals Map.</p> <p>It is proposed that the Sustainable and Active Transport Zone in the St Sampson HAA would cover the majority of land directly adjacent to the inner harbour, broadly covering from the junction of New Road and South Quay on Southside, spanning the whole of the Bridge frontage and also covering the existing area of parking and public facilities outside the Guernsey Electricity premises on Northside.</p>	Accept	This amendment provides an update to the Proposals Map to align with proposed amendment to Policy 5.1 as per A23.
A34	Page 31 – Point 148.	Page 69 – Proposals Map B	Include “see Policies 3.3 and 6.3)” after ‘Public Realm Impact Zone’ in map key.	Accept	This amendment provides a link between the area designated in the Proposals Map and the relevant Policies.
A35	Page 34 – Point 169.	Page 74 – Scenario A1	Extent of Port Growth Consultation Zone to be updated in line with Proposals Map A for consistency.	Accept	This amendment provides consistency across the LPB. The Extent of the Port Growth Consultation Zone is correct in Proposals Map A.
A36	Page 34 – Point 169.	Page 82 – Glossary	<p>Include additional definition as follows:</p> <p>“Blind Industrial Frontage – an inactive frontage that has no activity windows or presence onto the street.”</p>	Accept	This amendment provides detail on a term which has been used to describe features of the harbours in the analysis. As a more technical term, this should be explained in the glossary.

APPENDIX E - DEVELOPMENT & PLANNING AUTHORITY'S SCHEDULE OF AMENDMENTS TO THE HARBOUR ACTION AREAS LOCAL PLANNING BRIEF

Reference	Location in Draft Local Planning Brief	Recommended Amendment	Rationale for Authority's Conclusion
IM1	New Section 9	The Development and Planning Authority to draft and include a short section setting out a clear mechanism, and a provisional timetable, for its monitoring and review. Such a review should be undertaken no later than the mid-term of the LPB, i.e. 5 years from adoption.	<p>This amendment is considered sensible given the wide reaching and potentially significant infrastructure decisions that could be made during the life of the LPB.</p> <p>This amendment would provide a mechanism to ensure the LPB is robust, sound and remains fit for purpose across its 10-year lifespan.</p>
IM3a	Page 59 – Policy 4.2	Text in clause b) amended as follows: “Responding positively to the strong character of the harbours through considered selection of materials and good design as well as appropriate built form and character. This does not mean that all new development should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of a high standard of design as appropriate for the proposed use and location and with a clear design response to the context. Developments of substantial scale and landmark buildings throughout the HAAs should also be of a high standard of design. Within the Landmark Opportunity Zones in Proposals Map A, such developments will also be expected to provide appropriate and active uses at ground flood which support public access and uses such as arts and/or cultural uses.”	This amendment captures the intention of the Inspector's recommended amendment IM3 and aligns with existing guidance in GP8 of the Island Development Plan in order to ensure consistency.
IM4	Section 1.7	Update the text for the adoption version of the LPB to reflect the past tense.	This amendment is a minor point of correction in order to reflect that the 'Timeline to Adoption' section should be in the past tense in the final version of the LPB.

A1	Page 6 – Section 1.2	Additional text in Section 1.2: “As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development within the HAAs.”	This amendment ensures conformity with the IDP, and provides an explanation as to the role of the LPB.
A2	Page 7 – Section 1.6	Additional bullet point in Section 1.6: “Energy Resilience – the island relies on sources of energy from off-island. These include electricity cables, as well as the physical importation (and storage) of fuels. As such the harbours are critical to the island’s energy resilience. These sources are likely to evolve and decarbonise in coming years, but safeguarding a continued supply of energy is critical to the ongoing functioning of the island.”	This amendment ensures the importance of energy resilience is included as one of the core resilience themes.
A3	Page 10 – Section 2.2	Additional text in Section 2.2: “The LPB allows for a coordinated approach to development in the HAAs as required by the IDP. IDP Policy MC10 specifically states that development within the HAAs will be delivered through an LPB. As the LPB will provide development guidance, there will not be a requirement for separate Development Frameworks for development in these areas.”	This amendment ensures conformity with the IDP, and explanation as to the role of the LPB.
A4	Page 11 – Section 2.3.5	Paragraph in Section 2.3.5 to be updated in full as follows: “There are a number of policies which address landscape, greenspace, public realm and biodiversity. The policy dealing with Sites of Special Significance (SSS) (Policy GP2) generally does not apply within the HAAs because there are no SSS in the HAAs. However, as there are SSS immediately adjoining the HAA boundary in St Peter Port at Havelet, any development in the HAA which has the capacity to impact the SSS must comply with Policy GP2. The policy for Areas of Biodiversity Importance (ABI) (Policy GP3) is relevant because of the ABI that covers the southern part of Havelet Bay. Policy GP1 (Landscape Character and Open Land) supports development which respects relevant landscape	This amendment is a correction to accurately reflect the fact that St Peter Port HAA does include an ABI and the impact of the neighbouring SSS on development within the St Peter Port HAA.

		character, does not result in loss of distinctive features and takes advantage of opportunities to improve visual and physical access to open and undeveloped land. The LPB accords with the requirements in this policy and proposals within the HAAs will need to comply broadly with its requirements."	
A5	Page 20 – Section 3.7	New final paragraph added as follows: "The screening of the policies of the LPB does not negate the need for planning applications within the HAAs to be subject to project level EIA screening and if necessary full EIA where the requirement for screening and EIA is required by The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007."	This amendment provides additional wording to clarify that the LPB does not negate the need for EIA Screening and/or EIA in relation to specific proposals at planning application stage.
A6	Page 34 – Commercial Harbour Activity	Update first paragraph as follows: "A key activity within the St Peter Port HAA is the commercial harbour which is the focus for freight and passenger transport to and from the island. This includes the requirements for statutory security and customs activities. Requirements for handling unitised freight may change over time in terms of volumes and commodities, and the port may need additional capacity for expansion over the next 10 years." Update first sentence in third paragraph as follows: "Currently there are conflicts between different users of the harbours, focussed around commercial port operations (including the requirement for statutory security and customs activities), leisure activity, car parking, and pedestrian movement."	This amendment provides additional wording to make clear that references to port operations include commercial activities as well as statutory border operations.
A7	Page 38 – Environment and Heritage	First paragraph amended as follows: "Priority habitats along the East Coast includes Eel Grass beds, Seagrass beds to the north of St Peter Port, east of the QEII Marina,	This amendment is a correction to reflect the location of seagrass beds in Havelet.

		and to the south at Havelet. Opportunities to enhance these habitats could be considered as part of the project."	
A8	Page 43 – Theme 3	Remove third bullet point in Theme 3.	This amendment corrects an inconsistency in the LPB which was from an earlier draft of the LPB in which Policy 6.1 was more restrictive about the potential for localised flood mitigation measures. The LPB should not specifically favour short-term or meanwhile uses over longer term uses ahead of wider decisions on flood defences, which can be incorporated into development, where appropriate, as per Policy 6.1.
A9	Page 43 – Theme 6	Text in first bullet point amended as follows: "Where necessary, developments will need to come forward with adequate climate and flood mitigation measures in place. In the absence of area wide mitigations, such measures can be site specific where it ensures that existing and new development is protected."	This amendment ensures that there is consistent messaging regarding provision of flood mitigations as per Policy 6.1.
A10	Page 45 – Theme 6	Text in first bullet point amended as follows: "The use of alternative/renewable energy sources may enable the reuse or redevelopment of the power station as it comes to the end of its life."	This amendment clarifies that alternative/renewable energy sources will not necessarily enable redevelopment of the power station but could be one factor influencing this.
A11	Page 50 – Policy 1.3 Supporting Text	Text in first paragraph of supporting text amended as follows: "The States' commitment to achieving carbon neutrality by 2050 presents an opportunity to consider the future of the power station in St Sampson in the move away from non-renewable gas heavy fuel oil and diesel as a primary power sources."	This amendment addresses an inaccuracy to reference the correct type of fuel.

A12	Page 50 – Policy 1.3 Supporting Text	Text in second bullet point of supporting text amended as follows: "Proximity to the power station may impact on the delivery of neighbouring sensitive land uses such as housing, high intensity employment uses such as offices or workspace, community, cultural or mixed uses. Development proposals within the proximity of the power station should consider IDP Policy GP17: Public Safety and Hazardous Development."	This amendment clarifies that the power station does not prevent delivery of housing but that proximity to the power station will need to be a consideration when proposing developments of sensitive land uses.
A13	Page 51 – Policy 1.4	Additional text added to Policy 1.4 as follows: "Any development and related relocation of fuel storage will do so in a way that maintains and/or enhances Guernsey's energy resilience."	This amendment provides additional detail in order to underline importance of fuel storage for Guernsey and its energy resilience and highlight that there could be enhancement opportunities through relocation.
A14	Page 55 – Policy 3.1	Amendments to text in Policy 3.1 as follows: Remove clause a) and replace clause b) with the following and omit corresponding paragraphs in supporting text: "There are opportunities for a diverse range of uses in the HAAs that may be deliverable within key locations within the timescales of the LPB. These uses are likely to contribute active ground floors to provide leisure, tourism and town centre uses, other mixed uses and to increase housing supply in key locations such as to the north of the inner harbour in St Sampson in a way that is compatible with the retained and ongoing employment uses in these areas (once the bad neighbour uses have been relocated) (e.g. category A and B uses in Policy 6.1)." "Proposals for vulnerable uses such as housing, hotels and essential infrastructure (see Table 6.1: Flood Vulnerability Classification) will need to demonstrate that appropriate flood mitigation will be in place, delivered as part of development or as part of a wider flood strategy (with the option of achieving this through financial contribution)."	This amendment ensures that Policy 3.1 is consistent with Policy 6.1. Policy 3.1 was conflicting with Policy 6.1 with regards the types of flood defences possible for more sensitive land uses.

A15	Page 55 – Policy 3.1 Supporting Text	Replace second paragraph in supporting text as follows: “The States will consider closely how new and diverse development can come forward and be resilient to flooding in the long term. This may be as part of site-specific design and/or through developer contributions that can help fund long term flood mitigation. A balanced approach will be necessary to ensure that development is deliverable; that it is designed to be resilient to flooding; and that it is safe for current and future residents.”	This amendment ensures that Policy 3.1 is consistent with Policy 6.1. Policy 3.1 was conflicting with Policy 6.1 with regards the types of flood defences possible for more sensitive land uses.
A16	Page 57 – Policy 3.3	Additional bullet point under a) as follows: “iv) Havelet Bay Green Zone – the primary area of public green space and biodiversity within the St Peter Port HAA and provides particular opportunities to enhance existing, and encourage the provision of new, green infrastructure. Whilst the LPB encouraged enhanced greening and opportunities for biodiversity across the HAAs the Havelet Bay Green Zone has a particular focus on this due to the existing character of the area as primarily a public green space, as well as its location within an Area of Biodiversity Importance. Therefore, development proposals within the Havelet Bay Green Zone will be required to demonstrate that the landscape quality and biodiversity interest of the site has been considered and where appropriate, enhanced as part of the design and development process and that any negative impacts can be appropriately and proportionately mitigated. Proposals within the Havelet Bay Green Zone will need to comply with the requirements of IDP Policies GP1 and GP3.”	This amendment provides a definition of the Havelet Bay Green Zone.
A17	Page 57 – Policy 3.3	Additional bullet point under b) as follows: "iv) Public Realm Impact Zone - there are particular opportunities around the Bridge, North Side and South Quay to make a more positive pedestrian experience and public realm through greening, improved seating, widening pavements, external lighting, shading,	This amendment provides detail on the Public Realm Impact Zone in Policy 3.3 which was previously missing from the LPB.

		shelter from the wind, and giving people space to enjoy the harbour."	
A18	Page 58 – Policy 4.1	Text in clause a) updated as follows: "a) New and expanded uses including visitor attractions, visitor accommodation, leisure uses, restaurants and cafés, high quality public realm, performance space, public art, arts and culture and to maintain and support the pattern of existing related uses. Where changes are proposed to resist the loss of any existing facilities across these uses unless they are to be relocated, improved or redelivered in another form."	This amendment includes visitor accommodation to the list of example land use types to provide greater clarity that visitor accommodation is supported alongside other land uses related to tourism and leisure.
A20	Page 59 – Policy 4.2 Supporting Text	Text in first bullet point of supporting text amended as follows: "The St Sampson Conservation Area Appraisal (Draft - 2023), including non-designated heritage assets."	This amendment provides updated wording so that the LPB uses the correct document title for the Draft St Sampson Conservation Area Appraisal.
A21	Page 60 – Policy 5.1	Additional clause added between current clause b) and c) with new text. Current clause c) will become clause d). New clause c) text to state: "Development proposals incorporating shared mobility as part of their design where possible. This will include infrastructure which enables shared mobility and will apply generally throughout the HAAs and not exclusively to mobility hubs."	This amendment ensures that shared mobility is included more widely than as part of mobility hubs. Because shared mobility and mobility hubs are not mutually inclusive.
A22	Page 60 – Policy 5.1	Text in clause a) amended as follows: "Supporting a dedicated public transport link and improved cycle link between the two HAAs to improve the reliability and reliance on this important connection for the east coast."	This amendment ensures the LPB provides flexibility for future types of public transport.

A23	Page 60 – Policy 5.1	Additional paragraph added to Policy 5.1 as follows: “Sustainable and Active Transport Zones are areas of focus for providing active travel infrastructure, including mobility hubs, cycle parking, and e-bike or e-mobility charging points. By focussing these zones in accessible locations close to the centres of St Peter Port and St Sampson, this will encourage trips to be made by sustainable and active travel, and help to reduce vehicle congestion. Although the Sustainable and Active Transport Zones provide a focus for active travel infrastructure this does not prevent its inclusion as part of development proposals in other areas of the HAAs”.	This amendment provides a definition of Sustainable and Active Transport Zones which was missing from the draft LPB.
A24	Page 61 – Policy 5.2	Clause d) of Policy 5.2 to be amended as follows: "d) Relocating through traffic from the Bridge in St Sampson across the harbour such that improvements can be made to support the environment around The Bridge and making it a better place to visit and spend time. Any alternative route across the St Sampson harbour will need to meet the requirements of the inter-harbour route."	This amendment ensures that any alternative route through St Sampson should meet the conditions of the inter-harbour route.
A25	Page 63 – Policy 6.1 Supporting Text	Additional paragraph in Policy supporting text as follows: "Some areas within St PP harbour are affected by on-going critical drainage issues. This will be made worse with climate change as rainfall intensifies and sea levels increase. Guernsey Water maintains a flood register of properties that are at risk of sewer flooding. This register should be checked and, if necessary, complimented with an assessment of the effect of climate change on surface water flood risk in relation to a proposed development. For certain developments the Development & Planning Authority may require a drainage strategy to be developed as part of development proposals and will consult Guernsey Water to ensure that proposed developments are proportionately protected against surface water flood risk elsewhere. Opportunities for minimising	This amendment provides additional detail in supporting text to reference the need to consider flood risk, engage with Guernsey Water and, where necessary, prepare a drainage strategy as part of development proposals.

		hard surfaces and implementing sustainable urban drainage systems (SUDS) in line with best practice established by the SUDS Manual (CIRIA C753) should be maximised to reduce runoff at source, control pollution and enhance amenity and biodiversity."	
A26	Page 64 – Policy 6.1 Flood Vulnerability Classification Table	New text to be inserted as 'Note 2' under Table 6.1 as follows: "Note 2: Permanent flood protection measures provided as part of a development for uses falling within vulnerability classifications A and B must be designed to be robust, and well maintained to reduce the chance of failure. In the unlikely event that a breach of the defence, or overtopping occurs, contingency measures must be in place. This might include not providing sleeping accommodation at ground flood, or requiring clear and safe evacuation plans. This information would need to be provided in the Flood Risk Statement and assessed on a site by site basis. This Flood Risk Assessment must demonstrate that the development will be safe from all sources of flooding without increasing flood risk elsewhere, and where possible showing opportunities to reduce flood risk overall."	This amendment provides clarification that the reference to failure in the Flood Vulnerability Classification table relates to the failure of the localised flood defence measures provided as part of any specific development, rather than failure of wider, strategic flood defence infrastructure.
A27	Page 66 – Policy 6.2 Supporting Text	Additional paragraph included in supporting text to Policy 6.2 as follows: "Nature-based solutions to help address the effects of climate change and to provide flood mitigation can be included alongside 'physical' defences. Nature-based solutions might include tree and other planting, as well as habitat restoration, which may also help to support the delivery of other policies in this LPB e.g. Policy 6.3."	This amendment ensures that it is clear that nature based solutions are part of a holistic approach to carbon reduction.
A28	Page 67 – Policy 6.3 Supporting Text	First sentence of second paragraph amended as follows: "Historically land was created where needed for hard surface uses that were considered essential to the functioning of the harbours."	This amendment corrects an error in the draft LPB, which should refer to 'harbours' and not 'harbour'.

A29	Page 67 – Policy 6.3 Supporting Text	<p>Additional paragraph added to supporting text as follows:</p> <p>"Enhanced greening has benefits to wildlife and nature, but also the pedestrian experience. In St Peter Port there is particular opportunity in the Havelet Bay Green Zone shown on Proposals Map A. In St Sampson, there is a distinct opportunity to make the waterfront a more pleasant place to walk and relax. As outlined above, this can be achieved through greening, but also improved seating, widening pavements, external lighting, shading, shelter from the wind, and giving people space to enjoy the harbour. Whilst proposals to make a more positive pedestrian experience and public realm will be supported throughout the HAAs there are particular opportunities around the Bridge, North Side and South Quay. This is consolidated into a 'Public Realm Impact Zone' in St Sampson, shown on Proposals Map B."</p>	This amendment provides detail as to the impact of the Public Realm Impact Zone and Havelet Bay Green Zone which was missing from the draft LPB.
A30	Page 67 – Policy 6.3 Supporting Text	<p>Additional paragraph added to supporting text as follows:</p> <p>"Opportunities for integrating green infrastructure should be maximised, with the introduction of sustainable urban drainage systems in line with best practice established by the SUDS manual (CIRIA C753). This will also have the benefit of enhancing existing biodiversity and habitat creation, whilst also improving climate resilience and amenity co-benefits.</p>	This amendment provides additional detail in supporting text to reference the need to consider incorporating sustainable drainage measures as part of the development process.
A31	Page 67 – Policy 6.3 Supporting Text	<p>Third to last paragraph in supporting text to be amended as follows:</p> <p>Replace third to last paragraph with: "Existing green spaces should be retained wherever possible, whether they are publicly accessible or for amenity or wildlife value and should be improved as part of proposals in a way which is proportionate to the location, scale and form of development proposed. This may include additional planting as well as places for people to stop and enjoy their amenity. Where it is not possible to retain existing green spaces, trees or other areas of biodiversity value as part of a</p>	This amendment corrects an inconsistency between Policy text and supporting text regarding protection of green spaces.

		development, proposals must include details for replacement and should demonstrate a net gain as part of any re-provision."	
A32	Page 68 – Proposals Map A	Diagonal green hatching on South Esplanades SATZ in Proposals Map A to be removed.	This amendment corrects an error. The green hatched area on the Proposals Map is from an earlier draft of the LPB and does not relate to any draft policies.
A33	Page 69 – Proposals Map B	<p>Addition of a Sustainable and Active Transport Zone' in the St Sampson HAA Proposals Map.</p> <p>It is proposed that the Sustainable and Active Transport Zone in the St Sampson HAA would cover the majority of land directly adjacent to the inner harbour, broadly covering from the junction of New Road and South Quay on Southside, spanning the whole of the Bridge frontage and also covering the existing area of parking and public facilities outside the Guernsey Electricity premises on Northside.</p>	This amendment provides an update to the Proposals Map to align with proposed amendment to Policy 5.1 as per A23.
A34	Page 69 – Proposals Map B	Include "see Policies 3.3 and 6.3)" after 'Public Realm Impact Zone' in map key.	This amendment provides a link between the area designated in the Proposals Map and the relevant Policies.
A35	Page 74 – Scenario A1	Extent of Port Growth Consultation Zone to be updated in line with Proposals Map A for consistency.	This amendment provides consistency across the LPB. The Extent of the Port Growth Consultation Zone is correct in Proposals Map A.
A36	Page 82 – Glossary	<p>Include additional definition as follows:</p> <p>"Blind Industrial Frontage – an inactive frontage that has no activity windows or presence onto the street."</p>	This amendment provides detail on a term which has been used to describe features of the harbours in the analysis. As a more technical term, this should be explained in the glossary.

Local Planning Brief

St Peter Port and St Sampson Harbour Action Areas

**States of Guernsey
Submission Draft**

Executive Summary

Introduction

This draft Local Planning Brief (LPB) covers the two Harbour Action Areas (HAAs) of St Peter Port and St Sampson both of which are important areas along Guernsey’s east coast. It is a strategic policy document that identifies opportunities for change and enhancement of these two important areas and will guide and shape development over the next decade. Once it has been through inquiry and is adopted the LPB will become a formal amendment to the Island Development Plan.

The brief is based on understanding the key issues affecting both areas and how they work now. It is informed by the harbours’ roles in servicing the island, providing access to the water and water based activities, leisure and industry, and as a resource for both islanders and visitors. The production of this brief has included a broad range of stakeholder consultation, alongside public consultation and feedback.

The Harbour Action Areas of St Peter Port and St Sampson share an important relationship with each other and overlap with the main centres on island. They have very different identities and roles as well as differing characters, strengths, opportunities and threats and it is important that this brief responds to these individual qualities. There are also opportunities and challenges which they share and that apply to both areas. A key focus for this brief is in ensuring that the island as a whole remains resilient and that any change in the Harbour Action Areas considers a broad range of economic, social, operational, environmental and climate based impacts.

The document sets out the analysis of the harbours, together with an understanding of additional evidence, consultation feedback, and the policy context, to set out a vision for the future. The main requirements of the brief are set out as policies and on two proposals maps. The brief also contains examples of how other places have dealt with similar issues as case studies. The LPB creates a cohesive place-based approach to change in the two areas, to ensure they work for people, businesses and the environment.

The brief will be used to guide planning decisions within the HAAs, and will be a material consideration in how decisions are made. This means that proposals brought forward in accordance with the requirements of this brief are more likely to be supported, subject to also meeting other relevant policies and guidance.

Overall Vision for the Harbour Action Areas:

“Both St Peter Port and St Sampson will be resilient, thriving working harbours into the long term which service the island and enable the broadest range of residents and visitors to:

- enjoy the waterside location;
- access shops and work in the towns; and
- move around safely and efficiently.”

St Peter Port Vision

“St Peter Port will retain its strong character - formed from its built heritage and strong maritime infrastructure.

As a working harbour it will welcome people and goods in a harmonious and efficient way, with adequate space for all activity and a division of incompatible uses.

It will be a pleasant place where people spend time enjoying the waterside, visiting bars, restaurants and cultural attractions both outdoors and in.

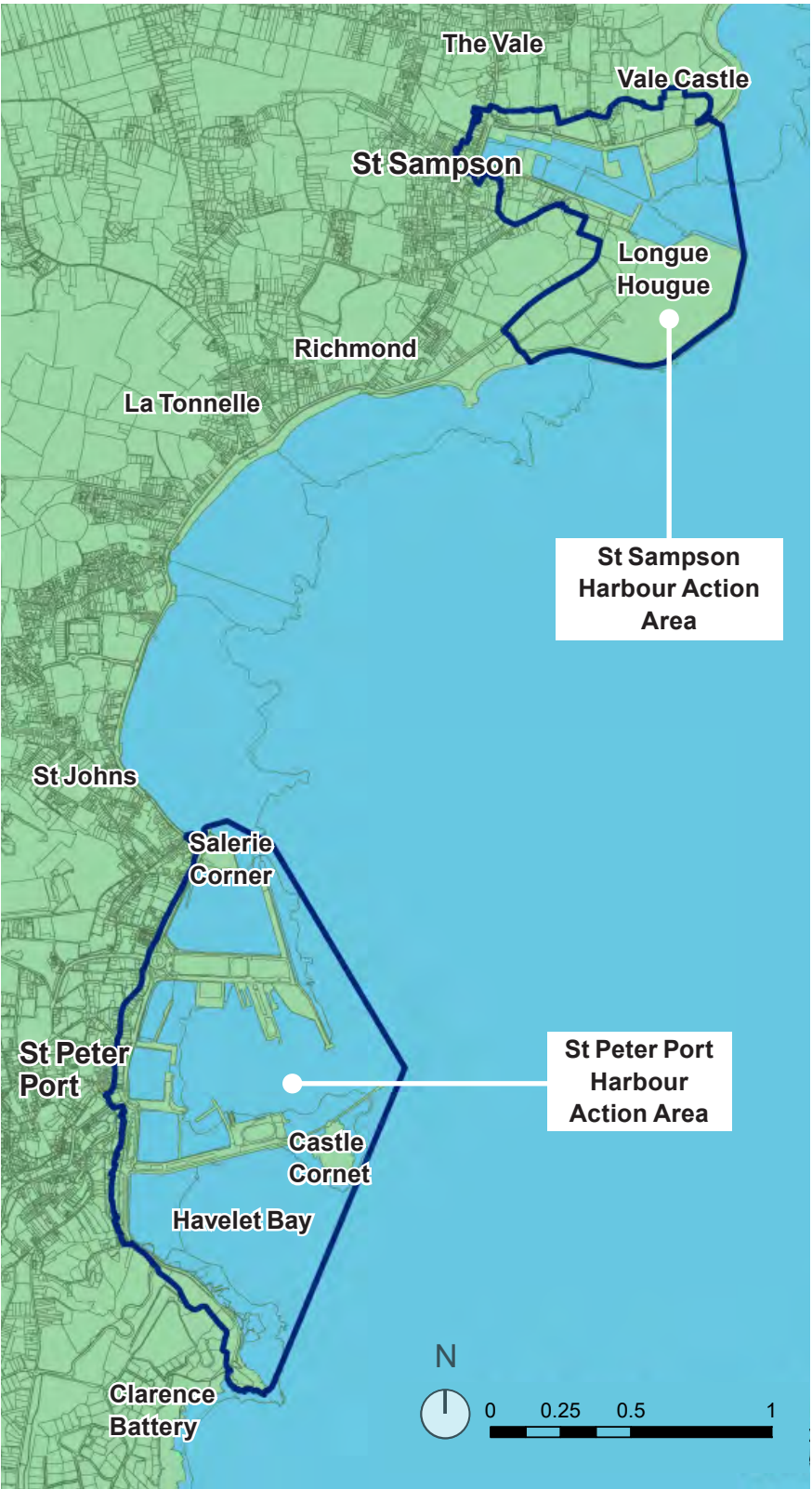
The harbour will meet the needs of islanders and tourists alike with walking, cycling and public transport the easiest ways to move around. The improvements made will have enhanced the area making St Peter Port a strong and resilient harbour all year round”

St Sampson Vision

“St Sampson will continue to operate as a working commercial harbour, with a greater sense of harmony for all users and visitors. The Bridge will develop as a convivial centre where people can access everyday needs and spend time.

The unique character of The Bridge will be retained and enhanced to act as the heart of the community. Visiting St Sampson will become easier by whichever means people choose to arrive, and parking will meet the needs of local people. The independent shops and facilities that support a resilient and thriving community will be protected.

Industrial uses will be safeguarded for employment, but gradually moved away from the inner harbour to enable better access to the water for marine related uses, mixed use development, including housing, and leisure activities.”



The location of the two harbour Action Areas (outline shown in blue)

Balancing a broad range of activities

The Island Development Plan requires that this brief looks comprehensively at a wide range of issues and meets a need for coordinated planning so that it considers how different activities and uses can work together. Some areas within the harbours are not well used and do not meet the needs of the island or its visitors as well as they could, and may not be prepared for future challenges, such as increasing flood risk, and the need to be resilient to climate change.

The brief considers the important “balance” between the needs of the operational and employment uses within the harbours with the need to attract inward investment, for example through introducing new or expanded uses and activities, and through this change to better address a range of social, economic and environmental challenges, for example, flood risk and the impact of fuel storage on surrounding uses. All of this also needs to be set in the context of the important issues of heritage, tourism and how people get around safely.



Key infrastructure - what the brief deals with and what it cannot

The Harbour Action Areas include key pieces of infrastructure that support the island and that are expected to change over the next few decades, as well as needing to accommodate new infrastructure that does not currently exist. These decisions have sequential and spatial implications on what can happen within the Harbour Action Areas.

Some of these this brief deals with head on, such as through considering and planning for the most likely locations for a “Future Harbour” that would better allow the island to deal with freight and arrivals by sea. This work also demonstrates that a future harbour outside of the current St Peter Port location would also free up land for change and support investment and growth.

The brief also proposes that over time fuel storage is relocated within St Sampson to reduce the impact that this has on surrounding uses and activities, and to support inward investment. Over time the island will need to be dealing with the decarbonisation of its fuel networks, and this will change the requirements for fuel importation and storage. Energy needs may also change due to the use of more renewable sources of energy such as wind, wave or solar power.

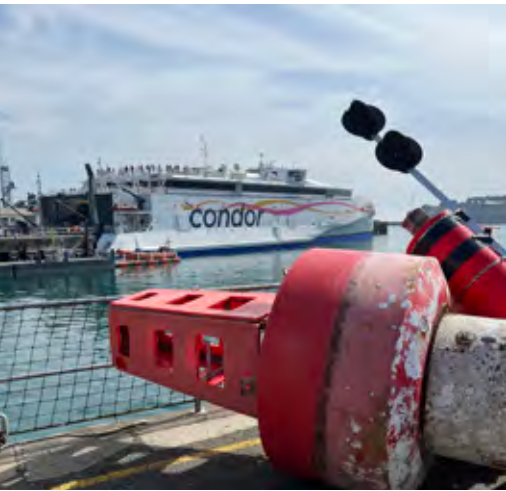
Other changes in the Harbour Action Areas that the brief is planning for include that there will at some point no longer be a need to store inert waste at Longue Hougue and therefore that this can be used for appropriate employment and marine industry uses.

A key issue that this brief identifies but is not able to fully plan for is around flood risk as the delivery of options to mitigate this risk is outside of the sole remit of the DPA, and it requires others to take action to prepare and agree a strategy and to put this in place. Whist it is clear that flood risk mitigation will increasingly be needed to protect both harbours, existing uses and any new uses, the best way to do this, whether on a site by site basis or more strategically needs further consideration. This may mean that some new uses are unable to come forward until this work is completed.

Other ideas for future infrastructure are currently not well enough defined for this brief to plan for them. This includes the idea for the road tunnel to Jersey/France and potential land based support for wind turbines off the coast that could be proposed the future.

Table of policies within the Local Planning Brief:

Theme 1: Resilient Harbours and Infrastructure	
Policy 1.1	Protecting the Port in St Peter Port
Policy 1.2	Protecting the ability to deliver a Future Harbour for Guernsey
Policy 1.3	Reducing the impact of the power station in St Sampson
Policy 1.4	Fuel Storage in St Sampson
Theme 2: Supporting the marine sector to provide jobs and leisure opportunities	
Policy 2.1	Safeguarding Marine Related industries
Policy 2.2	Supporting the Marine Leisure industry
Policy 2.3	Retaining and enhancing the diversity of the harbour action areas
Theme 3: New and expanded uses and activities within the Harbour Action Areas	
Policy 3.1	Enhancing the Waterfront through diversification of the Harbour Action Areas
Policy 3.2	More efficient land uses in the Harbour Action Areas
Policy 3.3	Creating coherent development zones
Theme 4: Culture, heritage, tourism and leisure	
Policy 4.1	Support for expanding tourism and leisure
Policy 4.2	Valuing and respecting the heritage of the Harbour Action Areas through good design, character and view management
Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around	
Policy 5.1	Improving facilities for active and sustainable travel
Policy 5.2	Improve road user hierarchy and safety with the HAAs
Policy 5.3	Using improved travel choice and car parking management to create new opportunities
Theme 6: Climate resilience and the natural environment	
Policy 6.1	New development and necessary flood mitigation
Policy 6.2	Contribution of new development towards decarbonisation
Policy 6.3	Increasing green infrastructure and biodiversity in the harbours



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Appendices

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Appendix 3: Local Planning Brief EIA screening request letter and opinion
Appendix 4: Evidence Base documents
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Appendix 4.2: Flood Risk Evidence Base (Expedition Engineering)
Appendix 4.3: Transport Research Report: Parts 1 and 2 (Momentum Transport Consultants)
Appendix 4.4: Maritime Research Infrastructure Summary (Beckett Rankine)
Appendix 4.5: Guernsey Harbour Action Areas: Future Space Requirements and Recommendations (Fisher Advisory)
Appendix 4.6 Property and Housing Baseline Review (AspinallVerdi)

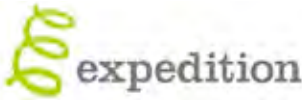
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1 Introduction to the LPB and its purpose



1 Introduction to the LPB and its purpose

1.1 Introduction to the document

This document is the Local Planning Brief (LPB) for the two Harbour Action Areas (HAAs) of St Peter Port and St Sampson as defined in the Island Development Plan 2016 (IDP). The document sets out more specific requirements for these two areas than is included in the IDP and builds on further technical evidence and consultation around the challenges and potential of these two important areas for Guernsey.

Policy MC10 of the IDP sets the policy requirement for the States of Guernsey (SOG) to prepare and adopt a LPB for the HAAs of St Peter Port and St Sampson. Upon adoption the LPB will become a formal amendment to the IDP.

This strategic policy document identifies opportunities for change and enhancement of these two important areas along Guernsey's east coast, and will guide and shape development over the next decade.

Tibbalds Planning and Urban Design has led the project team appointed to create this LPB for the Development and Planning Authority (DPA) starting work in late summer 2023. The document has been prepared with input from a specialist team, including:

- Tibbalds Planning and Urban Design
- AspinallVerdi, advising on property matters
- Beckett Rankine, specialist marine engineers
- Fisher Associates, harbour and marine economy specialists
- Expedition Engineering, advising on flood risk
- Momentum, advising on movement and transport

1.2 Purpose of the document

The LPB will cover the full extent of the two HAAs of St Peter Port and St Sampson. It is based on evidence of how the areas work now and what is likely to change in the coming years as well as a thorough review of a wide range of detailed studies and reports produced over the past 12 years across a range of topics and that is relevant to the HAAs.

The LPB sets out a vision for the future of the two HAAs. It contains policies, guidance and precedents, along with a spatial Proposals Map. The LPB aims to create a cohesive place-based approach to change in the HAAs, to ensure they work for people, businesses, and the environment.

The LPB is complementary to the IDP, and adds detail where it is helpful in making sure the right type of change and development comes forward and that relevant issues are considered. It will not conflict with, or change, any of the policies in the IDP.

The LPB will be used to guide planning decisions within the HAAs, and will be a material consideration in how decisions are made. This means that proposals brought forward in accordance with the requirements of the LPB are more likely to be supported, subject to it also meeting other policies and guidance.

Whilst in relative proximity to one another, and sharing an important interrelationship, the main centres of St Peter Port and St Sampson have very different identities and roles. The towns have differing characters, strengths, opportunities and threats and it is important that this LPB responds to these individual qualities. However, there are also opportunities and challenges which they share and that will apply to both HAAs. This document will cover the two HAAs in combination where relevant, but will also separate key policies and issues where they apply to each harbour specifically.

1.3 Location of the HAAs

The IDP Proposals Map fixes the location of the two HAAs by setting these out on its Proposals Map (the extent of the HAAs is outlined blue on the plan at figure 1.3).

- **St Peter Port HAA** includes all of the piers and harbours in the town as well as the buildings and green space fronting the esplanades from Salerie Corner down to Clarence Battery.
- **The St Sampson HAA** includes the harbour, adjacent frontages to the north, west and south and then includes some of the industrial land to the north and the Longue Hougue industrial area to the south.



Figure 1.1: St Sampson harbour looking north.

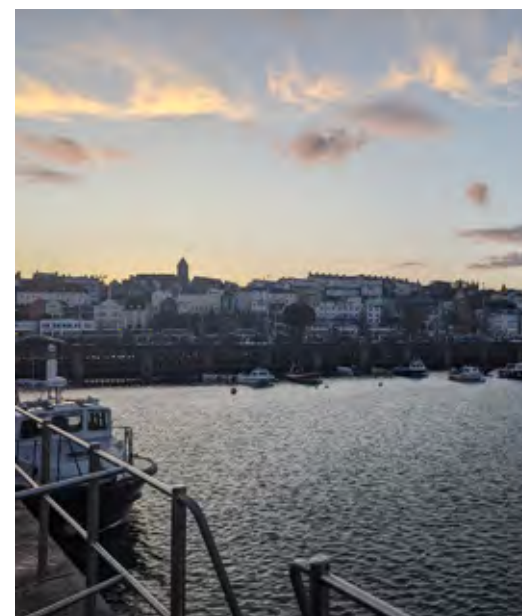


Figure 1.2: St Peter Port harbour with Town rising up behind it looking west.

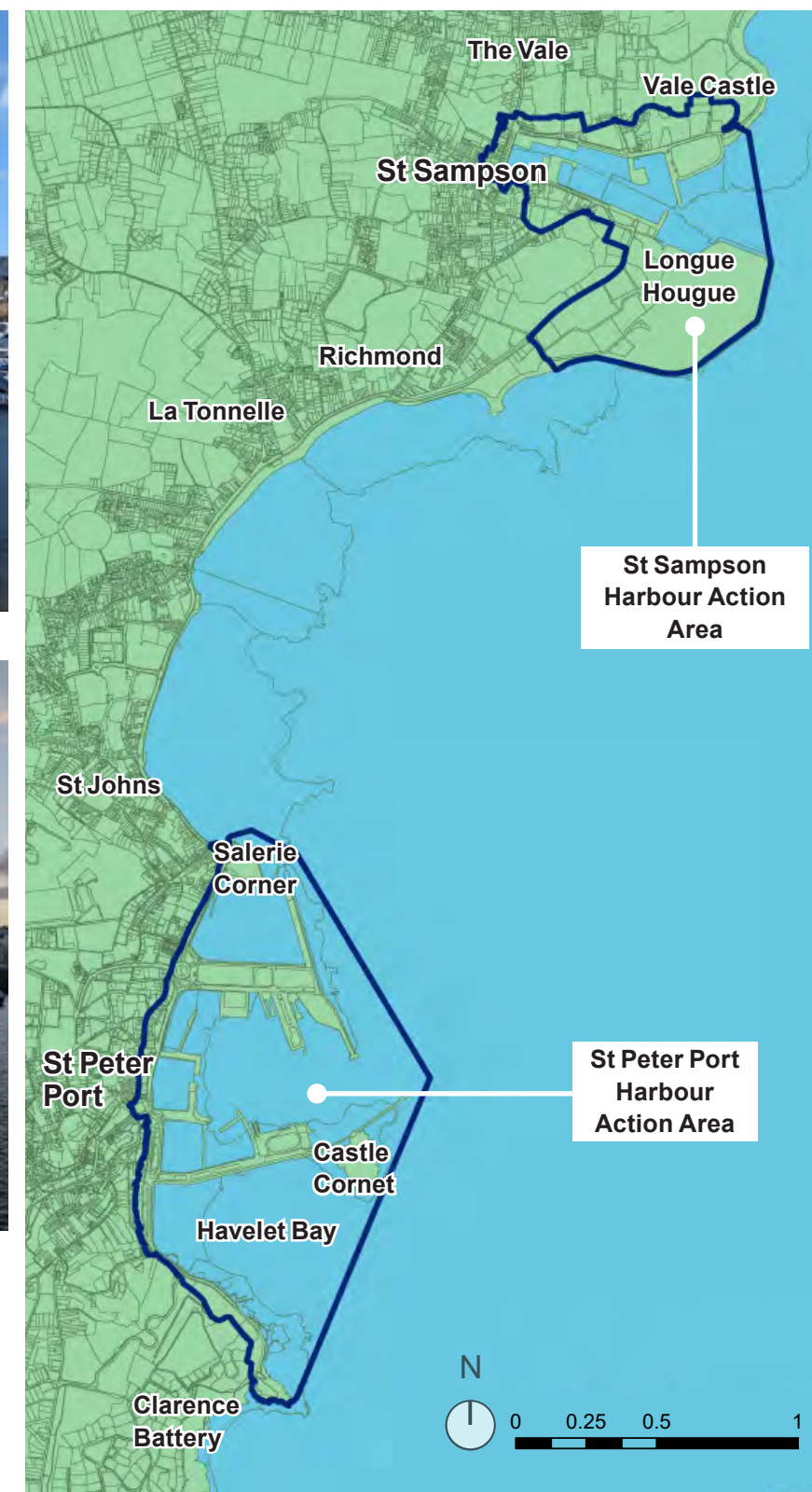


Figure 1.3: Location of the two harbour Action Areas (outline shown in blue)

The HAAs sit in the context of the main towns of St Peter Port and St Sampson and include key frontages within each town as well as the main harbour areas in each case. Whilst the boundary cannot be changed for the HAAs this work does need to consider the context to these areas and how the related and adjacent uses impacts on what is going on between the two.

1.4 Structure of the Local Planning Brief, and how the document is intended to be used

The LPB has nine sections, as follows:

- 1. Introduction - an overview of the project and objectives
- 2. Policy Context - overview of relevant Island Development Plan and Strategic Land Use Plan policies
- 3. Scope of the Local Planning Brief - parameters of the document, including what it can and cannot influence
- 4. Background, history and analysis of the HAAs - a summary of the in-depth analysis undertaken
- 5. Summary of consultation - an overview of the initial public consultation, stakeholder engagement, and formal consultation
- 6. Vision and objectives - establishing a vision for change across the HAAs, and specific, measurable objectives for how to achieve this
- 7. Development themes - the core policies, design guidance, and proposals maps which enable the right type of change in the HAAs
- 8. Bringing it all together - ensuring the change will benefit people, businesses and the planet
- 9. Glossary
- 10. Appendices (under separate cover)

It is intended that the LPB will become adopted as planning policy and will sit alongside the IDP as part of the development plan. In this way it will be used to help determine planning decisions for proposals that come forward in the HAAs over the next 10 years. Proposals within the HAAs that are not in accordance with the LPB will generally be refused planning permission.

The LPB has been set out to encourage positive change and investment in the two HAAs at the same time as being clear what tests need to be met in order for development to be acceptable. The document will be used by the DPA and officers advising the DPA to review planning applications and to make decisions. In this way the LPB will be useful to applicants setting out what is likely to be acceptable and to inform the preparation of site proposals.

Case studies have been used throughout the document to provide local and international example projects and inspiration relevant to the HAAs. Case studies demonstrate how different places have achieved positive outcomes through similar challenges.

1.5 States of Guernsey’s objectives for the Harbour Action Areas.

This LPB must respond directly to five main development objectives set by the States of Guernsey, These are:

- 1. Provide infrastructure that protects Guernsey’s coast and harbours from current and future environmental threats.
- 2. Provide transport infrastructure which improves transport connectivity and choice to, within and between the main centres.
- 3. Provide infrastructure to develop modern and resilient harbours (taking into account Guernsey’s future harbour requirements, both in terms of operational requirements and the wider redevelopment of the east coast) which create opportunities to provide improved social, economic and environmental infrastructure.
- 4. Provide infrastructure that supports Guernsey’s housing requirements.
- 5. Provide infrastructure that supports existing business activity and creates new economic opportunities.

Together this means addressing climate change; making places for all; being consistent with the States’ priorities and policies; and considering the health and wellbeing of all those on the island. For many of these the next 20 years will likely be a time of significant change for the island, and the HAAs will be at the forefront of Guernsey’s ability to adapt and respond to this change.

1.6 Resilience as a core theme

Out of the key development objectives and the challenge to adapt to meet future needs, together with the overarching purpose of the document to encourage the right type of change across the HAAs, emerges the idea of resilience as a key theme for the LPB. The LPB aims to ensure that the HAAs are resilient to the many challenges it will need to deal with:

- **Social infrastructure resilience** - ensuring the population have access to the services they need, and feel connected to one another. A key issue that the island needs to tackle is making it an attractive place to live for all ages - this includes retaining young people, and encouraging the transient population (and workers) to settle in Guernsey.
- **Economic resilience** - enabling Guernsey’s economy to be resilient to future uncertainty, and able to attract internal and external investment (and which in turn can help fund other resilience projects e.g. flood mitigation).
- **Safeguarding the harbours and ports** - the operational aspects of the ports are the lifeline of Guernsey, connecting the island to the outside world and enabling the island to import goods and people. Protecting these functions are critical to the long-term functionality of the island.
- **Environmental resilience** - at the interface with the water, the HAAs have an important role to play in protecting and enhancing the natural and semi-natural environment. The LPB will complement existing environmental strategies, and make sure that the island promotes features to address climate, biodiversity loss and habitat degradation.

- **Climate change resilience** - the effects of climate change are already effecting the island - with more extreme weather events and more frequent flooding the most immediate indicators. In line with the SOG Climate Change Policy and Action Plan (and emerging Pathway to Net Zero document), the island has set a target to become carbon neutral by 2050 at the latest. The HAAs will play a role in ensuring that climate change is tackled through the reduction of emissions (through transport and efficient use of land), promoting renewable energy generation, and the creation of new green spaces and public realm.

In order to be able to deliver this long-term resilience, critical infrastructure such as strategic flood defences will need to be installed around the HAAs. Long term, large scale investment will be required to fund this key infrastructure, and it is important that the LPB enables intensification and new development to happen that will help fund this.

This cyclical relationship means that both elements are interdependent (see figure 1.4) - economic resilience requires investment, and investment will only happen if the HAAs are resilient and adaptable to long-term climate change. The LPB takes a pragmatic and holistic approach to these important and interrelated issues.

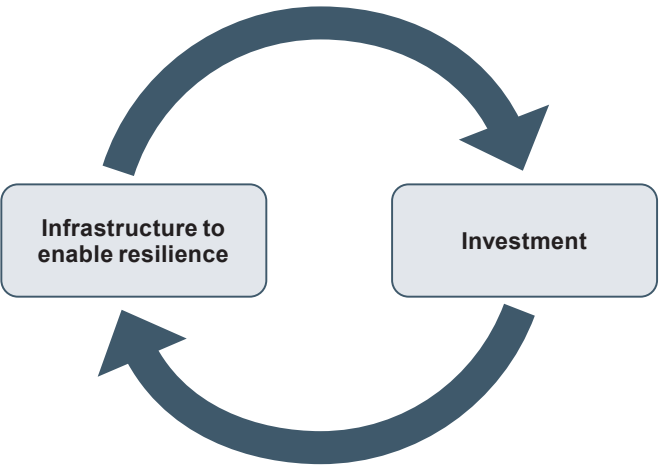


Figure 1.4: Cyclical relationship between infrastructure and investment

1.7 Timeline to adoption

The LPB has been prepared between Autumn 2023 and June 2024. Key stages of this process have been establishing the evidence base; meeting with key stakeholders, operators and harbour bodies; testing scenarios; and initial public consultation held in March 2024.

The overall programme for the LPB is set out in figure 1.5. It is intended that the document can be adopted in the Spring of 2025 and before the end of this term of government.

The draft LPB will be submitted to a Inquiry process ran by an independent Planning Inspector. This Inquiry process will provide opportunity for representations to be made on the content of the LPB ahead of consideration at an Inquiry Hearing.

There may need to be modifications made to the draft LPB as a result of the Inquiry process before the LPB is submitted to the States of Deliberation for debate in early 2025. Subject to States' approval, the LPB will be adopted as States' Planning Policy as an amendment to the IDP.



Figure 1.5: aerial view across St Peter Port and St Sampson Harbour

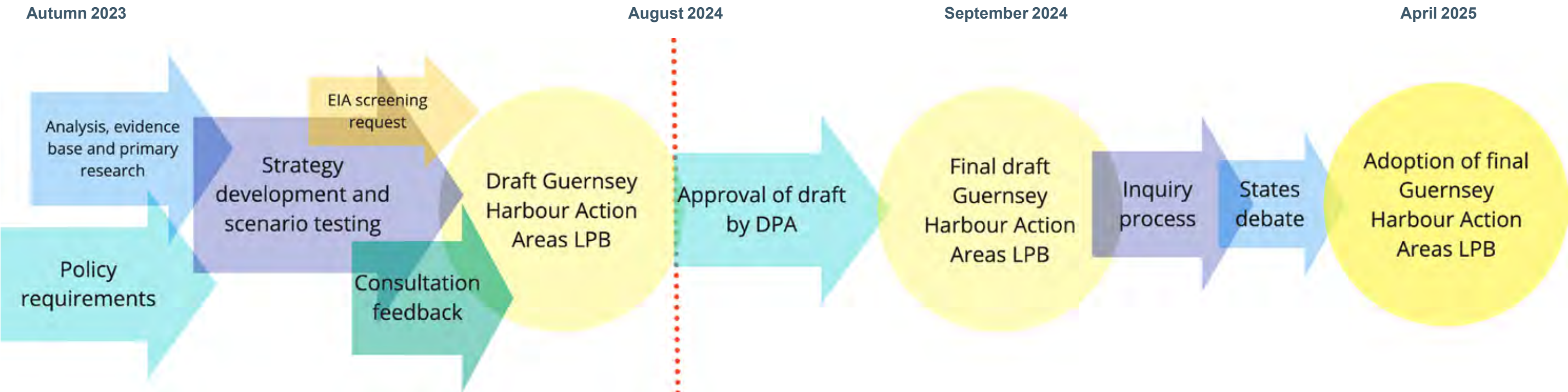


Figure 1.6: Timeline towards adoption of Harbour Action Areas Local Planning Brief

2 Policy context



2 Policy Context for the LPB

2.1 How the LPB will interact with existing policy (SLUP and IDP).

LPBs are planning policy documents used where there are strategic land use objectives and unresolved policy issues related to a specific geographic location or locations. They typically relate to strategic sites in multiple ownership.

Policy MC10 of the IDP stipulates a policy requirement for the SOG to prepare and adopt a LPB for the HAAs of St Peter Port and St Sampson. Upon adoption the LPB will become a formal amendment to the IDP. The IDP Proposals Map identifies the HAAs and their boundaries.

Though the Land Planning and Development (Guernsey) Law, (2005) does not define the level of detail expected of a LPB, it does require the LPB to include at least one map showing the locality covered by it.

The LPB is subject to consultations with States Committees, landowners, other relevant organisations and the public. It must then go to a public planning inquiry before being submitted to the States of Deliberation for approval.

2.2 Policy compliance and relationship with the IDP

As a formal amendment to the IDP the LPB is able to amend existing policies and to introduce new policies. The HAA LPB does not amend any current IDP policies, instead it introduces a new set of policies specific to the HAAs. However, these policies are in conformity with relevant IDP policies and are interrelated in their intention.

2.3 Island Development Plan

Below is a review of existing relevant IDP policy and how the LPB will be in conformity with these policies. The list is not comprehensive and policies are selected according to their relevance to the HAAs.

The DPA is undertaking a focused review of certain policies within the IDP. The policies under review are relate to housing, offices, industry, storage and distribution as well as biodiversity and some minor amendments.

2.3.1 Objectives of the Island Development Plan

The Objectives are a set of six high level objectives that the SOG hold for the Bailiwick. The objectives cover effective and efficient use of land and natural resources; managing the built and natural environment; supporting a thriving economy; supporting a healthy and inclusive society; access to housing for all and meeting infrastructure requirements. These objectives accord directly with the requirements for the HAAs and as an amendment to the IDP, the LPB will need to consider their importance and relevance.

2.3.2 Harbour Action Areas / Main Centres - designations and definitions

Policy IP3 sets out that development proposals in the HAAs will need to be in accordance with the Principal Aims and Objectives of the IDP and the LPB for the HAAs upon adoption. It notes the prior to adoption of the LPB proposals will be allowed where they are minor in nature or essential to port operations. As long as they do not prejudice the outcomes of the LPB.

Policy MC5 (a) focuses on Industry, Storage and Distribution Uses within the Key Industrial Areas and Key Industrial Expansion Areas. These are areas of land reserved for this type of land use. The St Sampson HAA includes both Key Industrial Areas and Key Industrial Expansion Areas. Whilst the St Peter Port HAA does not include any of these areas for reserving land.

Policy MC10 (Harbour Action Areas) is the policy which sets the requirement for the SOG to prepare the LPB for the HAAs. It notes that detailed strategies for the HAAs will be provided in the LPB and that development will be supported where they are in accordance with the LPB and the Principal Aim of the IDP. The Principal Aim is to ensure policies are in place that are consistent with the SLUP 'and which help maintain and create a socially inclusive, healthy and economically strong Island, while balancing these objectives with the protection and enhancement of Guernsey's built and natural environment and the need to use land wisely'.

The supporting text related to **St Peter Port HAA** promotes its importance as a working commercial harbour and striking asset for the island, whose importance also extends across leisure, tourism and the local community. An overlap of competing uses in St Peter Port harbour is noted as relating to the importance of the harbour for so many users which requires the need to resolve such issues related to different land uses and with roads into St Peter Port which are heavily trafficked with resultant congestion.

In focussing on **St Sampson HAA** the supporting text notes the industrial character of St Sampson harbour which has eclipsed the previous historic townscape. Specific industries related to the maritime economy are identified and the supporting text notes opportunities for improving leisure and cultural uses and open spaces in St Sampson and appropriate areas for residential development. The latest Employment Land Study Update Report (2024) indicates that the demand for land for industrial and storage purposes has not decreased, and therefore the LPB considers the protection, maintenance, expansion, and (spatial) consolidation of some of these uses.

Furthermore, achieving improved experience for cyclists and pedestrians in a heavily trafficked environment is prioritised.

Flooding in the Bridge area should also be addressed by the LPB taking forward the recommendations of the Guernsey Coastal Defence Flood Studies and approved strategy, 2013 (Billet d'État XV) and subsequent approved actions.

Policy S1 (Spatial Policy) sets the expectation that development will be concentrated in the Main Centre Areas – which are further defined between the Main Centres and the Main Centre Outer Areas. Policy S2 (Main Centres and Main Centre Outer Areas) defines these areas.

There are only two Main Centres on the island and these cover the towns of St Peter Port and St Sampson. The IDP Proposals Map shows that the HAAs are predominantly within the Main Centre Inner Area boundaries with some at the northern and southern extremes of the HAAs extending beyond the inner boundary to the Main Centre Outer Area boundary.

2.3.3 Housing

The housing policy of primary relevance for the LPB is **Policy MC2** (Housing in Main Centres and Main Centre Outer Areas) which guides housing proposals in the Main Centres and Main Centre Outer Areas. The policy notes that proposals will be supported as long as they are in accordance with the IDP and accommodate a variety of mix and type of dwellings. The policy also notes that development (of all types) unlikely to inhibit the implementation of future housing development or a development framework may be supported if in accordance with other relevant IDP policies.

The LPB is compliant with **Policy MC2**, with some further consideration for how sensitive land uses such as housing comes forwards in accordance with **Policy MC2** and other relevant housing policies as well as strategic considerations for both HAAs such as: a decision on a new harbour; flooding; and development which is sensitive to the blast zones in St Sampson.

2.3.4 Retail, Office, Leisure and Tourism

Retail policies relevant for the HAAs are **Policy MC6** (Retail in Main Centres) and **Policy MC7** (Retail in Main Centre Outer Areas) and generally encourage new retail and change of use to retail primarily in the Main Centres, whilst new retail will not be supported in the Main Centre Outer Areas. The LPB does not conflict with these policies and proposals within the HAAs will continue to be assessed against them.

Policy MC4(A) (Office Development in Main Centres) supports new office accommodation. It also seeks to protect existing office space from change of use unless where certain conditions are met. The policy is relevant within the HAAs and the LPB is supportive of new office based development.

A number of policies cover tourism, visitors and leisure in the Main Centres which cover the HAAs. **Policy MC8** (Visitor Accommodation in Main Centres and Main Centre Outer Areas) supports new extended and redeveloped visitor accommodation. Visitor accommodation is also protected from change of use except where it is not technically feasible to improve the standard of accommodation or viable to do so subject to meeting criteria.

Policies MC9(A) (Leisure and Recreation in Main Centres and Main Centre Outer Areas - New, and Extension, Alteration or Redevelopment of Existing Uses) and **MC9(B)** (Leisure and Recreation in Main Centres and Main Centre Outer Areas - Change of Use) support new development in the Main Centres (Inner) and in the Main Centres (outer) as long as no existing policy requirement prevents it, or no suitable alternative site in the inner Main Centre exists.

Change of use from Leisure and recreation uses in the Main Centre would need to demonstrate that a replacement and alternative location could be found, and loss of this use would not negatively impact upon the vitality of the centre. Like other economic use policies these policies focus development in the Main Centre Inner Areas as much as possible.

2.3.5 Landscape, greenspace, public realm, and biodiversity

There are a number of policies which address landscape, greenspace, public realm and biodiversity. Policies dealing with Sites of Special Significance (**Policy GP2**) and Areas of Biodiversity Importance (**Policy GP3**) fall outside the boundaries of the HAA. **Policy GP1** (Landscape Character and Open Land) supports development which respects relevant landscape character, does not result in loss of distinctive features and takes advantage of opportunities to improve visual and physical access to open and undeveloped land. The LPB accords with the requirements in this policy and proposals within the HAAs will need to comply broadly with its requirements.

2.3.6 Conservation and heritage

The IDP includes a number of policies which deal with conservation and heritage.

Policy GP4 (Conservation Areas) is relevant because both HAAs include conservation area coverage. Proposals involving demolition in conservation area that contributes to the conservation area will only be supported where the replacement makes an equal or enhanced contribution. Demolition of buildings which do not contribute to the conservation area will be supported. Policy GP5 (Protected Buildings) is relevant because there are a number of protected buildings in both HAAs.

Policy GP6 (Protected Monuments) explains that developments will be supported where it is required to enable or facilitate access to the monument and there is no adverse impact. Presumption exists against demolition of a protected monument and will only be permitted where it is shown that the monument is structurally unsound and incapable of repair and presents a danger. Proposals outside of the protected site but which affect its setting will be supported where development has no adverse impacts on the monument.

Policy GP7 (Archaeological Remains) covers archaeological remains and how they should be dealt with in relation to development.

2.3.7 Sustainability, climate and design

A number of policies cover design, sustainability and related topics such as renewable energy and redundant buildings.

Policy GP8 (Design) is an overarching design policy which notes standards that should demonstrate effective and efficient use of land. The policy lists expectations including good architectural standards, efficient use of land, respect for existing character, health and wellbeing of occupiers and neighbours, landscaping that reinforces local character.

Policy GP9 (Sustainable Development) notes that proposals for new development and alteration will be supported where design has accounted for use of energy and resources and adverse impact on environment.

Policy IP2 (Solid Waste Management Facilities) deals with development required to implement the States' Waste Strategy. The policy notes that proposals will need to accord with the HAA IDP as well as relevant IDP policies. It notes that where there is not yet an adopted HAA IDP proposals will be supported if they are minor as long as they do not prejudice the outcomes of the HAA LPB.

Policy IP1 (Renewable Energy Production) may be of relevance as it notes incorporation of renewable energy production infrastructure into the built environment.

Each of these policies have been considered in preparing the LPB and are likely to be of relevance for development proposals within the HAAs.

2.3.8 Transport, movement and parking

The IDP acknowledges issues with traffic and movement on the island and specifically within the HAAs. A number of policies are directly relevant for the HAA LPB.

Policy IP6 (Transport infrastructure and support facilities) will support proposals which encourage travel into and between Main Centres and Main Centre Outer Areas. Proposals within these areas are expected to be well integrated with the existing network and should make provision for infrastructure and facilities that will assist commuters travelling to the site using a range of transport options including by bicycle or on foot.

Policy IP8 (Public Car Parking) notes that net increase in parking (within the Main Centres and Main Centre Outer Areas) may be acceptable for major development if brought forward through the LPB or as part of proposals for public car park rationalisation or relocation or redevelopment. Relocation of parking may also be supported where this would decrease the negative impact of the motor car on the quality of the urban environment. The policy does not restrict loss of existing parking, nor does it encourage it.

Policy IP9 (Highway Safety, Accessibility and Capacity) states that proposals will be assessed based on existing road network's ability to cope with any increased demand as a result of the development and may require alterations to the highway or the implementation of an operational scheme.

2.3.9 Coastal Flooding

Policy IP10 (Coastal Defences) states that new or replacement coastal defences will be considered against **Policy S5** (Development of Strategic Importance) which states that development that conflicts with existing spatial policy will be allowed where it is in the interest of the health, well-being, safety, security of the community or otherwise in the public interest. It is not within the scope of the LPB to guide location of coastal defences but this will be of key importance to the HAAs and where development can come forwards. The LPB has therefore included criteria which includes flood defences which will need to be met for development proposals.

2.4 Strategic Land Use Plan (SLUP)

The Principal Aim of the IDP primarily sets a requirement for it to be consistent with the SLUP. As the LPB will be adopted as an amendment to the IDP, the same holds true for the LPB.

The SLUP sets the spatial framework for Guernsey for a 20 year period provides both general guidance and more specific directions for those preparing Development Plans, including LPBs.

Of primary importance for the HAAs are policies covering Sustainable Development and Main Centre Vitality and Viability, which are described in the SLUP as linking policies because they highlight linkages that exist between land uses, activities and development types and identifies opportunities for working in a joined-up way to better meet the overarching objectives of the States.

A brief summary of relevant SLUP policies is provided below.

2.4.1 Sustainable Development and Climate Change

Policy LP1 (Sustainable Development) includes overarching objectives for social wellbeing, economic development and employment to be achieved sustainably e.g. conserving natural resources, mitigating use of greenhouse gases.

Policy LP2 (Climate change Mitigation) Sets an expectation for reducing greenhouse gases through reducing energy use, reducing travel, renewables, waste strategy.

Policy LP3 (Climate Change Adaptation) Sets out that climate change adaptation will be achieved through assessing risk, sustainable design and construction and improving drainage and water efficiency. It is also noted that flood related issues will need to be addressed through the harnessing of investment that would address flooding related problems.

2.4.2 Main Centres

As in the IDP the Main Centres in the SLUP are defined as St Peter Port Town and the commercial centre at St Sampson/Vale known as the Bridge. Policies which focus on the Main centres are grouped together and cover Business, Living, Leisure, Delivery.

Policy LP6 (Main Centre Vitality and Viability – Business) Outlines desire to maintain the island’s economic centres by: making provision for development, assessing retail cores; balancing office sector needs with historic core; improving transport connectivity; flexible approach to control of uses; high building design standards; and reusing vacant buildings.

Policy LP7 (Main Centre Vitality and Viability – Living) sets out measures that enable St Peter Port and St Sampson to maintain attraction by: providing a wide range of housing types; encouraging regeneration; increasing residential accommodation; providing a mix of support services; facilitating housing development; managing and developing public areas; reuse of vacant buildings and upper floors in retail areas; reusing premises for housing; and managing traffic.

Policy LP8 (Main Centre Vitality and Viability – Leisure) sets out how leisure activity will be encouraged in centres by: balancing existing context and modern leisure needs; improving public areas; balancing development of leisure around harbours with development and operational requirements; development of a harbour strategy; promoting a wide range of developments; and addressing transport and traffic. Note - Policy LP8 pre-dates Policy MC10 in the IDP, therefore references are made to harbours not HAAs, but there is direct relevance to the HAAs.

2.4.3 Economic Development

Policies grouped together under Economic Development cover offices, industrial, small businesses, retail, tourism, and primary industries.

Policy SLP1 – States that new office development may be provided in main centres including Admiral Park.

Policy SLP2 – Office stock should be refurbished and retained in the Main Centres.

Policy SLP3 – States development plans must provide for a range of land opportunities for employment uses.

Policy SLP7 – Economically beneficial tourist-related development should be encouraged.

2.4.4 Housing

The SLUP deals with housing at a high level and **Policy SLP12** guides how the IDP will ensure provision of the annual requirement for new homes of an appropriate mix of tenures, housing sizes and types.

Policy SLP13 sets a requirement to ensure a 5-year housing land supply. This not directly relevant for preparation of the LPB, but is noted here for a general understanding of housing need in Guernsey.

Notably **Policy SLP15** states that development plans should focus housing development within and around the main centres of St Peter Port and St Sampson/Vale.

2.4.5 Transport

Policy SLP23 notes that in the interests of air quality development plans will take the location of development into account in order to minimise unnecessary journeys.

Policy SLP37 notes that opportunities should be explored to minimise the negative effects of car parking, particularly within the centres.

2.5 Development Frameworks

Development frameworks are planning guidance documents which provide an interpretation of policy principles in the IDP which identifies the constraints and opportunities presented by a particular site or area and the type of development expected and encouraged by the Authority.

A number of development frameworks are within or partially within the HAAs.

St Peter Port Regeneration Areas Development Framework (2021)

St Peter Port Regeneration Areas Development Framework provides planning guidance for three Regeneration Areas. Two of them are overlap with the St Peter Port HAA. These are:

- South Esplanade and Mignot Plateau Regeneration Area
- Lower Pollet Regeneration Area

The development framework sets out a vision and guidance for each regeneration area individually and a vision and areas of focus for them all.

The core vision includes reinforcing the regeneration areas as gateways to Town, improving the public realm and promoting redevelopment of key sites within the areas.

Leales Yard Regeneration Area Development Framework (2020)

Leales Yard Regeneration Area Development Framework covers provides planning guidance for the mixed us area in St Sampson, west of The Bridge. A far Eastern wedge of the regeneration area is within the St Sampson HAA.

2.6 Transport policy and strategy review

A review of documents related to transport, access and movement has been undertaken to inform formulation of LPB policies which relate to movement throughout the HAAs.

On-Island Integrated Transport Strategy 2014

The On-Island Integrated Transport Strategy and Action Plan (ITS) was prepared with the objective of achieving a ‘modal shift’ within the behaviours of the community in order to reduce the number of miles travelled in private motor vehicles in favour of walking, cycling and buses by making these alternative modes of travel easier and more attractive than at present.

The ITS considers the following matters which are relevant for preparation of the LPB:

- Improvements to public realm and pedestrian connectivity are considered in the ITS, particularly where this could help improve footfall and trading in retail areas
- Consultation feedback gathered states that people want more frequent buses, a better network and improved reliability.
- The ITS highlights that providing free parking ensures demand remains high. It notes that “No amount of improvement to other forms of transport will be sufficiently effective in attracting enough people away from the private vehicle when it is competing with the ability to park all day for nothing”.

The Better Transport Plan (2024)

The Better Transport Plan is an area-wide plan for the road and transport infrastructure in the north of the island to support the development of new housing and provide more transport choice and freedom. The Plan will also ensure the needs of more vulnerable road users are met in line with the States-approved ITS. Relevant to the HAAs are:

Provision of a mobility hub on the Bridge to serve the Main Centre

Planned cycle paths along South Quay and a section of North Side. Alternative parking is to be investigated prior to installation.

Main Centres Survey 2020 (2021)

This survey sought to report on the ‘health’ of two Main Centres and is part of the monitoring for a number of planning policies. The report is informed by research and surveys.

For **St Peter Port**, it noted:

- Significant amounts of surface car parking
- No centralised transport hub
- The separation of the St Peter Port harbour from St Peter Port Town by heavy traffic along the seafront is considered a significant accessibility issue, which leads to conflict between users and limits the use of outdoor space along the Quay. Furthermore, it impacts on the overall ‘experience’ if visiting town.
- Findings from the Wellbeing Survey 2018 indicated that a high percentage of respondents found travel to be limited by various factors, including feeling unable to walk or cycle safely.

For **St Sampson**, congestion and transport infrastructure have been raised as particular concerns. Pedestrian movement is hindered at the Bridge by both traffic flow and parked cars. Traffic congestion can be a particular issue around the junction of Nocq Road and New Road.

3 Scope of the LPB



3 Scope of the LPB

3.1 What the LPB can influence:

The IDP sets out that the Local Planning Brief must consider:

1. The need for coordinated planning, so that different activities and uses work together
2. How best to propose mixed use development, that includes employment, housing and other uses
3. Going beyond purely functional matters
4. Change that will attract inward investment
5. Social, economic and environmental issues
6. The need for commercial expansion within the two towns and HAAs
7. Culture, the visitor economy and tourism
8. Accessibility and appearance
9. Historic setting
10. The future needs of a modern harbour that serves the island well
11. Reducing traffic and addressing conflict between different road users and pedestrians
12. How best to safeguard marine related waterfront
13. How best to address the risk of flooding into the future

Tools that can be used to inform/control change:

This document uses a range of tools to inform change across the HAAs. The most significant tool are the policies to guide change, but these are supported by a range of other inputs:

1. Overall vision and objectives
2. Development themes, policies and guidance
3. Case studies and precedents
4. Proposals maps
5. Indicative scenarios for development
6. LPB policy decision tree

3.2 Key infrastructure decisions

As identified in section 1, one of the LPB's primary roles is to encourage investment in the HAAs over the coming years. The prime harbour locations are currently underused due to a prevalence of surface parking, and there is an opportunity to more efficiently use this land to better serve local residents, visitors, and the environment. Whether through new housing development, public space, or more meanwhile/ temporary measures, the LPB must encourage developers, entrepreneurs, and local people to bring the right type of change for the HAAs.

However, due to the complexity of the existing uses, and key decisions around large pieces of infrastructure which may have significant spatial and land-take implications for the HAAs (as well as allowing them to be resilient), the order and sequence of these decisions is likely to impact the scale and timing for change and the ways in which future development can come forward. Sequencing and phasing is covered in more detail in section 8 and can be related directly to the detail of policies included in section 7 of this LPB.

3.3 How the LPB will interact with other key infrastructure decisions

There are a series of fundamental decisions that must be made on key pieces of infrastructure in order to ensure Guernsey is resilient, prosperous, and future-proof, some of which are explained in the following section. The LPB is closely related to many of these infrastructure decisions, but cannot in itself make these decisions. Some of these decisions might be made within the LPB timeframe, and some of them may not. These decisions have sequential and spatial implications on what could happen within the HAAs. A key requirement of the LPB is to encourage future change, and not stymie these future decisions around key pieces of infrastructure.

A summary of these key issues, is as follows:

- Location of future harbour (see section 3.4)
- Fuel storage (see policy 1.4)
- Future energy provision (see policy 6.2)
- Flood mitigation (see section 3.5 and Appendix 4.2)
- Storage of inert waste on Longue Hougue (see section 3.5)
- Tunnel to France (see section 3.5)



3.4 Future Harbour Proposals

When the harbours at St Peter Port and St Sampson were built in the 1800s, no-one could have imagined how different the world would be today. Yet for generations, they have provided an essential link to the outside world, constantly evolving to meet the island's changing needs.

Over the past five years, the SOG have been looking at a number of ways to better serve the island's needs for passengers and freight in a way that supports the long term sustainability of the island which is reliant of the safe and effective movement of both goods and people. This means considering alternative arrangements for the location and scope of a future port (or ports) serving both freight and passengers and taking account of the way both goods and people arrive on the island. This would be a significant project and would take a number of years to deliver, it would need to be robust into the future and so is an important decision.

This study initially identified seven options to try and provide a solution for Guernsey's future port requirements. These options ranged from minimal change, to reconfiguring of existing harbours, right through to an eastern extension of St Peter Port and finally a new northern port for all freight, fuel and international passengers (see options below).

A number of potential locations for a new harbour have been identified through work undertaken by the States over the past 5 years. Two locations are currently considered most likely, although further work needs to be undertaken to test and confirm a proposal before the States can decide how it is able to proceed. It is not yet known if a future harbour would include the relocation of all of the port facilities to a new location or only some of them.

The two most likely locations are currently considered to be:

- Off the south west of Longue Hougue with vehicular access to Bulwer Avenue (see figure 3.1); or
- Off the eastern arm of the harbour in St Peter Port (see figure 3.2), with access to the Weighbridge Roundabout via North Beach or vehicular access alongside the north arm and across Salerie Corner to Gategny Esplanade/St Georges Esplanade.

In 2021, the States debated proposals for the future location of the port (called the Future Harbour). A decision has not yet been made regarding the future location of the port.

In the meantime and until such time as a decision is made the LPB must consider both scenarios for what could happen if the port were to be relocated, and the impact this may have on the HAAs and their potential to support the people, environment and economy of Guernsey as a whole.

It is clear from testing work undertaken during the production of this LPB that a Future Harbour in a different location to the current port facilities in St Peter Port and the secondary facilities in St Sampson, would present the most significant opportunities for change and development in both HAAs although it is appreciated that much of this change may not be within the 10 year timescale of this LPB.

Further information about the Future Harbours project can be found on the SOG website.

Indicative Future Harbour plans (from the 2019 study)

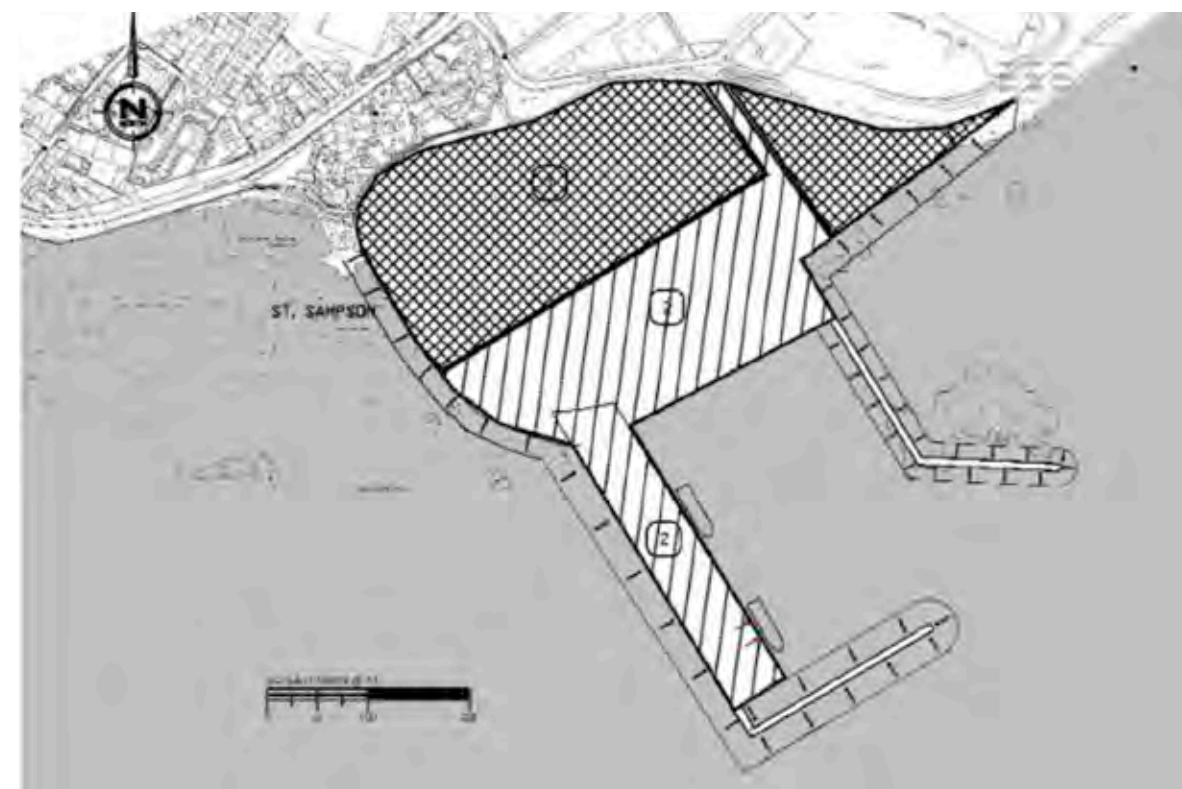


Figure 3.1: A Future Harbour option at St Sampson off Longue Hougue, developed by States of Guernsey



Figure 3.2: A future harbour option in St Peter Port off the Eastern Harbour arm extension developed by States of Guernsey

3.5 What the LPB will not address/ seek to change

The scope of the LPB is limited to land use functions and placemaking within the boundary of the HAAs. Therefore, there are a series of decisions, that although related to the harbours and their function, cannot be influenced by the scope of the LPB. Several of these are related to the infrastructure decisions outlined above. An Environmental Impact Assessment (EIA) Screening Opinion has been issued by the DPA and this has also informed the scope of the LPB. A summary of the EIA Screening Opinion is included below.

The limits to the LPB scope are outlined below:

The LPB will not confirm a specific location for the future harbour.

For the reasons set out in section 3.4 the location of the future harbour cannot be set by this LPB but it needs to consider two different scenarios for the HAAs on the basis that either could happen in the future and with no defined timescale for any decision one way or another. The two scenarios are:

- a. **SCENARIO A** - that no new harbour is constructed and that the port operations, freight and passenger facilities remain broadly where they are now in St Peter Port at the end of North Beach; and
- b. **SCENARIO B** - that a new harbour is constructed (possibly at Longue Hougue or to the east of St Peter Port Harbour) and that all freight and some or all of the passenger services are relocated to it.

Some parts of the LPB may be the same under either scenario, but others will be very different. This LPB seeks to consider how development and investment can come forward within the HAAs without preventing or limiting the delivery of a future harbour.

The LPB will not allocate specific uses on specific sites.

Instead it will establish zones or areas for change (see policy 3.3 for example), and identify uses that may be suitable within each. This approach allows for some flexibility for where change is located and instead seeks to set out the criteria under which a decision can be made in terms of which uses on which sites are likely to be acceptable.

The LPB will not specify the appropriate (type, location or extent of) mitigation for flood risk:

A strategic flood risk mitigation strategy will need to be prepared by the States to address the impact of climate change, as outlined in relation to the HAAs in Appendix 4.2. This future strategy will need to confirm the location, extent and timing of the strategic flood defence measures needed to protect the island as the effects of climate change become more pronounced, in particular on the low lying areas within and around the HAAs. Some forms of development within the HAAs may be limited until this strategy is in place. For this reason the LPB will not confirm specific flood mitigation proposals but will identify where future uses will be restricted and further evidence may be required prior to their approval.

The LPB will not propose land reclamation.

Land reclamation is not proposed as part of the LPB, which focuses on making the best use of existing land in the HAAs. However, it does acknowledge that there may be key locations where reclamation could be considered in the future, if an economic case could be made for it. Any future land reclamation would be subject to its policy document, and subject to an EIA.

The LPB will not set out a proposed landing point for a future tunnel linking to Jersey and to France, nor show this on the Proposals Map.

This is because this idea is too early on to be clear what kind of landing point or land side facilities may be needed or if this would be in any way deliverable or viable.

The LPB will not seek to bring forward the timescales for the completion of Longue Hougue for the storage of inert waste

However, it is beneficial for positive change within the HAAs that this does happen within reasonable timescales as this is highly supportive in terms of allowing uses to move around and land to be freed up for high quality development elsewhere within the HAAs.

3.6 Pool Marina Programme

Investigatory work into a new pool marina in St Peter Port harbour is significantly advanced. This may have implications for design of a new harbour and for development in the St Peter Port HAA.

During initial consultation on the LPB, there was no clear consensus on where the pool marina should 'land' ashore in St Peter Port. From a planning point of view, there is now some flexibility in terms of where the STSB decide the optimal landing point for the pool marina should be. Further information on the Pool Marina proposals can be found in Appendix 4.1.

A proposal for the a new Pool Marina has been prepared by the States Trading Supervisory Board (STSB) and will be considered in this sitting of government.



Figure 3.3: Computer generated image of plans for a marina with round-the-clock access in The Pool
Guernsey Press_Mark Ogier_ (31429440)

3.7 Environmental Impact Assessment

It has been a legal requirement in Guernsey since 2009 to undertake EIA for all Schedule 1 development and when a screening opinion determines EIA is necessary for schedule 2 development or development on or affecting a Site of Special Significance (section 40(5) of the Land Planning and Development (Guernsey) Law, 2005), or; development related to or affecting trees or land subject of a Tree Protection Order (section 44(3) of the Land Planning and Development (Guernsey) Law, 2005).

Schedule 1 and Schedule 2 developments are defined in The Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007.

Whilst EIA is predominantly an exercise for assessing development proposals, in certain circumstances it is necessary to undertake EIA for Development Plans and LPBs. The Land Planning and Development (Environmental Impact Assessment) Ordinance (2007) requires an EIA to be undertaken for “...plans and policies that could give rise to EIA development”.

Typically, it is expected that EIA screening should be undertaken at an early enough stage during policy preparation that if a policy or policies are screened in as requiring EIA, the EIA process can be used to inform preparation of the policies. Equally, if EIA is screened out the screening can itself benchmark the scope of policies as they are developed.

On 8 May 2024 an EIA Screening Opinion Request was submitted to the DPA. This set out the intended policy approach of the LPB.

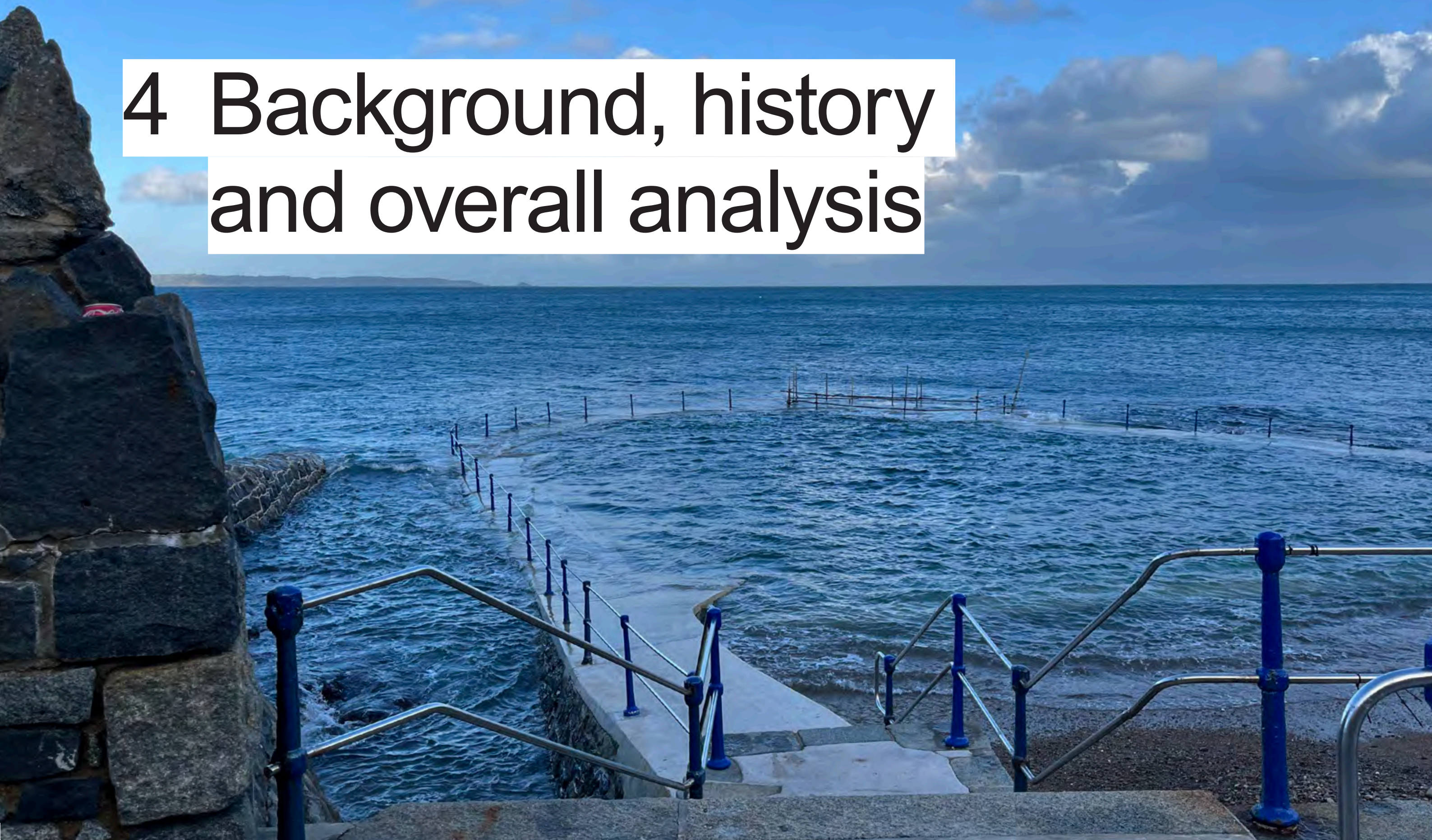
Having reviewed Schedule 1 of the Land and Planning and Development (Environmental Impact Assessment) Ordinance (2007) it is possible to rule out all Schedule 1 development without further analysis.

For schedule 2 developments and other types of development that require screening a screening exercise was undertaken.

In screening the LPB work undertaken to date, it was important to consider the policy approach the LPB will take. The LPB will not be allocating or reserving specific sites or proposals for development. It will include new or amended planning policies which include criteria for a range of development types and which may help to create new opportunities for development. Given both the intended policy approach and the scope of policies the screening opinion request concluded that it was possible to determine that LPB policies will not themselves give rise to EIA development.

On 14 May 2024 the Director of Planning on behalf of the DPA formally responded to the screening opinion request and confirmed the conclusions set out in the request. It was therefore possible to conclude that an EIA is not necessary for the LPB in its scope as currently proposed.

4 Background, history and overall analysis



4 Background, history and analysis

Overarching analysis of both Harbour Action Areas

4.1 Introduction

To inform the development of the LPB, a broad and comprehensive understanding of the HAAs has been developed. This has been informed by input from the specialist design team, a review of existing strategies and documents, as well as input from local stakeholders and key interest groups. Initial public consultation (held in March 2024) has also been used to inform updates to this work, where analysis needed to be strengthened, or new points were raised.

This analysis has been informed by a range of sources:

- A desktop review of all relevant documents, existing strategies, and planning documents.
- Various site visits.
- SWOT workshops with SOG officers.
- Initial public consultation March 2024.
- Engagement with stakeholders and statutory consultees, including direct meetings and groups workshops, between September 2023-March 2024.
- Mapping and analysis of the HAAs, their land uses, and character.
- Formal consultation on the draft LPB (to be undertaken).

4.2 Evidence Base Documents

To support the LPB, the design team have produced a suite of documents that form an evidence base, and underpin many of the decisions taken through the drafting process, and have informed the policies and guidance outlined in this document.

This suite of documents relate to the core development themes outlined throughout the document. The full versions of these documents are included in the appendices.

Historical development, character and urban design analysis (Tibbalds Planning and Urban Design)

Detailed analysis of the HAAs from an urban design perspective has illustrated how the evolution of the harbours has influenced the layout seen today. This is explained in more detail in the rest of this chapter.

The detailed evidence base document can be found in Appendix 4.1.

Flood risk and climate resilience (Expedition Engineering)

Guernsey is already experiencing the effects of climate change, which have brought more extreme weather events and increased flooding. Given (climate) resilience is at the heart of the vision for the LPB, the regeneration of the two main harbours on the island must address on-going and long-term flood risks as part of the need to address climate change and to facilitate investment in the harbours. Whilst the development of a separate flood risk management strategy for the east coast of Guernsey will be prepared by the SOG, this baseline document gathers the evidence and research undertaken to support the preparation for the LPB

The report summarises flood modelling work to reflect the latest UKCP18 climate change predictions, and summarises the existing flood wall and sea wall asset information. The document then outlines the current assessment of coastal flood risk, and considers the impact of sea level rise, and tide and storm surges. A brief assessment of surface water flooding has been undertaken, and finally the report concludes by outlining potential flood risk mitigation strategies to protect the HAAs.

See Appendix 4.2

Operational port requirements (Fisher Advisory)

As the operational port plays such an important role across the HAAs and island more widely, any future requirements for expansion and changes to operational freight/passenger logistics need to be considered through the LPB. The purpose of this report is to outline the potential / likely future space requirements for the Guernsey HAAs to 2050. This report has taken as its starting point the requirements outlined in Guernsey Ports Master Plan and the Future Harbour Requirements Study of 2020.

These requirements have then been updated by taking into account the findings of site visits and meeting with stakeholders, recent trends in freight volumes, passenger numbers, demographics, macroeconomics and government policy, as well as a series of discussions with key users of the HAAs.

The full document is included in Appendix 4.5

Maritime Research Infrastructure Summary (Beckett Rankine)

A large amount of existing technical information on the status and conditions of the harbours and their infrastructure currently exists. Beckett Rankine has undertaken a review of these technical assessments, conditions surveys, maintenance records, and geotechnical investigations, and a summary is included in Appendix 4.4

Transport and movement (Momentum)

Momentum Transport Consultancy has prepared this document to provide specialist transport, movement and highways support for the project. Transport infrastructure forms a key objective of this project. This document is split into two parts.

Part 1: This report consists of the desktop research and gap analysis that seeks to develop an understanding of the operation of the HAAs, identify the key issues and consider the potential for change in support of the LPB.

Part 2: This report details the primary research that has been undertaken and the key findings in relation to the transport objectives of the LPB. This includes a review of data provided by SOG, including: car parking capacity studies across both HAAs; traffic counts on key routes; cycle parking capacity studies; and road traffic collision data.

Refer to Appendix 4.3 for details.

Property and Housing Baseline Review (AspinallVerdi)

AspinallVerdi are property regeneration consultants, and the report attached in Appendix 4.6 is a baseline review of existing policy documents and strategies that have informed the approach to housing and employment land requirements across the HAAs. AspinallVerdi have also led a number of discussions and meetings with relevant stakeholders to understand the local economy and aspirations for the future. This baseline document, along with AspinallVerdi's input into the drafting of the LPB policies, has helped inform the policies relating to space for housing and employment land identified in the proposals maps and explained throughout section 7.

4.3 Historic development and urban evolution

The information presented in this chapter is based on the Conservation Area Appraisals for both harbours produced by the SOG, and historic maps of the island.

St Peter Port

- Although the precise age of the town is unknown, evidence from a merchant vessel shipwreck suggests that the St Peter Port harbour may date back to 180 AD. The earliest urban fabric dates to the 13th century, based around a Parish Church that was dedicated in the 11th century.
- In its strategic position in the English Channel, the port was an important refuge on the mediaeval shipping route between the UK and the continent, and promoted the town as a centre for trade from an early date. The mediaeval pattern of development, with narrow streets and narrow properties suggests a busy settlement. The topography of the landscape influenced (and in many ways constrained) the expansion of the town, and the resulting winding sloped streets, and stepped rooflines are key design responses that are still visible today.
- French invasions in the 13th and 15th centuries resulted in damage to the harbour, and necessitated construction of fortifications, including Castle Cornet.
- The post-medieval period brought increased wealth and prosperity to the town, and allowed the expansion of the settlement's built form, but also the completion of the south pier in 1590 (now in the position of the current Albert Pier). The North Pier (Victoria Pier today) and the first quay were built between 1700-1800. A boom in maritime functions, and decline in agricultural functioning and knitting industry saw people move from the countryside into town. This resulted in the expansion of the town to the north, west and south west, and the demand for more leisure uses and civic consciousness led to the development of the Town Hospital, the French Halles and Assembly Rooms during this time.

- In the 19th century, the harbour was expanded to accommodate increased ship building at South Beach, the Lower Pollet, and the harbour area was used for exporting goods. Tourism became an important source of income during this period. More widely, the 19th century was a period of expansion, with thousands of new houses built, civic buildings, the bathing pools, the model yacht pond, and the tramway (which was eventually electrified).
- The 20th century brought expansion, instability and liberation. Remnants of the German occupation are visible in some of the defences that were constructed during this period, although many were removed. The second half of the century saw the island transition its primary industries from fishing, growing and light industry, to tourism and finance. This required large changes to key infrastructure - particularly to the harbour - which saw rapid expansion between the 1970s and 1990s. Development opportunities were constrained by topography and land availability, and therefore limited mostly to infill development, with some new residential and commercial developments and estate development such as Clos de Fosse Andre and Val Fleury. Most recently, the 21st century mixed use redevelopment of the area to the north of St Julian's Avenue and along Gategny Esplanade has resulted in modern office, residential and retail buildings which replaced historic buildings.



Figure 4.1: St Peter Port Historic map from 1787
Duke of Richmond map Guernsey

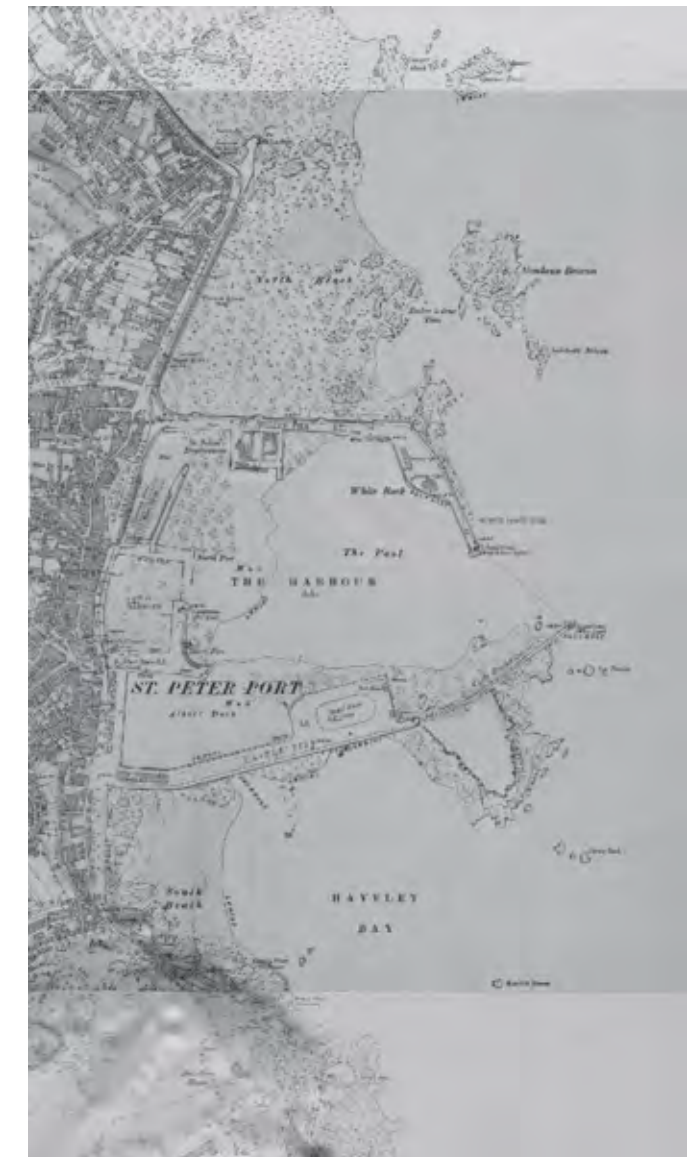


Figure 4.2: St Peter Port Historic map 1898



Figure 4.3: St Peter Port Harbour in 1979 - Extracted from St Peter Port Conservation Area Appraisal



Figure 4.4: St Peter Port Harbour 2022

St Sampson

- Similar to St Peter Port, St Sampson harbour is likely to have been in use since Roman times. The earliest development of the harbour is thought to be St Sampson's church constructed during the 12th century (which many believe is the oldest on the island), and Vale Castle, built in the late 14th century.
- Guernsey was once two islands separated by a shallow channel known as the Braye du Valle. The most significant crossing was the bridge across St Sampson (and until the 1800s was the only formal crossing point between the north and south of the island), which helped establish St Sampson as an important settlement. It wasn't until the Braye was drained in 1806 that land reclamation begun and the two halves of the island were connected into one. The Bridge at St Sampson is still an important crossing point but it is no longer a formal bridge.
- The resulting geographical layout of the inlet left a natural harbour, and St Sampson quickly became an important position for importing/exporting goods, supplementing the role of the main port at St Peter Port. Due to this increasing importation and exportation the harbour was subject to a series of construction works that lasted for 100 years, starting from 1790 onwards. With that, the settlement of St Sampson consolidated around The Bridge by the end of the 1800s.
- Infrastructure to defend the island was built around the harbour. Most significantly, the original parts of Vale Castle date back to the 15th Century, and Mont Crevelt later built in the 18th century, to protect the east coast and the southern side of the harbour. Today these structures form significant heritage assets that directly link the island to its past.
- In the 20th Century, the inner areas of the harbours were altered to accommodate extra piers and pontoons which today are used to moor fishing and leisure crafts.



Figure 4.5: St Sampson Harbour historic map 1787 St Sampson Duke of Richmond



Figure 4.6: St Sampson Harbour historic map 1898



Figure 4.7: St Sampson Harbour 2022

4.4 Existing land uses

St Peter Port

Land uses within the St Peter Port HAA itself are strongly focussed on marine-related water-based, and operational activities. The eastern edge of the town along the Esplanades also provides a commercial edge fronting the harbour, and there is an important threshold here between the two contrasting spaces. Whilst there are numerous specific land uses which serve technical roles in the operation of the harbour, there are broad categories which have been identified in figure 4.8. The St Peter Port HAA comprises five main piers, and the Esplanades, and these predominant uses comprise: surface car parking; operational uses (freight and visitor arrivals) on St Julien's Pier; and leisure uses (including restaurants, tidal pools, and marine leisure uses) focussed on Castle Pier, Victoria Pier and Albert Pier.

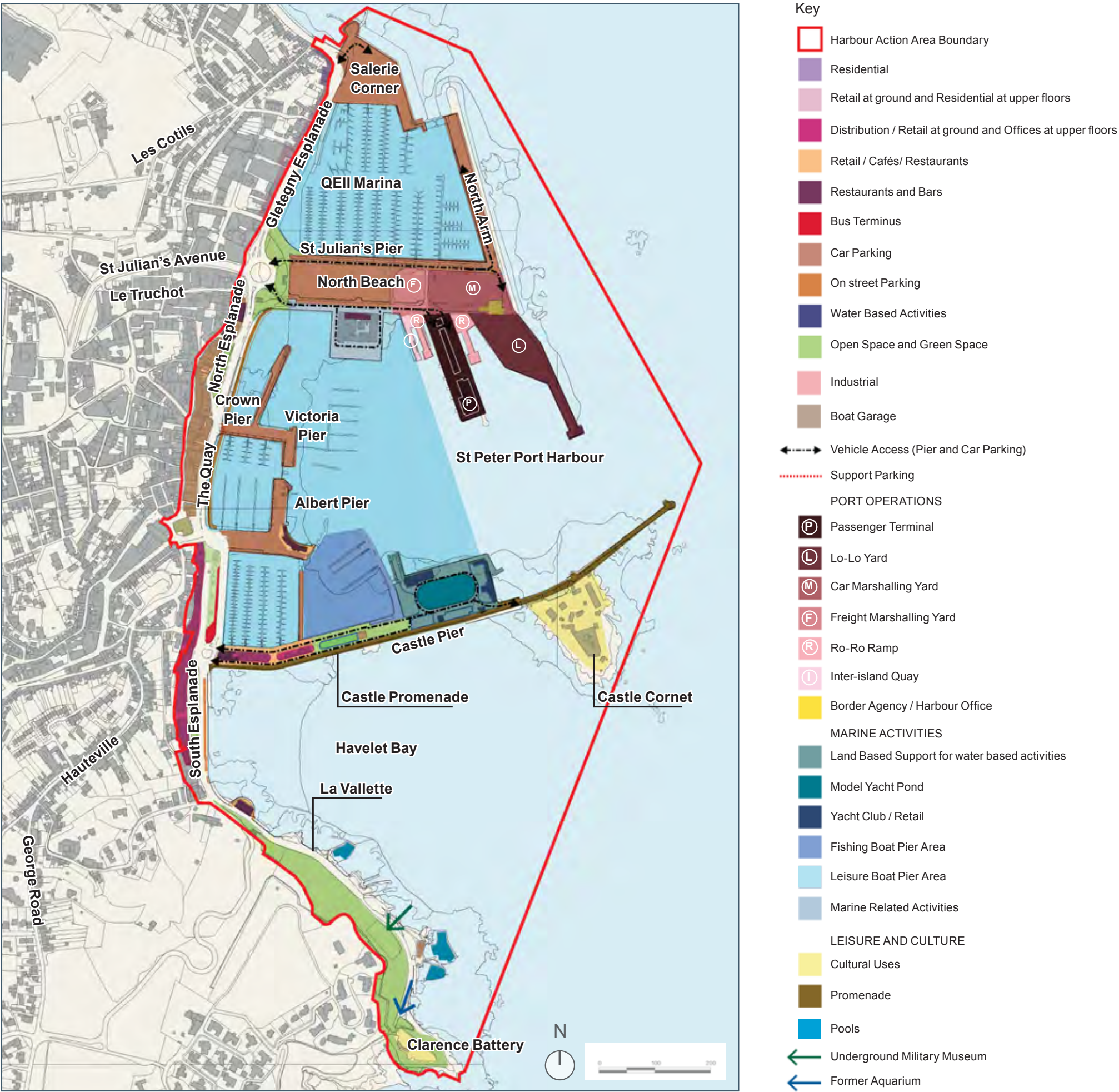


Figure 4.8: St Peter Port Existing Land Use Plan

St Sampson

Land uses in the St Sampson HAA are much more industrial focussed, and mostly less public facing, with the main areas of public activity along the Bridge. Boat workshops and smaller scale boat-related industry is located close to the water within the marina around the western part of the harbour, and larger industrial activities unloading/loading goods take place around the eastern entrance to the harbour and around to the south at Longue Hougue. Retail and town centre activity are concentrated at the Bridge; and residential uses are often found at upper levels, alongside the two main residential clusters to the north and south of the harbour.

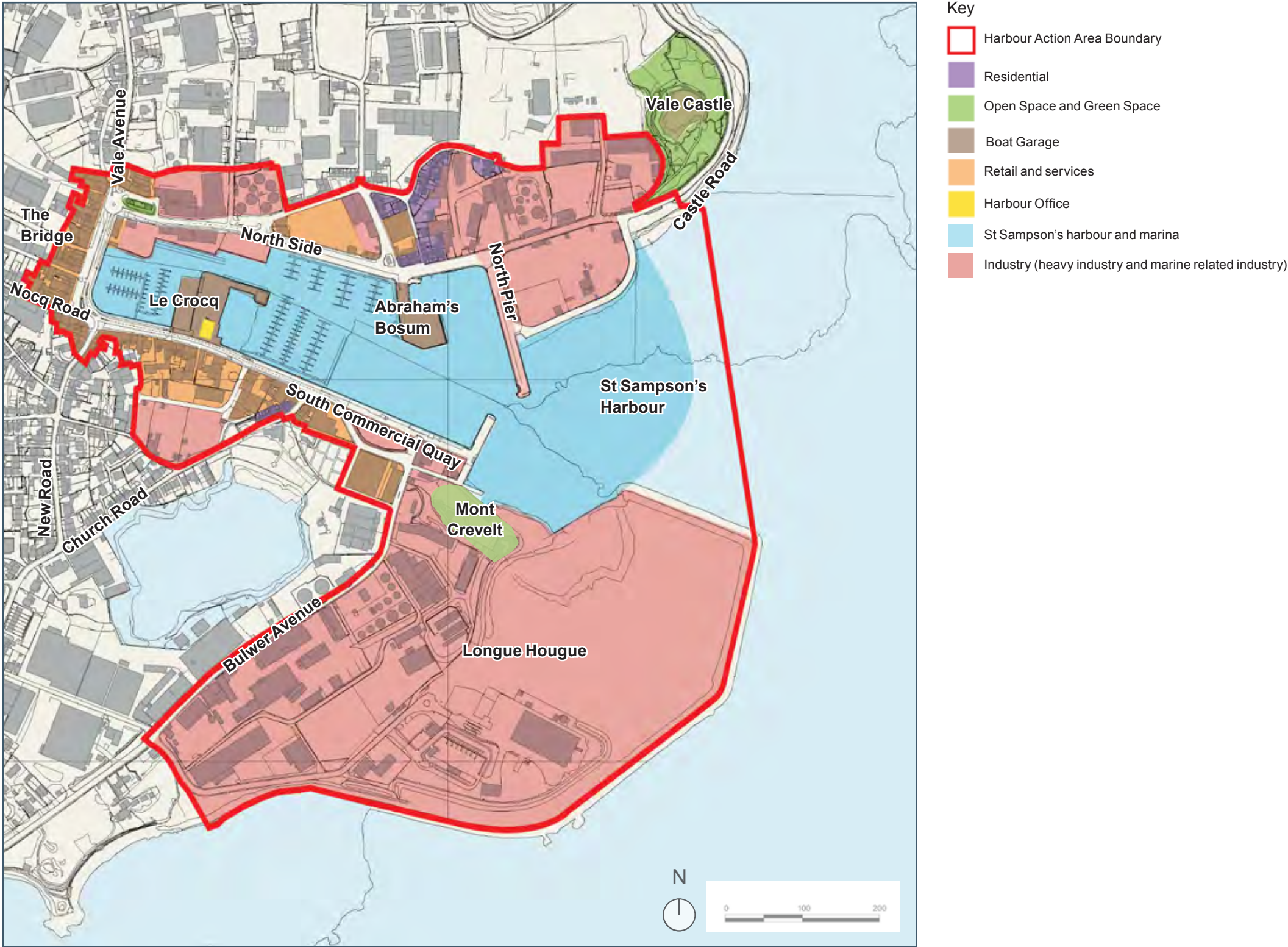


Figure 4.9: St Sampson Existing Land Use Plan

4.5 Character Areas

Character areas are the distinct identities of “places” created through the combination of several physical factors such as topography, land use, architectural typology, landscape, and cultural assets. The characters of St Peter Port and St Sampson share similarities, but also significant differences as a result of their functions, historical development and topographical influences.

St Peter Port

Eight distinct character areas have been identified for St Peter Port.

- **The Esplanades** are formed by a coherent building frontage up to 6 storeys high, typically in stone, sitting along the North and South Esplanades. Few buildings have significant architectural value, with the majority making a neutral contribution to the townscape. The north and south esplanades provide good views to the piers and the sea, however the streetscape suffers from the dominance of the road, and lack of public realm and safe and comfortable pedestrian environment.
- **St Julian's Pier** has the largest surface within the St Peter Port HAA, which is mostly used for parking and logistics of the operational port uses, leaving very little space for public amenities. It contains larger areas with single uses and little distinction, or landscape, between the two.
- **Castle Pier** has the most pedestrian friendly environment within the HAA, as it is not as dominated by parking in the same way other piers are. This pier provides the majority of leisure activities across St Peter Port (except for Marine leisure that are spread across all piers) as well as a restaurant, model boating pond, and yacht club. The Pier has a strong historic character with the Castle promenade and Castle Cornet at its end. One of the most significant features of Castle Pier are the distinct characters of the views afforded north and south; the former being a mix of leisure and operational harbour, looking over large industrial quays as well as smaller piers filled with leisure boats and the building frontages; and the latter looking towards an open sea scene, without piers and boats, against a green background from the cliffs of La Vallette. Views from the end of the pier back towards town are also important.
- **Water or Leisure Piers** - most of the water within the harbour is occupied by small leisure boats moored to slim piers. The old structure of Victoria and Albert Piers, visible from other piers and the sea, provides an important foreground to wider views.
- **Port Waters.** In contrast to the recreational Piers, this operational area is the focal point for passenger boats and cargo ships. The historic quality of this area cannot be identified due the scale of the piers and the boats.
- **La Vallette** has a completely distinct character from the rest of the HAA. It comprises a green walkway between the cliffs and the water, with views to the sea and the natural bathing pools. The irregular/hilly topography imposes a strong constraint for construction. The majority of the promenade lacks a formal pavement, forcing pedestrians to walk in the carriageway in places.
- **Salerie Corner, Victoria Pier and Albert Pier** contribute to the feel of the working harbour, with boating activity associated with the marina up in Salerie Corner, and boat excursions leave from Victoria and Albert piers, and cruise tenders arrive. However, the actual character of the piers is dominated by surface car parking, and whilst there are some benches to enjoy the view, these centrally located spurs could be enhanced to make them more people-friendly and capitalise on the views afforded of the wider harbour in St Peter Port.
- **Havelet Bay** has a distinct character; the absence of a marina and the natural landscape as a backdrop provide a sense of openness.

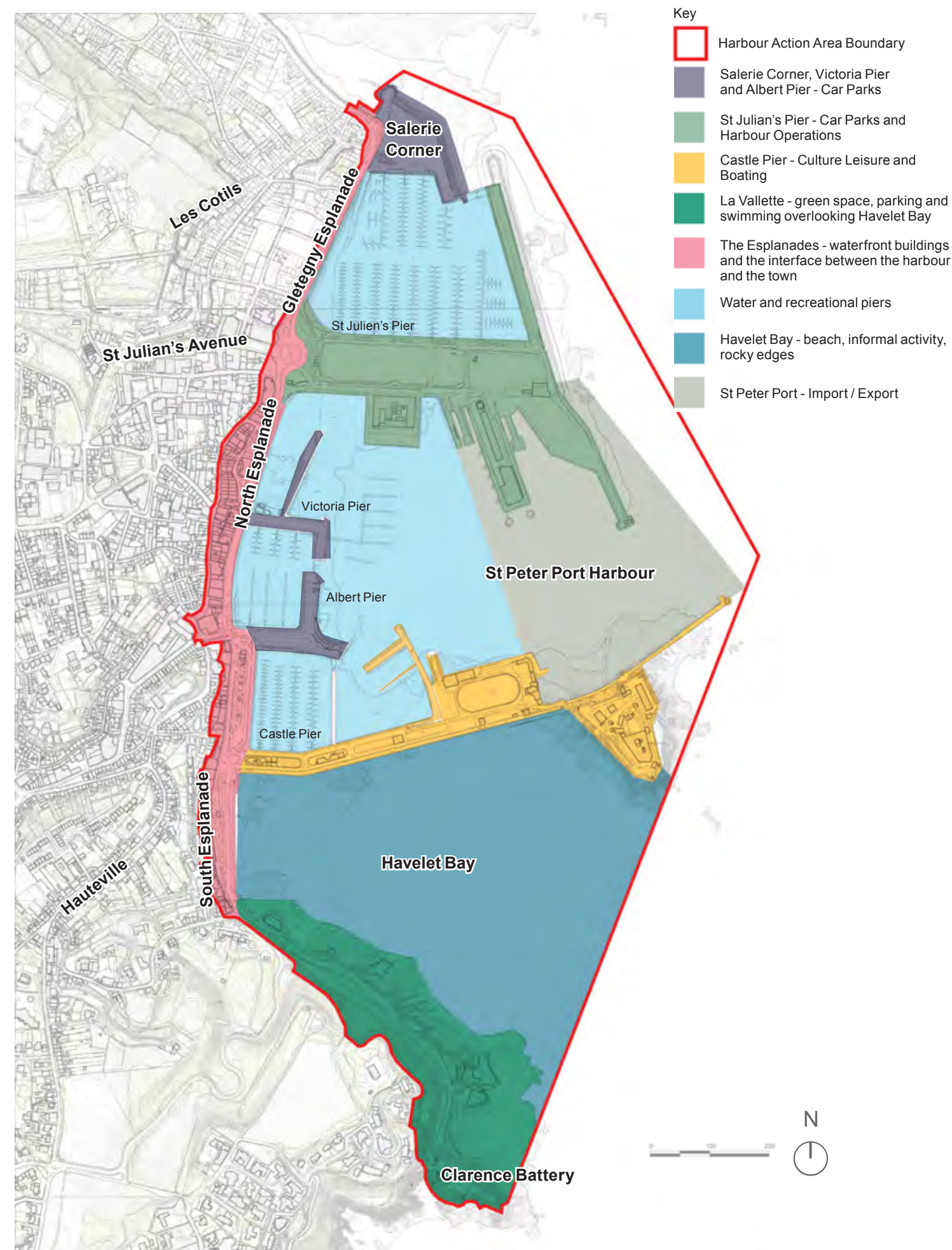


Figure 4.10: St Peter Port Character Areas

St Sampson

- **Northside and South Quay** are dominated by industrial uses. A strong material palette of stonework/granite is found across St Sampson harbour, from Vale Castle to the harbour walls. This has a strong positive effect on the character of the harbour, however the strong industrial presence makes it unpleasant for pedestrians in terms of sights of industrial infrastructure, smell of fuels, and safety around the roads. Areas around the industrial plots are dominated by vehicle traffic and have poor or non-existent pavements. Around these areas the plot edges are not well defined, and many piers have restricted access.
- **The Bridge** - The urban grain of The Bridge contrasts the larger industrial uses. Smaller buildings with ground floor retail are sitting along The Bridge frontage and south quay. These frontages provide a sense of small town, with architecture from different eras however coherent in material and scale. Behind the Bridge Frontage to the west will be the new Leale's Yard development that will impact on the character of this area making it busier with more connections and expanding mixed uses.
- **St Sampson Harbour Marine and Leisure** - The use of granite in the harbour walls provides consistency to the materials palette across both harbours. Most of the boats moored there are for recreational use. The boat workshops located at the piers contribute to the industrial sense of the harbour are dedicated to smaller recreational ships.
- **St Sampson Harbour Industrial** - This area of the harbour is used to receive fuel cargo from ships and also used for bulk import of aggregates etc.

Please see the primary research evidence base documents for full details.

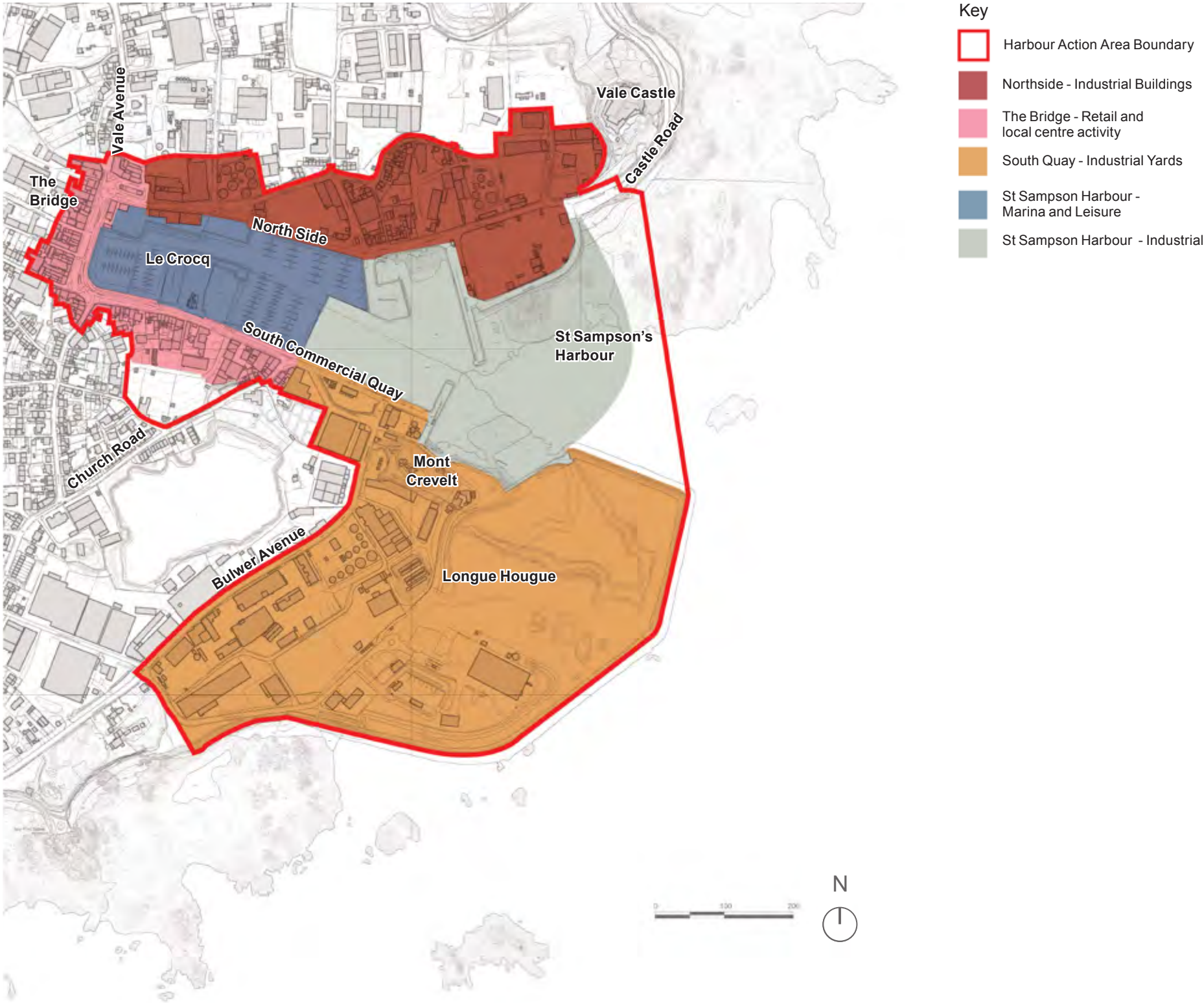


Figure 4.11: St Sampson Existing Character Areas

Summary of analysis - St Sampson

The following pages summarise the key themes that emerged from the initial analysis for both harbours more specifically. Whilst there are several challenges and opportunities that they share in common, there are specific issues that each harbour must tackle independently.

The themes summarise the team's research on each harbour, and also include key responses from the consultation that have influenced the analysis summary.

Land uses, including housing, commercial and industrial and town centre uses

St Sampson is the second town on the island and includes a good range of local shops and services. The Bridge is a popular location for local shopping.

Supply of new housing to meet the island's housing need faces a complex set of challenges specific to the different housing categories (e.g. local market and open market housing). There is no easy way to provide new homes in the St Sampson HAA without addressing future flood risk issues and relocating or upgrading some of the 'bad neighbour' industrial activities, such as fuel storage and the power station. However, provision of new housing may aid the States in achieving infrastructure needs related to flooding.

Employment land on the island generally is being squeezed due to pressures on the harbours and residential demand – there is a need to protect employment expansion land and to carefully consider the best location for this. Longue Hougue is already an important focus for industrial activity.

Marine industrial uses, including boat repairs and storage around the St Sampson HAA, help support the water based activity and support jobs and services around St Sampson. Many of these uses are located along North Side/Castle Road.

Space for people

The St Sampson HAA has a very urban character with little green space, landscaping or planting. The routes directly around St Sampson harbour feel like a positive place to be despite the conflict with vehicles, but there are few opportunities to sit and enjoy the proximity to water and views out. Pedestrian routes to the St Sampson harbour are very poor in some locations. A survey undertaken by the Guernsey Development Agency in 2023 identified places for eating and drinking as something that is missing in St Sampson.

Public consultation highlighted how problematic The Bridge area can be for people, and whilst affording a great aspect out onto the harbour, is very difficult to enjoy due to the traffic, lack of good street furniture, and lack of attractions to draw people to spend time here.

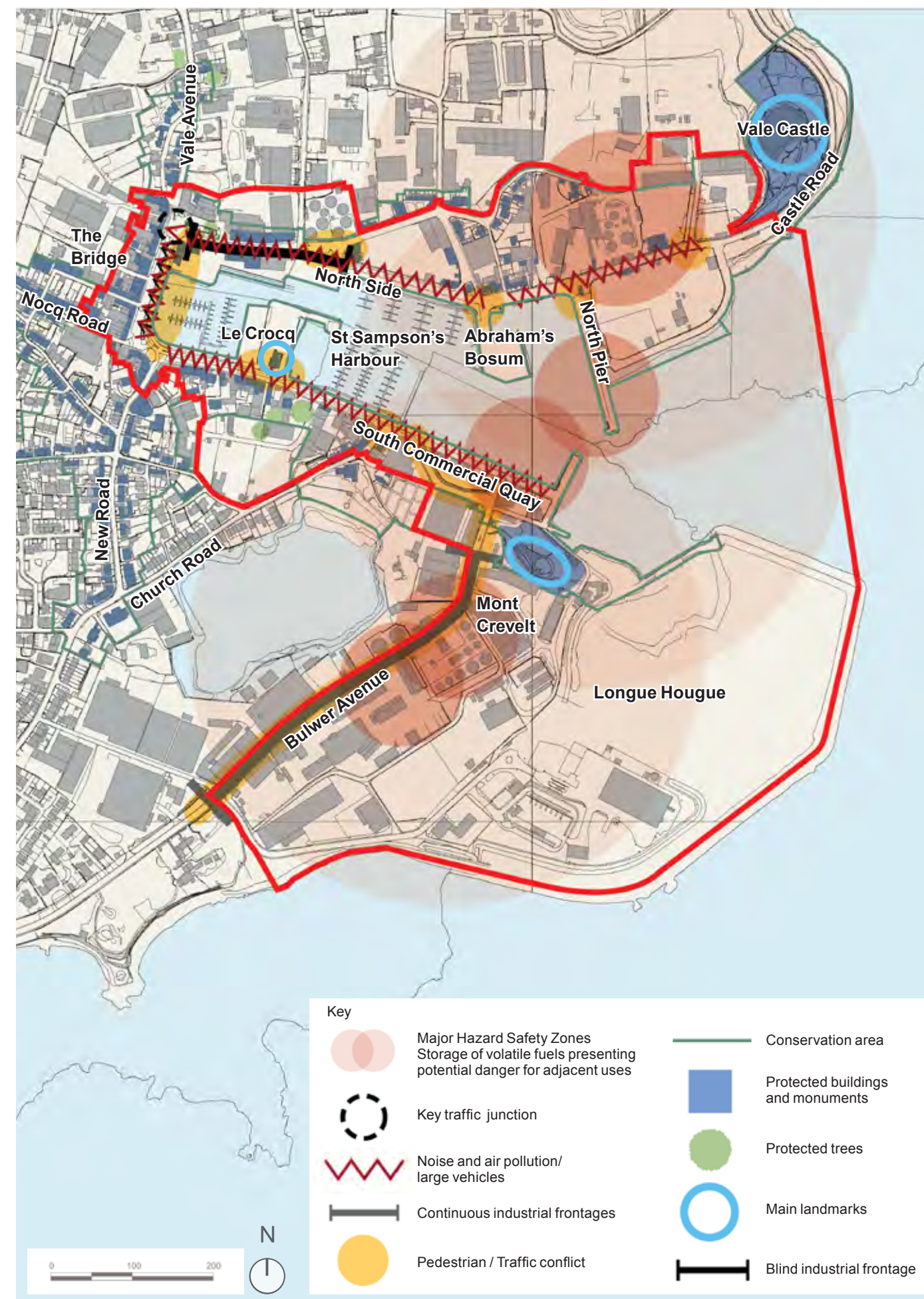


Figure 4.12: St Sampson Harbour Action Area Summary Constraints Plan

Marina uses and cargo

The vibrant marine leisure sector offers potential for growth and adding value to the island. A key focus of these uses is in St Sampson around the well-used harbour.

Some marine leisure supply chain activities might be relocated to Longue Hougue, thereby creating opportunities for alternative uses within the St Sampson HAA. The impact of growing flood risk on all marine activities presents an opportunity to combine new facilities with flood defences.

During the consultation period, the benefits of the ‘blue’ economy were highlighted several times, and the need to protect, enhance and allow for expansion of these. Future potential opportunities around off-shore energy generation should also be considered.

The import of bulk materials is expected to continue , and appropriate infrastructure will need to be maintained for this. It is however expected that the import of petroleum products by sea may eventually cease as other (more renewable) energy sources are used (see section 7 for more details).

Fuel storage and energy security

Fuel storage and the associated Major Hazard Safety Zones (as shown on the constraints plan) prevent intensive uses such as housing or offices from taking place within these areas. Alternative methods for generating and importing energy in the future may mean there is less demand for liquid fuel (and therefore its storage) which could enable a reduction in storage space and create potential for its relocation.

In the future, de-carbonisation of the grid could also reduce demand as more energy is made in renewable ways on the island. This could change requirements for energy generation and the power station, elements of which could become redundant over time.

It is clear that relocating current fuel storage or a shift to more sustainable energy sources presents a significant opportunity for more sensitive land uses (housing or offices) on land where this is not currently possible.



Figure 4.13: Existing fuel storage

Heritage and character

The St Sampson HAA has a strong character that comes from the consistent built frontage enclosing and overlooking the harbour, and water based activity. The mix of town centre and industrial uses is part of this character, although some of the buildings and uses e.g. the power station are more negative than positive at the moment. The strong use of granite in buildings and historic walls and features help make the area around St Sampson harbour distinctive. There are heritage landmarks at Mont Crevelt and Vale Castle either side of the entrance to the harbour.

During the public consultation, many respondents agreed that preserving and enhancing the character and heritage assets within the harbours is important. Respondents also highlighted various additional heritage assets that should be taken into account, including the clock tower on the south side of St Sampson, and Mont Crevelt.

Flood Risk

St Sampson is subject to coastal flooding, with The Bridge currently flooding during some high tide events. This is predicted to get worse with climate change as sea levels rise and storms become more intense. Low-lying areas to the west of The Bridge are particularly vulnerable to flooding. The harbour is well protected from wave action by the existing harbour piers and breakwaters.

In the future, climate adaptation and flood risk mitigation measures will need to accompany development proposals as part of longer term infrastructure upgrade. The regeneration of the St Sampson harbour offers an opportunity to respond holistically to climate change, and to help the island achieve Net Zero Carbon by 2050, as well as protecting and enhancing biodiversity.

The need to establish a long-term strategy against flood risk was highlighted as one of the most important considerations during the public and stakeholder consultation



Figure 4.14: flooding at St Sampson

Traffic, congestion and pollution

South Quay, North Quay and The Bridge all suffer high levels of congestion and traffic at various times of the day. This leads to issues with air pollution and noise pollution, and a poor pedestrian environment.

Car parking data from 2021 indicates a high average utilisation (81% and above) of 23-hour and 10-hour car parking at the Bridge. The provision of free parking keeps this demand high, and doesn’t encourage more sustainable or active travel such as the use of e-bikes which are gaining popularity on the island.

There may be potential for routing through-traffic and larger vehicles across St Sampson harbour instead of around it. This may make The Bridge frontage less busy with cars and larger vehicles, and a nicer place to be for pedestrians.

During the consultation period, respondents highlighted concerns around traffic - particularly heavy goods vehicles associated with industrial uses, and issues with tail backs around The Bridge. Whilst many people were supportive of introducing measures to resolve this, there was concern that journeys that do need to be made by vehicles (for business, people who are disabled etc) must not be unduly affected by these measures.



Figure 4.15 (left): High levels of traffic and poor pedestrian environment around the south side of the harbour

Figure 4.16: Tourism and leisure attractions - Vale Castle. There are opportunities to make St Sampson Harbour a more popular place to spend time

Wider links

Making sure people can get to St Sampson easily, and between St Sampson and St Peter Port is important for making sure it thrives as the second town.

There are a lot of walkers and cyclists who walk around the coast, and are looking for better and safer connections e.g. north to Bordeaux Harbour.

St Sampson has bus services that connect to a number of locations on the island, but there is little space at The Bridge for bus stops and no coordinated interchange for transport modes or information.

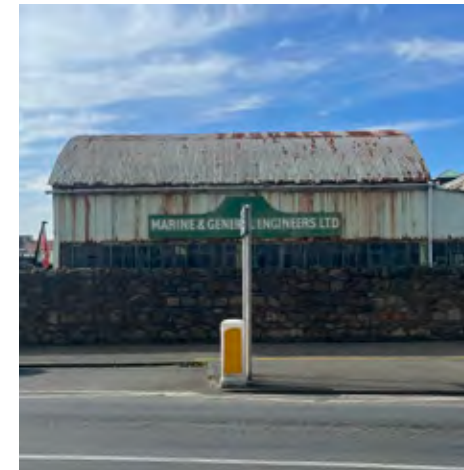
Tourism and leisure

There is currently a limited tourism offering in St Sampson. Opportunities to make it a more popular place to spend time, enjoy the waterfront and heritage features, such as Vale Castle (figure 4.16), may change this in the future. A lack of restaurants and bars was identified in the Guernsey Development Agency’s 2023 public consultation.

The main leisure focus of St Sampson harbour area is boating related and the area has a lot of small and medium sized boats. There are a number of sites and buildings that could be well used for restaurants and cafés and place to enjoy being next to the water year round.

Consultation responses highlighted the marine leisure opportunities around boating, getting access to the water, but generally agreed that St Sampson was unlikely to become a tourist ‘destination’ in its own right.





A range of harbour and non-harbour related activities across St Sampson

Figure 4.17: Photos from St Sampson Harbour Action Area

Summary of analysis - St Peter Port

The following pages summarise the key themes that emerged during the analysis which have helped drive the vision and objectives for the LPB.

Commercial harbour activity

A key activity within the St Peter Port HAA is the commercial harbour which is the focus for freight and passenger transport to and from the island. Requirements for handling unitised freight may change over time in terms of volumes and commodities, and the port may need additional capacity for expansion over the next 10 years.

Depending on the outcome of the decision on the Future Harbour, there may be a scenario in the future where unitised freight is moved elsewhere. This will raise significant opportunities for rethinking what St Peter Port harbour contributes to the town and local people.

Currently there are conflicts between different users on the harbour, focussed around commercial port operations, leisure activity, car parking, and pedestrian movement. Noting that this situation has developed over time in light of the available resources (land and quays), there is some hope that uses could be better co-ordinated. There is also opinion that there is a lack of synergy between the harbour and the Town, and that the connection for people to move between the two could be improved.

Within the responses to the public consultation, support for protecting the commercial harbour activity was the most unanimously agreed upon response out of all themes.

Tourism and leisure

The 2017 Tourism Product and Customer Experience Strategic Review identified St Peter Port as the core tourist attraction of the Island. However, there isn't enough for all age groups to do, and a particular gap for children and activities in wet weather. Some visitor uses e.g. cruise tenders, can clash with other activities.

There are a number of small scale museums and art galleries in St Peter Port and opportunities have been identified for new visitor attractions.



Figure 4.18: Commercial harbour activity

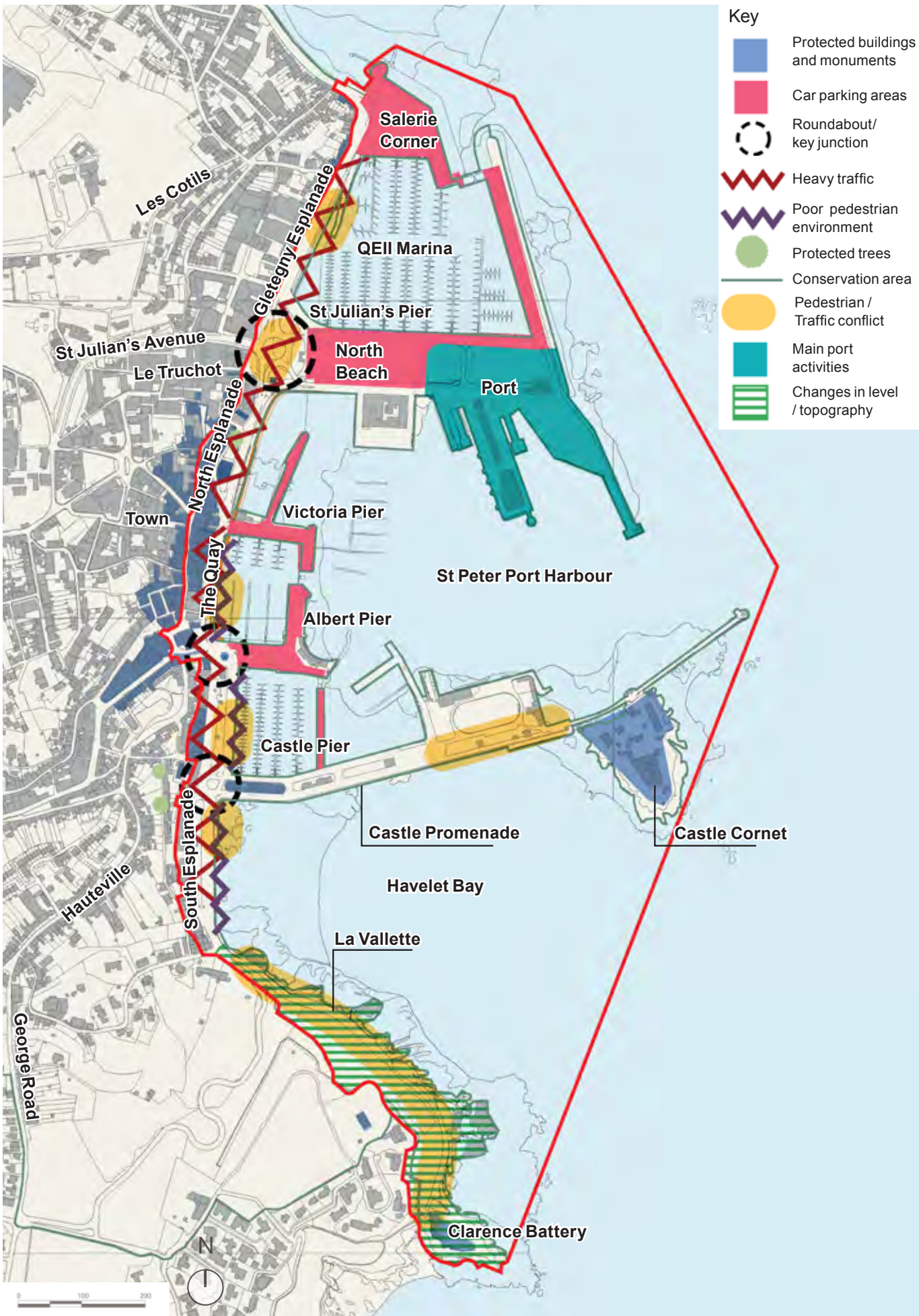


Figure 4.19: St Peter Port Harbour Action Area Summary Constraints Plan

Active travel connections

There is a lack of safe attractive pedestrian/cycle environment across the HAA, particularly where conflicts exist between different users, associated with existing port operations and existing vehicular routes.

There is a significant opportunity to improve the arrival experience for all through features such as enhanced signage, wayfinding and information boards, and conveniently located facilities.

Several respondents in the public consultation highlighted relatively poor active travel infrastructure across St Peter Port, which discourages people cycling, walking. Dedicated infrastructure, safe places to store bikes, facilities to change, better signage and wayfinding, and measures to limit speeds of vehicles would reduce a perceived fear of cycling.

Heritage and character

St Peter Port, in its position as the oldest settlement on the island, benefits from significant positive heritage character in the winding streets of Town. The St Peter Port HAA benefits from many heritage features but also includes instances of lower quality development.

At the moment the heritage features often sit at odds with the more operational harbour activities. It is noted that some historic cranes were recently retained within the operational harbour.

Protection and enhancement of the character and heritage assets within the St Peter Port HAA was strongly agreed upon by respondents to the consultation. As well as making better use, and celebrating existing assets, these could be better connected and signposted (e.g. Castle Cornet).

The Marine Leisure sector

The vibrant marine leisure sector in St Peter Port offers potential for growth and adding value. There is an identified opportunity for a new Pool Marina that would create additional space for yachts and other boats in the middle of the St Peter Port harbour, off Victoria and Albert Piers. Should the Pool Marina be delivered in the proposed location, many of the policies set out in the LPB would complement this provision, and capitalise on the enhanced support for this marine leisure use.

The proposed landing location is yet to be established but should be located where it has the best synergies with potential uses and existing uses or gives rise to further related opportunities and, more particularly, does not give rise to a conflict of uses or negate some other opportunity. This indicates locations such as White Rock, or a reorganised Victoria and Albert Pier may be appropriate.

Land side facilities to support the existing marinas and for visiting boats are considered inadequate and present a significant risk to the ongoing viability of St Peter Port as a commercial marina.

Opportunities for development

It is necessary to meet the Island's housing need (particularly affordable housing) and there will also be a requirement for new commercial office space during the plan period, alongside a need to protect the retail uses in Town.

To accommodate demand for housing, leisure and commercial floorspace (including offices and retail) and to optimise the use of the HAAs, significant development opportunities could be identified on some of the piers, but only if space can be freed up e.g. by relocating the port activities, reducing or decking car parking. Opportunities for new development can only come about if other land uses are reduced or more land is created or reclaimed.

Combined with the demand for new floorspace, there are opportunities to attend to the ageing building stock in Town (both industrial and commercial), and an opportunity to retrofit and refurbish these uses.

There was a mixed response to the suggestion of new development opportunities, with some people concerned about the scale, type and impact of large change on the harbours, and how these projects are likely to be funded. Other respondents were supportive of the proposals for sustainable growth of residential and commercial uses on the harbour, which would enable economic, social and environmental benefits to be achieved.

Extent of surface car parking

The existing car parks within the HAAs take up a large percentage of their surface area and limit other activities. Car parking is all free to use for different timescales, and does not encourage users to consider sustainable or active travel. There are reports of congestion caused by those driving between car parks trying to find a space, or to move between parking zones.

There was a mixed response from the public consultation around the issues associated with car parking - many who identified the issues associated with the extent of this, and how it could be better used for people, the economy and the environment. There was also concern that removing/reducing car parking could affect businesses, and that access would need to be retained for boat-owners and some other users. A balanced 'carrot and stick' approach was suggested by some respondents.



Figure 4.20: Existing surface car parking



Figure 4.21: Flooding at St Peter Port

Flood Risk

Due to the steep topography, St Peter Port has a relatively low vulnerability to flooding, however most of the harbour, existing piers and the sea front would be affected by coastal flooding in the long term. This is predicted to get worse with climate change, as sea level rise and storms become more intense. St Peter Port harbour is generally well protected from wave action by the existing harbour piers and breakwaters, however in the more exposed Havelet Bay, coastal defences are over-topped by waves during intense storms.

Climate adaptation and flood risk mitigation measures will need to accompany redevelopment proposals. The regeneration of St Peter Port harbour offers an opportunity to respond holistically to climate change, help the island achieve Net Zero Carbon by 2050, as well as protecting and enhancing biodiversity.

As with St Sampson, there was clear consensus that a strategic long-term flood defence solution must be developed for the east coast of the island. There were suggestions to combine flood defences with new public realm and energy generation.

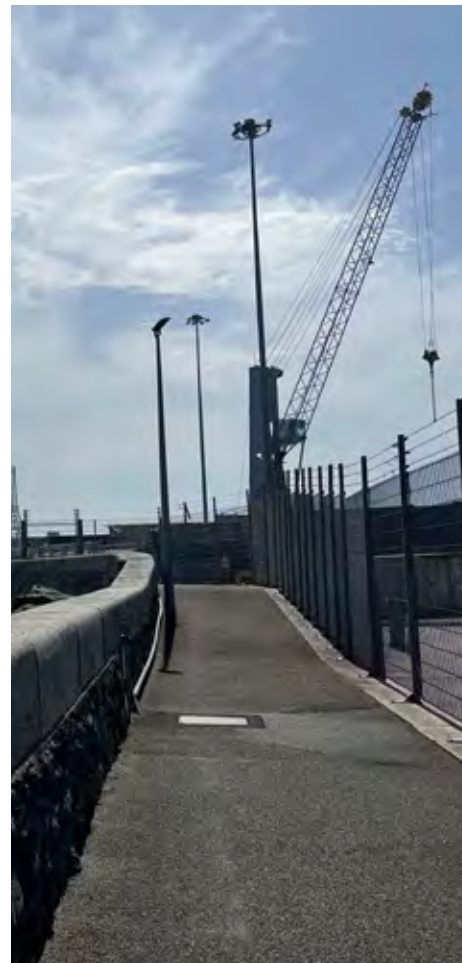
Space for people

Within the St Peter Port HAA there is a real challenge in terms of space for people to walk around safely and conveniently along the waterfront to avoid cars and traffic.

Key pinch points include along the Esplanades, the car parks and places on the Piers where multiple uses overlap. This discourages people walking and cycling and feeling safe. Seafront Sundays have been a really successful way of looking at how to address this problem for a limited period.

There is little space in St Peter Port HAA that can be used for people to gather, chat and meet without it also being used for something else.

Respondents from the public consultation highlighted support for existing Seafront Sundays initiative, and highlighted the lack of space for people on the harbour (lack of greenery, lack of meeting points, lack of places to enjoy the views etc).



A range of harbour and non-harbour related activities across St Peter Port

Figure 4.22: Photos from St Peter Port Harbour Action Area

5 Summary of consultation



5 Summary of consultation

The preparation of the Local Planning Brief has been informed by public and stakeholder input at key stages of the process. A wide range of perspectives and interests have been sought to ensure that a deep and broad understanding of all the issues facing the HAAs have been understood.

5.1 Stakeholder consultation pre-March 2024

Initial informal consultation was undertaken with stakeholders between September 2023 and March 2024 through a series of individual face-to-face and online meetings. This helped the team understand the baseline position, and establish key drivers for change across the HAAs.

This included talking to important statutory consultees and stakeholder, including, but not limited to:

- Guernsey Harbours
- Traffic and Highways
- Coastal Defences
- Planning and Conservation Teams
- Development and Planning Authority
- Guernsey Electricity
- The Guernsey Development Agency
- Guernsey Tourism Management Board
- Chamber of Commerce
- Boatworks
- Condor Freight

The key themes discussed included:

Travel and Access

- Traffic and parking are very prevalent in both HAAs. This is detrimental for a number of reasons including space pressures, environment and congestion. The need for a strategy to improve this was mentioned, though people acknowledged how challenging this could be.
- Bus frequency is seen as a considerable barrier to uptake of bus as an alternative to private motor vehicle.
- E-bikes have been popular on island. They are good for the hilly terrain. A private e-bike hire firm was operating on island but have since withdrawn. Though their service was popular.
- The pedestrian experience in both HAAs is poor and the environment is dominated by motor vehicle use.

Environment and heritage

- Priority habitats along the East Coast includes Eel Grass beds, Seagrass beds to the north of St Peter Port. Opportunities to enhance these habitats could be considered as part of the project.
- The historic context, particularly of St Peter Port is highly valued. However, some of the views, particularly of Castle Cornet from land could be improved.

Land use and space

- Important specialist marine services (chandlery, workshops, storage) operating in St Sampson. These are important for overall harbours' economy and consideration will need to be given for how such services are protected.
- There is not enough space for all users in the ports. Users work well together but it is dysfunctional and different non-complimentary land uses are using the same spaces.

Leisure and tourism

- Promenading e.g. walking, talking and snacking along sea front is enjoyed, but could be enhanced if the pedestrian environment were improved.
- Provision of activities for children could be improved. Particularly off season.
- Seafront Sundays – where roads are closed temporarily around Crown Pier have proven popular.
- There is a poor evening vibe in both harbours. E.g. bars, restaurants, nightlife.
- Poor signage in harbours with not many signs in other languages for visitors from abroad.

GDA Survey

In addition the Guernsey Development Agency (GDA) undertook a survey in late 2023 that included a number of questions and topics relevant to this work. The feedback from the survey was shared with the team and has influenced the development of this document.



Figure 5.1: Extracts from Miro board used as part of the Autumn 2023 Stakeholder consultation

5.2 Public consultation March 2024

A more focussed consultation period was then undertaken in March 2024, which focussed on the wider public and local groups. Having consolidated the baseline information, Tibbalds and the design team put together a summary of the analysis work undertaken, drafted a vision and emerging development themes, as well as options for future development scenarios, which were presented on information boards. This consultation formed the first phase of pre-submission consultation to understand initial opinions on this draft vision, draft development themes, and initial development scenarios. The benefit of receiving this early feedback means that this input can directly inform the development of the document as it is drafted. Further consultation will be undertaken at statutory periods in the adoption process, and through the independent examination in public.

This consisted of:

- Two in-person drop-in events:
 - Thursday 21st March at Inner Street, Market Building, St Peter Port (1-6pm) (approximately 35-40 people attended)
 - Saturday 23rd March at Rock Community Church, St Sampson (10-2pm) (Approximately 60-70 people attended)
- Three in-person workshops (1.5 hours) were held on Friday 22nd March at Beau Sejour Leisure Centre. Key stakeholders and consultees relevant to each topic were invited. These sessions focussed on:
 - Creating opportunities for growth and investment in the HAA (approximately 23 people attended)
 - The HAAs as places for people (approximately 18 attendees)
 - Infrastructure, environment and resilience within the HAAs (approximately 18 attendees)
- One additional virtual workshop was held on Thursday 11th April (1.5 hours) (approximately 12 attendees)
- A dedicated consultation website (Participatr) was open for four weeks until Friday 12th April. We had 112 unique participants who left us important feedback over this period.

Both consultation periods have sought to reach as many people as possible, and gain as broad a range of views as possible. As expected, on a project of this scale and complexity, there are some elements where a consensus can be garnered, as well as lots of competing viewpoints and aspirations for what the LPB should achieve.

Whilst there was a majority consensus around some themes e.g. ensuring long-term flood mitigation strategy is in place, the importance of maintaining the operational requirements of the harbours (wherever this is placed), and consolidation of some industrial uses to Longue Hougue; there are more mixed responses around development themes such as parking, the location for new housing, and future energy generation.



Figure 5.2: Photo from public consultation event, March 2024

Key themes where there seems to be a consensus amongst respondents include:

- Support for re-routing traffic from The Bridge (although concern around how this might impact congestion and performance of shops).
- Consolidation of heavy industrial uses and fuel storage onto Longue Hougue generally supported.
- Seafront Sundays are well supported, attended and enjoyed and highlight how existing areas can be reconfigured in a way which provides benefit for the wider public.
- Strong support for there being a long-term mitigation strategy for flooding.
- Support for protecting and celebrating existing heritage assets and focal points e.g. Mont Crevelt.
- Support for strengthening the character of the HAAs.
- Support for environmental protection and enhancement (especially of rare/protected species and habitats).
- General agreement that the current parking situation does not work for a lot of people, however there were competing ideas of how this should be solved.

There were several topics of feedback where a range of responses were given, and respondents did not necessarily agree on an approach:

- A mixed response on suggested solutions to issues around parking: some support for paid parking; some support for decked parking/multi-storey; some support for reducing provision and reallocating space for people; some resistance to reduction in parking; some concerns around economic impacts on reduction of parking; some demands for more car parking
- Scale and need for change: many respondents thought that the 'no change' scenario would not be as bad as the team suggested; and others were worried about increased population in already busy areas.
- Energy infrastructure – many respondents doubted whether some strategic decisions e.g. moving key infrastructure such as the power station could be achieved in the next decade, whereas others were keen to embrace cleaner alternatives.
- Traffic congestion and pollution – many respondents highlighted traffic as an issue – some put this down to the narrow island roads, some suggested a bypass was needed, some suggested modal change to active travel was needed, some were concerned about taking traffic away and the effect this could have on businesses.



Figure 5.3: Photo from public consultation event, March 2024



Figure 5.4: Photo from public consultation event, March 2024

Considerations and suggestions that were not previously identified in the baseline work. The responses outlined below will be carefully considered and included in the drafting of the LPB where relevant:

- **You said:** Expansion of vision enabler to include reference to 'biodiversity' and other environmental concerns beyond 'climate change'.
- **We did:** The vision and objectives have been updated and refined to be more specific
- **You said:** Support for mobility hubs and improving cycle infrastructure. However, important to recognise that not all residents will be able to walk/cycle as a viable alternative to car
- **We did:** Indicative locations for mobility hubs are identified, to support a modal shift to active travel modes, whilst balancing the need for people to move around by vehicle
- **You said:** Simple changes could be trialled before any long term commitments. For example pedestrianising the area in front of the shops on the bridge, pedestrianising the whole bridge area, closing Crown pier, closing sea front to private motor traffic, making sea front one way for private motor traffic.
- **We did:** The sequencing and phasing of different activities and land uses has been carefully considered. Experimental measures such as closing the Esplanades at certain times could be trialled before permanent infrastructure is installed.
- **You said:** Could flood defences/gates be combined with new public realm/renewable power generation?
- **We did:** Guidance on making flood defences multifunctional has been included within Theme 6.

- **You said:** Responses identified some existing 'bad neighbours' that weren't previously considered e.g. scrap yard, fire risk and proximity to reservoir (though this is currently outside of the HAA boundary).
- **We did:** The character analysis has been updated to identify some of these uses which may fall outside of the boundary of the HAA, but are likely to impact, or be impacted by future development in the HAA.
- **You said:** Need to ensure that key infrastructure 'moves' e.g. relocating power station are feasible options, and realistic timeframes associated with this (taking feedback from e.g. Guernsey Energy etc).
- **We did:** Commentary has been included on these significant infrastructure decisions in section 3.4.
- **You said:** There is a need for Longue Hougue to remain as storage area for inert waste in short-medium future; the LPB should suggest the use of shared vehicle mobility schemes; there is an opportunity for tram link between St Peter Port and St Sampson; it would be helpful to include examples of where other places have prioritised efficient forms of transport (walking, cycling, public transport).
- **We did:** Delivery and phasing is covered in section 8 which has considered the need for inert waste storage at Longue Hougue. Indicative locations for Mobility Hubs have been included in Policy 5.1; and case studies have been provided throughout Section 7 to highlight good precedents in other locations around the world.



Figure 5.5: Information provided and feedback - consultation event, March 2024

5.3 Independent Planning Inquiry

The LPB, as with other development plans, must follow a formal process including a Public Planning Inquiry. This will fulfil the requirement under section 12 of the Land Planning and Development (Guernsey) Law 2005 to undertake a Public Planning Inquiry.

In order for a planning inspector to be appointed a certificate of consistency must be signed by the Committee for the Environment and Infrastructure confirming the proposals set out in the draft LPB are consistent with the guidance and direction set out in the SLUP. At this point the Local Planning Brief is published by the DPA.

The Planning Inquiry is split into three stages of public consultation:

Initial Representations – i.e. an opportunity for individuals, groups, societies, agents etc. to comment on the policies in the draft LPB.

Further Representations – i.e. an opportunity for individuals, groups, societies, agents, etc. to respond to any of the Initial Representations.

Plan Inquiry Hearing – i.e. an opportunity for individuals, groups, societies, agents, etc. who submitted a representation during Initial or Further Representations to make oral representations to the Planning Inspectors at a public hearing.

The Planning Inquiry will be conducted under the provisions of the Land Planning and Development (Plans) Ordinance, 2007 and the Land Planning and Development (Plans Inquiry) Regulations, 2008.

The purpose of the Inquiry will be to determine whether with the LPB is in conformity with the statutory requirements under the Land Planning and Development (Guernsey) Law 2005 and the Land Planning and Development (Plans) Ordinance, 2007 in respect of the preparation and publication of the draft LPB and that the proposals are sound.

6 Vision and objectives



6 Vision and objectives

Overall Vision and Objectives

Overall Vision

“Both St Peter Port and St Sampson will be resilient, thriving working harbours into the long term which service the island and enable the broadest range of residents and visitors to:

- enjoy the waterside location;
- access shops and work in the towns; and
- move around safely and efficiently.”

This overall vision is then supported by a series of objectives which have been grouped under six themes, as follows:

Theme 1: Resilient harbours and infrastructure

Theme 2: Supporting the marine sector to provide job and leisure opportunities

Theme 3: New and expanded uses and activities within the Harbour Action Areas

Theme 4: Culture, heritage, tourism and leisure

Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around

Theme 6: Climate resilience and the natural environment

These same themes are then also used to organise the policies and guidance in section 7.

Overall Objectives

Theme 1: Resilient harbours and infrastructure

- St Peter Port and St Sampson will continue as primarily working harbours, with important operational land uses in both harbours protected or relocated should this become viable.
- Consideration will also be given to possible locations for a future harbour, with criteria established to ensure that development coming forward does not conflict with the operational requirements of a new harbour, its access or construction.

Theme 2: Supporting the marine sector to provide job and leisure opportunities

- Ensure that the HAAs retain their strong operational and marine focus, and contribute effectively to island life and the economy through a better functioning marine industrial and leisure sector.

Theme 3: New and expanded uses and activities within the Harbour Action Areas

- Extending the range of complimentary land uses which are unique to each harbour. To ensure the range and mix of land uses are resilient and meet people’s needs on the Island over time.
- Both HAAs will enable and encourage investment opportunities to ensure the harbours can evolve and adapt according to the needs of the Island. This will be achieved through enabling opportunity, at the right time, without precluding development.
- To encourage the use of short-term or meanwhile uses, prior to long-term strategic decisions being made on flood defences and a future harbour location.
- To address conflict between different users so that the harbours can be more harmonious and efficient places that work for all. This will mean re-prioritising some uses and activities in line with wider Island policy, for example: people and safety first; encouraging relocation of some ‘bad neighbour’ uses; and protecting land for the possible expansion and reorganisation of the port area or Longue Hougue.

Theme 4: Culture, heritage, tourism and leisure

- Encourage the provision of leisure facilities, water sports (including both training and recreation), and cultural activities. This will be delivered through the innovative reuse of existing buildings, coordinated strategies, and new venues and facilities.
- Retaining the specific and different character of the two HAAs which is complementary but different based on their individual heritage and purpose.

Theme 5: Making it safe, healthy, efficient and easy for people to get around

- Improved access between the harbours and to the rest of the island for all modes of transport can help to address congestion and enable better journeys.
- Lower carbon alternatives to private motor vehicles will be encouraged by introducing mobility hubs and reconfiguring existing parking arrangements.

Theme 6: Climate Resilience and the natural environment

- Phasing of development will ensure it comes forward when adequate climate and flood mitigation measures have been put in place. Such measures will need to be area-wide rather than site-specific to protect existing as well as new uses.
- The HAAs will contribute to the island’s transition to net zero, considering renewable energy production, efficient use of land, and encouraging behavioural change to reduce carbon emissions.
- Green infrastructure and public realm improvements will be required across the HAAs to tackle the existing dominance of hardstanding, and help strengthen wildlife habitats, address biodiversity loss, provide shelter and act as places for people to stop and enjoy the view.



Dedicated routes should provide safe, accessible connections for various modes of transport, and should be combined with high quality planting. St Louis, Missouri, US



Spill out space for cafés and restaurants can be combined with quality public realm to create convivial spaces for people to enjoy. Zadar, Croatia.



Making space for people to enjoy the special opportunity to be next to the water and the town centres provided through the HAAs. ‘Seafront Sunday’, St Peter Port.

St Peter Port Vision and Objectives

St Peter Port Vision

“St Peter Port will retain its strong character - formed from its built heritage and strong maritime infrastructure.

As a working harbour it will welcome people and goods in a harmonious and efficient way, with adequate space for all activity and a division of incompatible uses.

It will be a pleasant place where people spend time enjoying the waterside, visiting bars, restaurants and cultural attractions both outdoors and in.

The harbour will meet the needs of islanders and tourists alike with walking, cycling and public transport the easiest ways to move around. The improvements made will have enhanced the area making St Peter Port a strong and resilient harbour all year round”

St Peter Port Objectives

Theme 1: Resilient harbours and infrastructure

- St Peter Port is a principal gateway to the island for people and for the delivery of goods. The arrival and departure will be improved with better facilities and wayfinding. This will be achieved by protecting land that may be needed for port expansion as well as improved arrival facilities.
- Better signage and lines of sight for navigating the area.

Theme 2: Supporting the marine sector to provide job and leisure opportunities

- Marine related leisure activities will be protected and enhanced to benefit people and the economy. This means better space and facilities for visitors and operational uses that support marine activity.

Theme 3: New and expanded uses and activities within the Harbour Action Areas

- Creating a busy and visually interesting environment accommodating a broad range of uses (both large and small, formal and informal) to improve the overall functionality and interest of St Peter Port.
- Prioritising people friendly, adaptable development and uses over inefficient single use land uses (like parking or excessive road widths) which currently dominate prime harbour land (NB note this doesn't apply to the secure port area).
- Housing and office space will be possible in the right locations, but a set of criteria, related to strategic aims of Guernsey and important environmental considerations will need to be met.

Theme 4: Making it safe, healthy, efficient and easy for people to get around

- Rearranged surface car parking to make better use of the piers and harbours for people, making it easier to access the main shopping function of Town. Surface car parking can be reduced or consolidated using multi-storey decks, alongside access for active and sustainable travel.
- More legible pedestrian and cycle routes throughout St Peter Port with better views out to sea and of key landmarks will improve people's experience of Town.

Theme 5: Culture, heritage, tourism and leisure

- An improved public environment will mean more space and better routes for people promenading, cycling, dining, fishing and enjoying other outdoor activities that will make more people want to spend time there and the place more economically successful.
- A greater range and number of attractions and opportunities for visitors and Guernsey residents of all ages and space for events and activities will be encouraged at varying scales and all year round. Both in the short term and for future longstanding attractions.
- Broadening the range of uses including bars, restaurants and cultural attractions (to support and encourage tourism and leisure) on the larger piers and harbours where these meet key tests (e.g. related to flood risk, climate change) and do not negatively impact on the operational needs of the harbours or waterfront.
- St Peter Port is an area rich in history and character. Views and journeys to and between Castle Cornet and other landmarks and leisure will be improved.
- New buildings will complement the existing character of St Peter Port with key public uses not being afraid to stand out as landmarks.

Theme 6: Climate Resilience and the natural environment

- To address how exposed St Peter Port can be in strong weather and to consider this in the design and delivery of new uses.
- To manage flood resilience comprehensively in a way that supports both existing and new development and creates new opportunities for links and connections.
- To bring more greening to the harbour and esplanades. To promote land and water based biodiversity through the way change is planned.



Spill out space for cafés and restaurants can be flexible, and allow businesses to accommodate residents and visitors throughout the year.



High quality public realm should be focussed around natural assets (e.g. the waterfront), as seen in this example in Regent's Canal, London.



Seafrost Sundays take out the cars, make the Esplanades much nicer places for pedestrians and support the local economy.

St Sampson Vision and Objectives

St Sampson Vision

“St Sampson will continue to operate as a working commercial harbour, with a greater sense of harmony for all users and visitors. The Bridge will develop as a convivial centre where people can access everyday needs and spend time.

The unique character of The Bridge will be retained and enhanced to act as the heart of the community. Visiting St Sampson will become easier by whichever means people choose to arrive, and parking will meet the needs of local people. The independent shops and facilities that support a resilient and thriving community will be protected.

Industrial uses will be safeguarded for employment, but gradually moved away from the inner harbour to enable better access to the water for marine related uses, mixed use development, including housing, and leisure activities.”

St Sampson Objectives

Theme 1: Resilient harbours and infrastructure

- Continue to provide port and harbour infrastructure necessary for the island. Prioritise the need for water access where needed, including at Longue Hogue.
- Focus on the relocation of critical uses such as fuel storage and secondary power generation to Longue Hogue or elsewhere on the island as needs change through decarbonisation.

Theme 2: Supporting the marine sector to provide job and leisure opportunities

- Marina uses and related marine industries which are unique to St Sampson and important for the island’s economy would be protected and enhanced, with some gradual relocation necessary away from The Bridge / North Side / Inner Harbour frontage to Longue Hogue.
- Creating a focus for marine industries and the marine economy at Longue Hogue to enable relocation and consolidation of these activities to best support the island economy.

Theme 3: New and expanded uses and activities within the Harbour Action Areas

- Relocating ‘bad neighbour’ uses such as fuel storage and the power station over time would enable sensitive land uses like housing and more mixed use development in St Sampson. New homes in St Sampson would support The Bridge and mean less are needed elsewhere.
- Creating opportunities to enjoy the harbour in restaurants and bars and seating areas, particularly along North Side, potentially as part of mixed use development enabled by the relocation of industrial and bad neighbour uses.

Theme 4: Culture, heritage, tourism and leisure

- Making the most of the strong character and particular features around St Sampson harbour from the granite, strong and consistent sense of enclosure from buildings around the harbour and key landmarks.
- Celebrating the heritage assets around and within the harbour through linked walking and cycling routes, better information and access. In particular to make more of Mont Crevelt and Vale Castle.

Theme 5: Making it safe, healthy, efficient and easy for people to get around

- The Bridge becomes a nicer environment for everyone by delivering an alternative road crossing over the harbour for ‘through traffic’. This will enable the reconfiguration of parking and access for The Bridge to address congestion and make it a nicer place to be.

Theme 6: Climate Resilience and the natural environment

- The use of alternative/renewable energy sources will enable the reuse or redevelopment of the power station as it comes to the end of its life. This change will remove a key blight on the appearance of the harbour and free up well located land for mixed uses.
- Prioritise, retain and expand existing green spaces on the periphery of the HAA and consider how to make more of the planting and ecology within and around the harbour.
- To fully explore the potential for new coordinated flood protection measures to also contribute to energy generation, biodiversity enhancement and public access to the waterfront.



Appropriate street furniture, signage and wayfinding can enhance footfall through town centres and along the waterfront.



Planting and landscaping are in short supply on the harbours. In protected locations planters could be used to provide shelter and greening



High quality mixed use development at the water’s edge, as seen here in Wapping Wharf, Bristol.

7 Development themes and policies



7 Development themes and policies

7.1 Overall Focus on Resilience and Supporting the Island and Town

Policies and guidance set out in this chapter are focussed on the delivery of the vision and objectives for the HAAs set in the context of the overall focus on “resilience”, supporting Town and the island as a whole over the long term economically, socially and environmentally (see section 6).

In order to best achieve the vision the six themes are used to coordinate and organise the policies and guidance in this section of the LPB. These themes also link back to earlier analysis, research and consultation undertaken during the production of the LPB as well as the vision.

The six themes are as follows:


- Theme 1: Resilient harbours and infrastructure
- Theme 2: Supporting the marine sector to provide job and leisure opportunities
- Theme 3: New and expanded uses and activities within the Harbour Action Areas
- Theme 4: Culture, heritage, tourism and leisure
- Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around
- Theme 6: Climate resilience and the natural environment

Within each theme a number of policies are set out to shape development and provide clarity on what will and will not be considered acceptable. Further explanation and guidance is also included in explanatory text alongside the policies. To help explain and illustrate the policies, case studies have been included (but do not form part of the policies themselves). On each page, the policy is placed in a coloured box, and must be adhered to. The supporting explanation and guidance text sits adjacent to this, and is included to help applicants apply the policy.

All of the policies and guidance in this section must be read comprehensively by planning applicants for any development proposals that are located within the boundaries of the HAAs. Policies in the LPB should be read alongside the relevant policies in the IDP (Island Development Plan) which continue to apply and whose weight in planning is not affected.


Section 8 of the LPB includes a flowchart which is designed to aid the reader in using the policies in this section to decide on the timing of future proposals.

■ Theme 1: Resilient harbours and infrastructure




Harbours and infrastructure that services them and the island in general must be resilient to threats such as climate change and fit for purpose going into the next 100 years.

■ Theme 2: Supporting the marine sector to provide job and leisure opportunities



The marine sector is vital to the harbours and to Guernsey overall. Existing businesses will be protected and enhanced, with co-location on Longue Hougue happening gradually. Whilst marine based leisure will be enhanced and made more accessible.

■ Theme 3: New and expanded uses and activities within the Harbour Action Areas



Use of the harbours can be enhanced with rearrangement of current land uses to enable new or expanded uses which make spending time in the harbours more attractive with a greater range of things to do.

■ Theme 4: Culture, heritage, tourism and leisure



The character of the harbours are already a huge draw. Enhancing the heritage of the area and promoting cultural activity will contribute positively to the tourism and leisure offer already present.

■ Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around



Tackling congestion, making walking and cycling safer and more inviting and ensuring an easier flow of people and goods to and from the island.

■ Theme 6: Climate resilience and the natural environment



Development will come forward that is designed with appropriate mitigation in place, or as part of the development. Existing land uses will be protected for future use. Whilst natural elements will be enhanced both to tackle a biodiversity crisis and to improve peoples' enjoyment of the harbours.

Theme 1: Resilient harbours and infrastructure

Policy 1.1 Protecting the port in St Peter Port

PART ONE - Secure Port Area Consultation Zone: to protect the land and operational needs of the port in its current location in St Peter Port, until such time as a proposal for a replacement harbour/s to serve both passengers and cargo, is confirmed. This includes the areas of land needed for the port itself, as well as access to it on land and from the water, and areas to undertake maintenance and repair work around the harbour (referred to as the **Secure Port Area Consultation Zone** on Proposals Map A). Development will only be permitted in this zone where it facilitates operational port uses, until such time as either a new harbour is confirmed, or the DPA - in consultation with Guernsey Harbours and other relevant consultees - confirm that this area can be strategically reduced without impacting on the operation or effectiveness of this use.

PART TWO - Port Growth Consultation Zone: to give consideration to additional land area that may be needed for the port related operations, should it be required over time, in a location that allows it to expand its current location and/or to support the reorganisation of its internal layout and function. **This Port Growth Consultation Zone** is set out on Proposal map A and defines an area where consultation must be undertaken with relevant consultees on proposals within this zone to determine if they would prevent necessary operations in the future related to the Secure Port Area or related activities.

In order to ensure the objectives of Policy 1.1 are met - but there is not an overly restrictive approach to development - consultation will be undertaken with a range of consultees. This will help determine whether the land being considered is likely to be needed to support the operational requirements of the port. It will be for the consultees to justify why the space is likely to be needed and for what future purpose.

This list of consultees will include as a minimum Guernsey Harbours as the Ports Authority, and the Guernsey Border Agency and it will be the responsibility of the DPA to undertake such necessary consultation. It is at the discretion of the DPA (in consultation with the Ports Authority and others) to determine whether space within the Port Growth Consultation Zone may be appropriate for other non-port related uses. The Ports Authority may also have other stakeholders that they consider necessary to involve in this process, which should be discussed at the relevant time.

Assuming it can be determined that development proposals will not prejudice future operational port needs, proposals will be supported.

Reason: To ensure that deliveries of goods and passengers to and from the island are safeguarded and that the food security of the island and its residents is protected.

The LPB is being prepared ahead of a major strategic decision being made on the form or location of a future harbour serving the island. However, whatever decision is made it is necessary to ensure that operational functions of the port are retained and protected, and it is acknowledged that these may need to be improved or expanded in the intervening time.

Work has been undertaken to understand the future needs of the commercial operational port including land areas that may be needed for expansion in order to remain functional and effective over time (see Appendix 4.5). This has identified that additional space for the commercial operations of the port may be needed, alongside potential improvements to the location and functionality of the Border Agency within the port area, although the timing for both of these is uncertain.

Therefore land in proximity to current operational areas will receive special consideration should other potential uses emerge, in the context of any viable alternative future harbour locations.



St Peter Port ferry and freight operations

Case Study 1 Fishbourne, Isle of Wight

Improving the efficiency and emissions of a passenger ferry terminal

A key gateway to the Isle of Wight from Portsmouth, Wightlink have led a series of improvement projects to the Fishbourne terminal and berth to improve the passenger experience and future proof the port. The ferry journey to Portsmouth is only 45 minutes, but upgrades to the terminal and facilities have led to improved efficiency and reliability of this journey to encourage more sustainable journeys for residents and visitors.

The terminal has also been upgraded to provide passenger facilities including self-service ticket machines, customer cafe, customer service point, and EV charging stations.

- Upgrades include:
- Double deck boarding ramp now allow ferries to load/unload passengers much faster, and remove the need for often problematic hydraulic ramps on older ferries
 - New environmentally-friendly ferry reduce congestion, noise and improve air quality. The ferry, Victoria of Wight, is England's first, and runs off both conventional generators and powerful batteries. More recently, Wightlink have confirmed they are also looking to commission a brand new fleet of all-electric ferries as of 2024.
 - Fender replacement project (replacing and recycling the old fenders installed in 1984)
 - Sensitive approach to marine environmental issues (including appropriate monitoring and mitigation commitments).



Image © Wightlink

Policy 1.2 Protecting the ability to deliver a Future Harbour for Guernsey

Proposed development within either or both HAAs must ensure that it does not prevent the delivery or operation of a Future Harbour on the eastern side of the island and to serve the operational port requirements of the island in whole or in part.

This will include protecting:

- Potential access routes to a future harbour (indicatively shown on Proposals Maps A and B); and
- Land required for the creation of the harbour or for future reclamation

Indicative locations for a “Future Harbour” outside of the HAAs are shown on proposals maps A and B. Other options besides those currently being considered may be developed and further work will be undertaken to select where a future harbour may be located.

Any development within the proximity of either possible future harbour location, or its likely access (both as shown on the proposals maps A and B), or other identified preferred locations as published by the States of Guernsey should be carefully considered in terms of whether or not it would restrict the delivery or use of the future harbour proposal based on information available at the time. Any proposals which limit the delivery or operation of the future harbour will not be acceptable.

Once a future harbour location has been agreed then any other areas that are protected under this policy will no longer be restricted. This includes the land used for existing port operations (see Proposals Map A) once the future harbour has been constructed and commissioned.

The future harbour itself, its full likely access requirements, or construction areas are not covered by this LPB and will be covered by a future policy, legislation and/or permission(s).

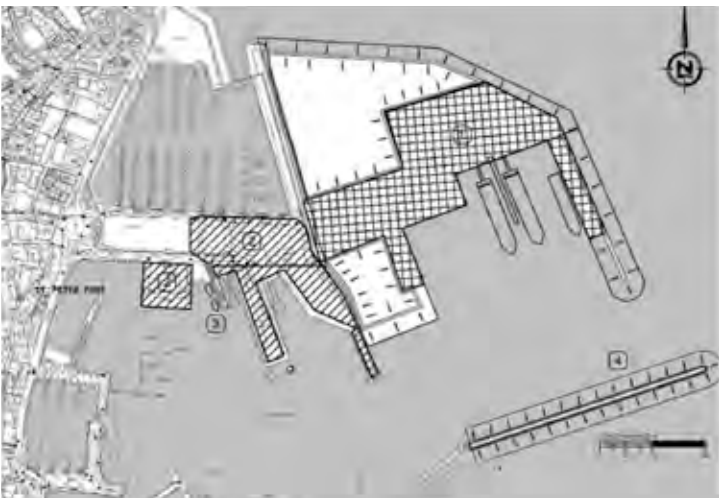
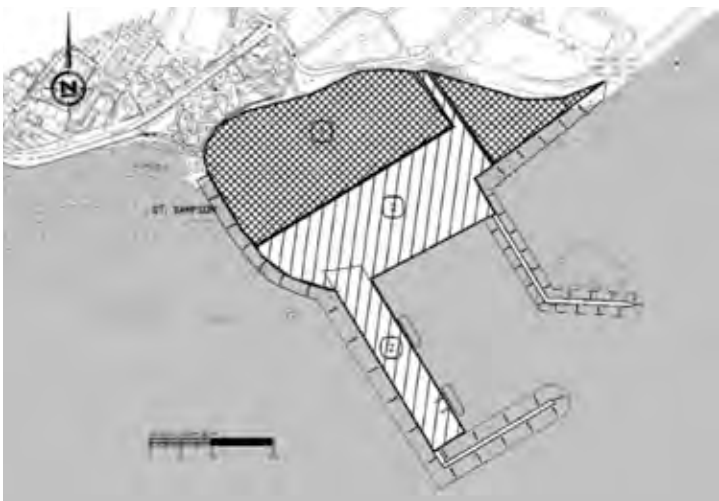
Reason: To ensure that appropriate options are kept open for a future harbour most likely to be located either to the south of Longue Hougue or to the east of St Peter Port White Rock Pier. To ensure this potential is retained for long enough for this key decision to be progressed and agreed.

The delivery of a new or “future harbour” for the island would have a significant impact on how the delivery of people and goods works, and would be expected to free up land for potential redevelopment in the existing controlled port areas in St Peter Port.

A Future Harbour designed to meet current needs and standards would also future proof the island and protect these important facilities from some of the key impacts of climate change, support its long term resilience and free up other areas of land within the HAAs for new uses and development.

This LPB does not favour either location nor does it prejudice the ability of the States to select another location, or to decide not to deliver a new harbour.

However, to ensure that a decision can be made in the best interests of the Bailiwick, Policy 1.2 sets in place a set of requirements that applicants will need to meet if they wish to bring forward development proposals in either HAA.



Indicative Future Harbour plans (from the 2019 study) - Left: A Future Harbour option at St Sampson off Longue Hougue. Above: A future harbour option in St Peter Port off the Eastern Harbour arm extension (Produced by States of Guernsey).

Case Study 2

Roscoff Harbour, France

Balancing marine-related activities

Located on the Brittany coast, the historic harbour of Roscoff manages to successfully combine commercial ferry operations, a protected marina hosting yachts and leisure craft, a busy fishing trade, and a historic town centre. As well as providing a gateway to Brittany and the west coast of France, the town is also a destination in its own right. Today, Roscoff is officially listed as a Petite Cité de Caractère (City of Character), and has a rich heritage with elaborate granite houses and cobbled streets that date back to the 16th and 17th Century.

The Roscoff harbour hosts:

- 24 hour marina with 625 berths. The marina is protected by a long angled sea wall, providing protection for vessels in all weather conditions. The services and facilities are highly regarded by users, and include welcome facilities and a dedicated team, as well as technical services for boats.
- A deepwater harbour (Port du Blosson Roscoff) provides access for Brittany Ferries to Plymouth and Ireland. The terminal provides a variety of facilities, including: showers and facilities; tourist information; level access; and a bar and cafe. In the summer months a shuttle bus brings passengers between the terminal and the town centre. Electric bikes are available to hire at the marina nearby.
- Local ferry service to nearby Île-de-Batz.
- Fishing fleet stocking local fish market.



New facilities at Roscoff Harbour, France
(source: <https://www.transeuropemarinass.com/marinas/port-de-plaisance-de-roscoff/>)

Policy 1.3 Reducing the impact of the power station at St Sampson

To support and encourage the relocation and/or replacement of the Power Station in St Sampson as one of the benefits arising from the transition to net zero carbon and the proposed second power cable to France.

To encourage any reduction in the impact of the power station on St Sampson and in particular the restrictions it places on adjacent land uses.

This includes considering alternative locations for a new or replacement facility away from The Bridge and areas close to existing or proposed homes, high intensity employment uses such as offices or workspace, community, cultural or mixed uses.

Reason: *To make better use of land in a key location for St Sampson and The Bridge, to encourage a greater mix of uses including residential, to improve safety for residents, and to reduce the visual and environmental impact on the town and its setting.*

The States' commitment to achieving carbon neutrality by 2050 presents an opportunity to consider the future of the power station in St Sampson in the move away from non-renewable gas as a primary power source. These opportunities can be summarised as follows:

- The power station represents a significant land take in St Sampson and although this is partially outside of the HAA it is a key opportunity to support The Bridge and to provide new development in a sustainable location. It is understood this is only likely to be possible when this change becomes operationally feasible.
- The power station prevents the delivery of neighbouring sensitive land uses such as housing, high intensity employment uses such as offices or workspace, community, cultural or mixed uses.
- The power station is also highly visually intrusive on St Sampson and presents a long term blight on the area that may be reaching a point when it can be reasonably replaced.



Harbour related activity as seen from The Bridge

Policy 1.4 Fuel storage in St Sampson

To support any relocation of the fuel storage around St Sampson harbour to alternative locations away from residential communities and areas of potential mixed-use regeneration.

This change is expected to be undertaken over the LPB period, whenever the potential for change arises and such that new investment in plant or equipment is delivered in other locations (such as at Longue Hougue) that are more suitable for this high impact “bad neighbour” use.

The proposed relocation will reduce the negative impacts of these uses including Major Hazards Public Safety Zones (areas identified in the IDP adjacent to hazardous installations where particular attention must be paid to the health and safety implications of proposed development) and related mitigation. This will then enable other land uses as supported by LPB Policy 3.1, 3.2 and 3.3 to come forward around the northern edges of the harbour.

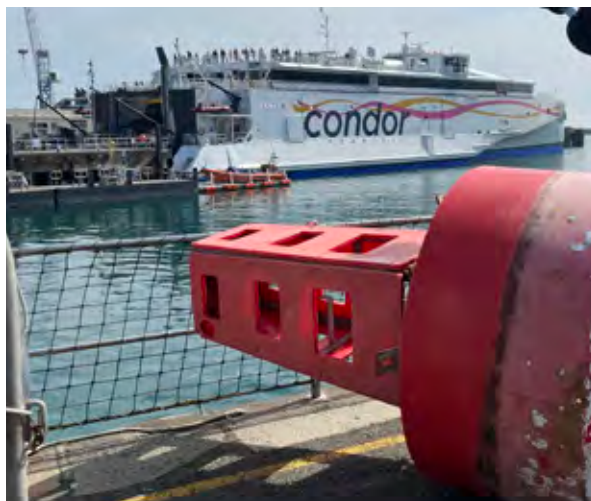
Reason: *To make better use of land in a key location for the town, to encourage a greater mix of uses including residential, to improve safety for residents, and to reduce the visual and environmental impact on St Sampson.*

In the same way that the power station restricts neighbouring sensitive land uses, fuel storage in St Sampson necessitates the use of blast zones in which sensitive land use is not possible. In addition to fuel storage on land, another limitation to existing uses is the docking location of NAABSA (Not Always Afloat But Safely Aground) boats on the south side of the harbour.

Current fuel storage and delivery supports the existing energy strategy for the island and is expected to change and reduce over time in line with the de-carbonisation plan.

The phased relocation of fuel storage will present a significant improvement in land available for more sensitive land uses which would in turn aid the States in meeting their objectives, particularly in relation to housing.

Longue Hougue may represent a good location for relocation of fuel storage and this may locate well with a combined relocation of more industrial marine related industries (as per Policy 2.1). In addition a new location for inert waste will need to be identified within 10 years of the date of adoption of the LPB and these matters should be considered in a joined up and strategic way to ensure a mutually beneficial arrangement for each use.



Theme 2: Supporting the marine sector to provide job and leisure opportunities

Policy 2.1 Safeguarding marine related industries

- To support the:
- a) Safeguarding of marine related industries within and around the HAAs and to encourage consolidation in key locations, and expansion of key uses where this is beneficial to the overall operation and effectiveness of the marine sector.
 - b) Consolidation of key marine industry uses at Longue Hougue together with facilitating direct water access and other necessary measures to support a functional and flourishing industry that makes best use of the waterfront location and includes all of the elements needed by an effective and competitive marine sector.

Reason: Consolidation and co-location of specialist marine-related industries at Longue Hougue to allow for enhanced business operations with dedicated purpose-built facilities, whilst benefiting from key water access. Creating an industrial hub at Longue Hougue would also enable mixed development opportunities elsewhere in the HAAs.

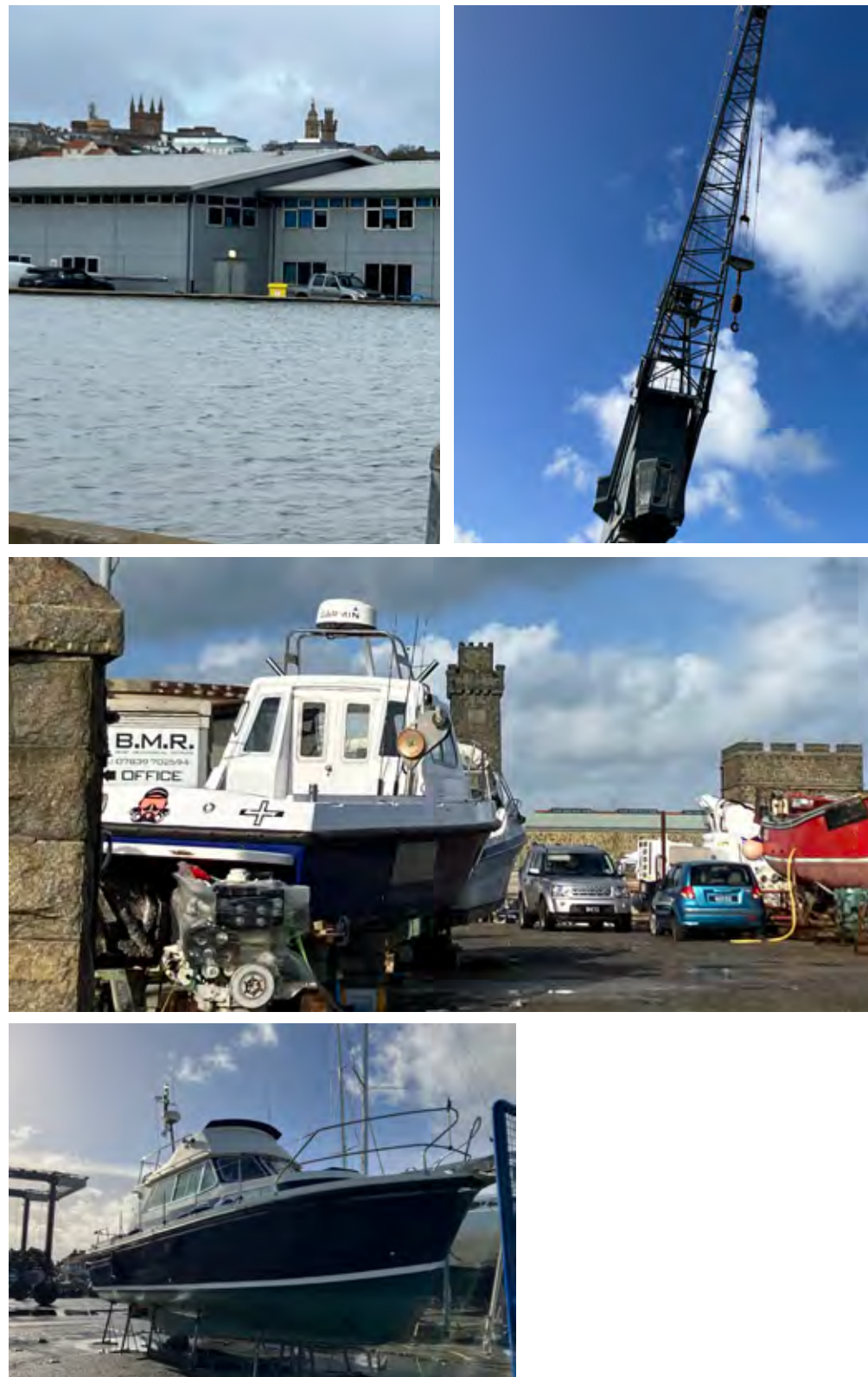
The HAAs are home to a number of businesses which provide essential and specialist marine related services that must be retained in order for Guernsey to continue to be a thriving and functional destination for boat owners and so that islanders can continue to keep boats and service them on island and in the harbours on the east coast. Marine industries require a wide range of linked and related business and facilities to work well.

In order to protect these uses and to enable expansion, where necessary, an industrial hub will be established at Longue Hougue where suitable marine related industries can consolidate and expand if necessary. This will enable other land uses - which may benefit from being closer to the water or the commercial centre of St Peter Port and The Bridge - to proliferate over time.

There is also potential, at Longue Hougue for land uses related to marine industries that are not currently provided on the Island. This may include a dry dock and land storage which would enable a greater flexibility within the pool marina and capacity within the harbours for visiting boats, especially during peak season.

Some of the land at Longue Hougue will not be made available immediately and is reliant on a future strategy on waste and landfill before some of the land can be brought into use for this purpose.

Small scale and informal uses that ensure access to specialist skills and services on the Island should not be underestimated in importance. Guernsey’s marine industry services a historic port with an excellent reputation. Every effort should be made to resist the loss of small scale and specialist industries on the Island.



A range of existing marine industry activities across both HAAs

Policy 2.2 Supporting the marine leisure industry

A key function of the HAAs is to allow people to get onto and into the water in a range of ways such as facilities for water sports, water based training, boat owners, and boat trips. Proposals will be supported that:

- a) *Ensure that any changes within either of the HAAs retain and support the function and attractiveness of the harbours as a focus for marine leisure and resist any loss of space or access for water based uses.*
- b) *Support the provision of additional marine leisure facilities and services, including a potential new pool marina, new facilities for visiting yachts, and other space that supports the main leisure industry in a way that is compatible with the other policies in the LPB.*

Reason: *The connection between the sea and the harbours is important to the success of the HAAs and the island as a whole. Access to the water brings economic, lifestyle and wellbeing benefits to local residents and encourages visitors. Enhanced access to the water and facilities will enable this to continue to be enjoyed by future generations.*

Existing leisure uses will retain a high level of priority in the HAAs and this will mean ensuring access to the water is easy and efficient and that new development respects current functions and access to the water. New development will likely be used by those enjoying the water and will be designed to ensure continued access for the full range of users.

For existing water based land uses on the piers in St Peter Port, such as the model yacht pond, which is important to many in Guernsey but can be inactive at times, a greater range of uses could be attracted with a broader diversity of activities encouraged.

Improved arrangements for existing public use areas such as toilets and changing areas will improve capacity and use of current facilities.

A new pool marina and facilities for yacht owners would be encouraged to ensure easy access and function for users. Where this lands on the piers will be a key consideration and it will also need to be planned and work alongside any strategic flood mitigation approaches in St Peter Port.

Consideration should be given to the further reaches of the piers and the arms of the piers which may provide appropriate locations or access points for marine leisure.

The range of marine leisure uses is smaller in St Sampson but has the potential for further expansion and growth.



Marine leisure uses across the HAAs

Policy 2.3 Retaining and enhancing the diversity of the Harbour Action Areas

Proposals that retain, expand or further diversify the range of smaller scale marine and water related uses in the HAAs will be supported. This includes both formal uses with dedicated land use such as the bathing pools at La Vallette, and more informal uses such as fishing from the piers and swimming in Havelet Bay.

The loss of small scale and more informal water based activities, training and small scale businesses or other operations within the HAAs will be resisted. Some uses may need to be moved around or given alternative provision subject to future large scale development proposals, and this should be agreed in consultation with users.

Reason: To protect the diversity of the HAAs to include both small scale and informal uses as well as larger scale and more commercial activities. This will ensure that a broad range of opportunities to access and enjoy the waterfront and to support reasons to visit the harbours are retained and further expanded over time.



Marine leisure activities across the HAAs



The HAAs are used by a wide range of people for a very long list of activities, services and related functions. Some of these have specific land uses associated with them and others happen very informally at different times of the year or tides. Most of these uses are either directly or indirectly related to the water or benefit from proximity to it.

In recent years some uses, such as swimming in the Bathing Pools at La Vallette have had a strong resurgence and the development of the cafe and visitor space supports and encourages the use of the adjacent bathing pools around the year.

The diversity of people, activities and the wide range of uses is one of the things that makes the HAAs so special and individual and is an important characteristic of Guernsey that should be carefully protected.

Many Guernsey residents can recall fishing from the harbours as children. These uses together with the kiosks, small cafés and range of smaller seating areas create a range of opportunities for visitors.

Case Study 3

Buckler's Hard Yacht Harbour, Beaulieu River, Brockenhurst, South Coast

Marine leisure opportunities

Located on the South Coast close to Southampton, the Buckler's Hard Yacht Harbour is in a prime location for boat owners to enjoy the Solent and Channel. The adjacent village has a long maritime history, once a thriving shipbuilding village where ships for Nelson's Fleet at Trafalgar were built. On a relatively compact stretch of the river, the harbour combines a variety of boating and non-boating related activities, making it an efficient and enjoyable stop for boat owners and visitors alike.



The harbour hosts a range of facilities, including a recently reconfigured marina which has 211 fully serviced berths and more than 300 moorings, with a boat park and slipway. A range of boatyard services are available, where boats can be lifted out of the water, stored and serviced on site. Beyond the marina services, there is a marina reception and Chandlery with nautical items and everyday items for sale. There are facilities, showers and laundrettes available for visitors, as well as fuelling station, pump out facilities and rubbish disposal facilities on site.

Beyond the marine related facilities, the harbour is also in close proximity to a range of leisure facilities. Bikes can be hired from the Harbour Office to explore the rest of the river and nearby New Forest. There is a direct pedestrian footpath to nearby Buckler's Hard Village, which has a range of eateries and restaurants, as well as a museum and visitor centre. Fishing permits are available for the river, and a fishing charter boat also leaves from the marina at certain times of the year.

The website is comprehensive, outlines all visitor information, and is regularly updated.

Images © Beaulieu Enterprises Ltd, Buckler's Hard Yacht Harbour



Theme 3: New and Expanded Uses and Activities within the Harbour Action Areas

Policy 3.1 Enhancing the waterfront through diversification of the HAA's

Proposals for development will be supported where they bring diversification of uses and activities in a way that is compatible with:

- i) Both HAAs remaining 'working' harbours;
- ii) Reinforcing each HAAs role in supporting the success of the town centres of St Peter Port and St Sampson;
- iii) Making the HAAs better places to be and spend time; and
- iv) The heritage, character and scale of each HAA.

The diversification of uses and development in this policy needs to consider two broad sets of timescales:

- a) Short term or climate resilient 'active' uses that may come forward ahead of any comprehensive flood mitigation and with a shorter or meanwhile lifespan that does not prevent longer term permanent uses coming forward in time, such as temporary marine or leisure uses (e.g category B2 uses in policy 6.1)
- b) Longer term more permanent uses such as housing, offices or restaurants that need strategic flood mitigation to be in place (see theme 6) and that may be deliverable within key locations within the timescales for this LPB. These uses are likely to contribute active ground floors to provide leisure, tourism and town centre uses, other mixed uses and to increase housing supply in key locations such as to the north of the inner harbour in St Sampson in a way that is compatible with the retained and ongoing employment uses in these areas (once the bad neighbour uses have been relocated). (e.g. category A and B uses in policy 6.1)

New uses will need to ensure that key conditions required by other policies in this LPB and the IDP are met prior to approval.

Reason: Key to ensuring Guernsey's long term resilience is encouraging and enabling investment through development and helping ensure they meet the needs and aspirations of the island. Through the diversification of land uses, the harbours can play a key role in ensuring that the island has the variety of business spaces, homes, tourism, leisure, arts and culture, and public realm that are needed.

A primary aim of the LPB is to encourage investment and development over the coming years within the HAAs. Much of this investment will enable the States to deliver essential long term flood mitigation which will have a symbiotic relationship with new development as well as ensuring current land uses in the HAAs can continue to function.

Without a robust and long term flood defence strategy new development will be restricted to uses which whilst vulnerable to flooding would represent a level of investment typically related to more temporary or short term activities, which could be viable even with a shorter lifespan and capable of withstanding flooding. High value and longer term uses will need a workable and robust HAA wide flood defence strategy otherwise this kind of investment in new uses within the HAAs is unlikely.

Looking ahead over the next 10 - 20 years it is therefore necessary to consider two broad types of development, as identified in Policy 3.1:

- a) **Shorter term, meanwhile and flood resilient uses** might include opportunities for outdoor or temporary dining areas, or areas where arts and cultural activities can be enjoyed, for example in existing buildings, or within lower cost new build development. Small scale low risk activities that deepen the enjoyment people have in the HAAs and make Guernsey more attractive are encouraged and can happen from day one. What is termed short term uses under this policy can also include leisure, industrial and employment uses that are suitable for a marine environment and are resilient to flood risk and climate change without putting lives, businesses e.g. those with expensive goods or machinery at risk. In some cases these uses may be replaced by more permanent uses in time or it may be that they represent the kind of long term uses needed in the HAAs and because of their flood resilience can come forward from day one.
- b) **Longer term high investment uses** include new housing, mixed use developments, offices and hotels. It is expected that these uses would be around for at least 100 years and would be highly vulnerable to increased flooding without delivery of improved coastal flood defences. Issues of concern include both the buildings themselves but also the threat to life and emergency access to these uses in the event of a flood. Because of the need to protect existing and new uses flood defences will need to be area wide and could not be site specific as this may further impact on flooding for other sites and would also represent a poor economic approach to a large scale issue.



A range of activities are accessible across both harbours

Policy 3.2 More efficient land uses in the HAAs

Proposals that bring about a more efficient and varied use of land will be supported.

This will include supporting a reduction in single use or single level areas that are only used for limited periods of the day or year. Additional or expanded activities or land uses will be encouraged where these can be reasonably accommodated without limiting the function or enjoyment of the respective HAA as a whole.

As each HAA is different the opportunities and potential for increased efficiency in land uses and related densification will vary in each case. Any proposals will need to respond to the needs, character and opportunities in each HAA as a whole and not just the proposed development itself.

Where possible, existing uses should also be rationalised and refined to remove and reduce conflict between operational, public and pedestrian users and to allow the better management of the area and especially between vehicles and pedestrians (in combination with policy 5.2).

Reason: *To make better use of scarce land within the two HAAs in such a way that allows them to continue their important operational role for the island and to enable additional benefits in terms of investment, tourism and to make a better place.*

As working harbours that have evolved organically over time, certain uses, patterns of behaviour, and habits have become established and it can be challenging to question and review whether these still represent what is needed from the HAAs today even where this offers a range of specific benefits and improvements in both functionality and enjoyment. As the opportunity arises to reconsider how land is distributed between business, vehicles and people, there may be opportunities to rationalise uses to make better use of land - from a range of environmental, safety, efficiency and enjoyment perspectives.

Opportunities for more efficient and varied use of land include:

- a. Consolidated and optimised car parking in the St Peter Port HAA such that it better supports the shops and businesses in Town and those that need access to operate and manage the working parts of the St Peter Port HAA. See indicative location shown on the Proposals Map A. This may also include development above car parking decks and multi level car parking to free up land for other uses. It is unlikely that decked parking will be needed or appropriate in St Sampson because of the different nature of existing land uses and activities.
- b. Mixed uses, with active uses such as bars and restaurants at ground floor and commercial, residential, office, or other uses above (subject to confirming compatibility in relation to other policies).
- c. Identify uses that cause conflict e.g. conflict between pedestrians and heavy goods vehicles leaving the port at Weighbridge Roundabout in St Peter Port, or pedestrian routes that are necessitated across car parks as there is no alternative safe option.
- d. Space for the creation of a cohesive arrangement for important statutory functions, such as the border agency, so that people and goods can arrive in a well organised, timely and efficient way.



Cultural and leisure facilities can act as landmarks in the urban fabric, and bring activities into the evening

Case Study 4

Wapping Wharf, Bristol

Medium-scale mixed-use development at the harbour's edge

Wapping Wharf is in Bristol's harbour-side district, and has undergone a transformation with the introduction of 194 residential apartments and 865m² of street-level retail units. The site was used as a successful shipyard for over 200 years, and then was used as railway sidings and then cargo sheds. Part of the wider site was also the location of the Gaol Gate and Gaol Walls (built in 1820s), and when the wider masterplan is completed, will incorporate these Grade II listed remnants of these 19th Century features.

The architecture is influenced by several nearby conservation areas - Bristol Docks and Cumberland Road.

New cafés, shops and restaurants now animate the ground floor edges. The development steps back up the hill, which affords views across the harbour from dwellings, and allows car parking and cycle parking to be concealed below podium levels. The development has introduced a new tree-lined walking and cycling street which provides a useful connection between South Bristol and the city centre. The site has also carefully considered water, and hosts a sustainable drainage system which discharges filtered run-off into the harbour.

Whilst this case study highlights a different context to that found in the harbours, its position at the water's edge, scale of development, and mix of uses, are all relevant to the type of development that could come forward within the HAAs in the future.



Right: Wapping Wharf mixed-use development (Image © @JonCraig_Photos)



Policy 3.3 Creating coherent Development Zones

Priority to be given to new development that includes appropriate land uses in accordance with the following zones across the HAAs, once relevant criteria set out in other policies have been met.

- a) Proposals Map A for St Peter Port HAA.
 - i) **St Peter Port Tourism and Leisure Zone** – focussing on Castle Pier/Albert/Victoria Pier. Softer leisure uses and visitor attractions and the retention of green space around Havelet Bay to the south of St Peter Port in the Havelet Bay Green Zone. Leisure uses and visitor attractions focussed within Havelet Bay Tourism and Leisure Zone around Havelet Bay.
 - ii) **North Beach Mixed Use Intensification Zone, and Salerie Corner Intensification Zone** supporting commercial, residential, tourism, leisure and cultural uses and the consolidation of car parking and operational port uses.
 - iii) **Central Esplanades Accessibility Improvement Zone** focussed on better public realm, outside areas for existing businesses and an improved transition between harbours and Town. More widely, the Esplanades Accessibility Zone encourages improvements to pedestrian infrastructure and sustainable and active travel.
- b) Proposals Map B for St Sampson HAA.
 - i) **The Bridge Core Mixed Use Zone** supporting the ongoing retail, restaurant, cafe and community focus of The Bridge, including exploring the potential for new homes and ancillary uses above ground floor.
 - ii) **North of St Sampson Mixed Use Regeneration Zone** which will retain a mix of employment and marine focussed industrial uses but which is also capable of accommodating carefully designed and planned new uses such as housing, bars and restaurants and other activities that improve the enjoyment of St Sampson Harbour.
 - iii) **Marine Industries, Energy and Industrial Use Zone** focussed around Longue Hougue and to the south of Bulwer Avenue within the HAA. This area is also intended at a potential location for any relocated bad neighbour uses that it is possible to move over time to this area from other parts of the HAAs in order to facilitate change in areas b i) and b ii). It is noted that some of this land may not yet be available for development due to ongoing landfill.

Reason: To ensure that any new or expanded uses are appropriately located across the HAAs in a way that supports the town centres and other existing patterns of land use.

The HAAs which have largely evolved organically over time are home to a wide variety of sometimes competing land uses, some of which do not act as complimentary neighbours and create some challenges. This means a complex set of arrangements is in place to ensure all harbour uses work, often in spite of current land use and not because of it.

In order to encourage a more harmonious focus to different areas and to encourage the right development into the coordinated locations, the zones in Policy 3.3 set out zones where different clear use types and activities can flourish over time.

Development proposals and other changes which are consistent with these zones will be supported and it should be noted that all other relevant IDP and LPB policies will continue to apply. Of particular relevance when reading Policy 3.3 are LPB policies 1.1, 1.2, 2.2, 2.3 and 3.1 all of which are designed to ensure essential land uses are retained and expanded in the right places and at the right time and do not prevent more important strategic objectives being achieved in the longer term. Achieving this change in focus will take time as and when change is brought forward by landowners.

Delivery of policy 3.3 will over time start to bring forward a more efficient and logical arrangement of land uses within the HAAs. This may mean, for example, a more enjoyable experience for those dining out, a harbour which is more pleasant to spend time in, with more space to walk and to stop on the esplanades or on The Bridge, and more coordinated arrangements for the important marine industries and operational port uses.

In St Peter Port the focus is on creating clear leisure and tourism zones, setting up a zone for future intensification and reviewing and improving the role and function of the esplanades as an important transition between town and harbour for all and not just vehicles.



A well considered mix of water related uses is needed

Theme 4: Culture, heritage, tourism and leisure

Policy 4.1 Support for expanding tourism and leisure

Encouraging and supporting a wide range of activities and uses within the HAAs that support tourism, leisure, culture and the arts through:

- a) New and expanded uses including visitor attractions, leisure uses, restaurants and café's, high quality public realm, performance space, public art, arts and culture and to maintain and support the pattern of existing related uses. Where changes are proposed to resist the loss of any existing facilities across these uses unless they are to be relocated, improved or redelivered in another form.
- b) Establishing a new signage and communications strategy for the HAAs that can be used as and when both public and private signage is upgraded or renewed and that helps people navigate, understand and use the HAAs and to better understand their history, context and heritage. All new development should contribute proportionately towards the delivery of improved signage across the HAAs.
- c) To consider, support and improve the visitor experience of those arriving on the island by boat, either on ferries, cruise ships for short visits, yachts or other means (for example, new tender berths). This means the provision of improved facilities for these uses in a way that maximises their complementarity with Town and mutual support for existing retail, restaurants and other business and uses, as well as considering how visitors and users get around and in particular walk into town and/or onward travel. This should include waymarked linked walks and routes and clearer information for visitors.

Reason: to ensure that the leisure and tourism potential of the island and the eastern seaboard is maximised and that Guernsey and its two main harbours continue to be positive places to visit and enjoy. To expand the reasons to visit St Peter Port and St Sampson for visitors and to increase the positive contribution that this makes to the island economy. To support the vitality and vibrancy of the harbours and connected retail areas in Town and at The Bridge.

Delivery of an improved environment for those visiting and enjoying time in the harbours will require a multi-faceted approach. From how people arrive on the island, to what they do when they get here and how easy and pleasant they find it to move around when they are here. Visitors to the HAAs from elsewhere on the island as well as tourists both contribute positively to the island's economy through spending in local shops and businesses and supporting a range of local services.

New land uses will be encouraged which draw out what is unique about Guernsey and which might draw people to Guernsey because these things are not found elsewhere. This might include prioritising locally grown food and locally produced arts and crafts. Opportunities for promoting linkages with Victor Hugo may also be explored.

Additionally proposals which would mean the loss of any existing cultural and leisure facilities, no matter how informal, will be subject to additional scrutiny and existing land uses that support leisure and tourism will be protected wherever possible.

Feedback received during consultation on the LPB has identified a poor standard for signage and poor permeability for those getting around the HAAs. This is due in part to the prevalence of the motor car and width of roads and car parking.

A new signage and way finding strategy will also prioritise opportunities for expanding pedestrian access, as well as considering views out to the water and views of heritage assets such as Castle Cornet.

A linked route or routes may also improve pedestrian experience and such routes could be themed according to topics such as heritage, boats and fishing, children and play so that people may have a safe and enjoyable time and achieve a cohesive sense of what the harbours have to offer.

In addition facilities for those swimming, boating, fishing could be improved. Additionally there might be an area where showers, taps for washing up and toilets are co-located.

The visitor experience can be improved through various means



Case Study 5
Clyne Reserve, Sydney Australia

Outdoor facilities for tourists and locals

A public park in Sydney which like many parks and beachside areas in Australia include co-located services for people to enjoy. Clyne Reserve includes public barbecues, a picnic area, childrens' play area and toilets.

Like many public parks and beachside areas in Australia users are encouraged to stay and enjoy the space with facilities which are designed to encourage all generations to use the space. Facilities such as the public barbecues are free to use and do not typically need to be booked for use.

Clyne Reserve enjoys picturesque views of Sydney Harbour within a built-up urban area. It is in close proximity to the Walsh Bay Wharves, a former harbour side area in Sydney which was converted from industrial to mixed use as part of recent regeneration of the area.



Credit to Paul Patterson / City of Sydney

Policy 4.2 Valuing and respecting the heritage of the Harbour Action Areas through good design, character and view management

Development proposals on any part of the HAAs must respect the heritage and setting of the harbours as well as their design quality, through:

- a) Improving how the various heritage assets within and around the HAAs are celebrated and to expand opportunities to do so. Development within either of the Conservation Areas must respond to IDP Policy GP4.
- b) Responding positively to the strong character of the harbours through materiality and good design as well as appropriate built form and character. This does not mean that all new development should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of the highest design quality as appropriate for the proposed use and location and with a clear design response to the context. Key public or arts uses may be proposed as landmark buildings of the highest quality architecture and design (see Landmark Opportunity Zone in Proposals Map A).
- c) Careful consideration of key views within the HAAs and connections across the water, out to sea, and between different areas. It is likely that future flood risk mitigation may change the height and enclosure of the flood walls around the harbour affecting the internal views within the harbours. Careful consideration of the impacts of this, and what can be seen from where, will need to be taken.

Reason: To ensure that any proposals respect the heritage and character of the HAAs and to help ensure that they are great places to visit and spend time.



Built heritage is an important asset across the HAAs

Policy 4.2 benchmarks the approach that will be expected of applicants so that there is a presumption that the heritage and character of the harbours is not overlooked or poorly considered. This means all proposals must consider their specific response to the harbours' heritage and context.

This presumption will not only apply in a site specific way, but should be holistic in order to ensure the character or the harbours and views are protected where they add to the overall character of the harbours.

Key information to be responded to in a heritage statement proportionate to the form of development would include:

- The St Sampson Heritage and Character Assessment (Draft - 2023), including non-designated heritage assets.
- The St Peter Port Conservation Area Statement (2021), including non-designated heritage assets within the area.
- Details of protected buildings or monuments and protected trees.

Consideration will also be given to the heritage context of an area whether it includes protected buildings or not.

Design quality is an important consideration for any proposals within the HAAs because of the high visibility of development and open nature of the majority of the two areas. Proposed development should consider its role in either forming part of the backdrop to either HAA e.g. the skyline and esplanade frontages in St Peter Port, and the Bridge and building frontages around St Sampson Harbour, or as a landmark for highly visible buildings. Taller landmarks would be more appropriate for key leisure or public uses but even lower scale buildings, such as an additional deck of car parking on North beach for example, would be highly visible and need to be of the highest quality design.

Visibility across and around the harbours is an important consideration and the built form of any new proposals within the generally open areas of the harbours will need to carefully consider if they block or deflect views and how they will be seen from all sides.



Case Study 6

Plymouth's Barbican and Sutton Harbour

A truly mixed-use harbour that celebrates the maritime history of the city

Plymouth's Sutton Harbour was the original port built in the city. The harbour has operated as a thriving fish port for centuries, and it is still considered one of the UK's most important fishery hubs today, which plays an important role in the local economy. Alongside the commercial maritime operations, the boat marina is protected behind double gates which keep boats safe, and keep them sheltered from extreme weather. But the harbour has managed to carefully balance these industrial and commercial uses, with the preservation of heritage assets, as well as the introduction of residential and leisure and uses, which attract visitors and locals alike.

Quay Road, Sutton Harbour, Plymouth
(Picture courtesy of Sutton Harbour Group)



A number of historic buildings along the waterfront are protected, and have been converted into successful shops and restaurants. Many of the buildings are Jacobean and Tudor, and now host a variety of boutique shops, galleries, cafés and meanwhile uses. A world-famous Gin Distillery is housed in a former monastery dating back to the 15th Century.

The Mayflower Steps are the one of the main historic attractions in the harbour - constructed in 1934, the steps are located roughly where the Pilgrim Fathers' first UK ship to America set off from in 1620. This is a popular landmark, and the history is suitably celebrated through information boards, safe pedestrian environment, and preservation of attractive stone walls and plaques. The Sutton Harbour Heritage Trail takes visitors past several attractions - and was upgraded in recent years to provide a fully accessible route - around the fish market, past the Old Harbour, and along various cobbled streets before finishing at the National Marine Aquarium.

Theme 5: Making it safe, healthy, efficient and easy for people and goods to get around

Policy 5.1 Improving facilities for active and sustainable travel

Development within the two HAAs should include proposals to improve access to sustainable and active travel. This should include:

- a) Supporting a dedicated bus link and improved cycle link between the two HAAs to improve the reliability and reliance on this important connection for the east coast.
- b) Encouraging and supporting the use of bicycles and E-bikes; which are already well used on the island. As well as improving routes and parking locations where these would further improve access to the HAAs and town centres.
- c) Enable the delivery of mobility hubs in St Peter Port and St Sampson that support and encourage the use of sustainable and active travel. This will make it easier for people to access the HAAs, to travel around and to make different transport choices. The mobility hubs must include a range of facilities and information related to all types of active and sustainable travel and how to use them.

The mobility hubs are to be located in convenient locations for use by all users who may be accessing the harbour and Town across the day and evening and throughout the year. Potential locations for the mobility hubs are indicated on the Proposals Maps. Bus layover facilities currently on South Esplanade may be relocated but bus stops must remain in the most convenient and accessible locations for both town centres in a way that works for all users including the less able and those that need to travel outside of core office hours.

Reason: To ensure that residents and visitors are able to make sustainable and active travel choices and have good access to these uses from both the harbours and Town and between the two. To reduce traffic congestion by supporting those who choose to use sustainable and active travel and through doing so looking at the potential to improve travel times for those who are not able to or who do not drive.

The On-Island Integrated Transport Strategy and Action Plan (ITS) sets out a strategy for achieving modal shift on the island whilst recognising that private motor vehicles are a convenient and attractive option. However, within the urban environment of St Sampson and St Peter Port private cars are land intensive and often result in congestion as well as an unpleasant environment for those not in a motor vehicle.

More can be done to make alternatives to private vehicles attractive and will need to be delivered or expanded holistically and comprehensively to give people confidence in using these modes of transport.

77% of people in Guernsey are in the catchment area for buses, which means they live within walking distance of a bus. However, the frequency and reliability of buses is perceived as poor by many, including those who can see buses in the same congestion as private cars at busy times of day. A new dedicated bus route between St Peter Port and St Sampson where buses are prioritised could improve this perception and sustainable travel times and reliability. In addition live bus arrival information at bus stops would provide further reassurance of service in addition to the Guernsey Bus App.

E bikes have enjoyed a successful introduction to the island and integrating these with new mobility hubs could help to further encourage their use, with benefits to health as well as a reduction in journey time over short distances and to congestion.

Potential locations for mobility hubs in well located accessible areas of both HAAs are shown on the proposals maps. These need to be located where they can maximise accessibility for a wide range of users, including those less able to walk, and who need to travel outside of core working hours.

Taxis are also well used for getting to and from Town and between the HAAs. Well located taxi ranks are important for supporting shopping and those who cannot or choose not to drive. Any changes to the taxi rank locations should give equal consideration to how accessible they are for a range of users to both shops and other facilities.



Image credit © SHARE North and © Antonie van Loon - Infopunt Publieke Ruimte

Case Study 7
Ryde Transport Interchange

Co-locating public transport modes, and introducing public realm and landscaping improvements to strengthen climate resilience

The Isle of Wight marina town of Ryde has redeveloped its bus station to make sustainable bus travel a more attractive option for reaching its esplanade area. Acting as a hub of public transport interchange for the island, the immediate area includes Ryde Esplanade railway station; ferry connections to Portsmouth (via Wightlink); freight transport via hovercraft; taxi rank, as well as the bus station. The improvement project also doubles as an opportunity to improve the surrounding public realm, further encouraging people to use public transport and active travel instead of private cars - a key part of reducing climate emissions.

The project involves comprehensive realignment of vehicular movement to provide priority movement for buses, and more logical routes for passengers. Buses also won't reverse to park and stay for long periods, which was an eyesore previously.

In addition, the pavement adjacent to the railway track has been widened and made more attractive and more accessible, while large flower beds and mature trees have also been installed. As well as making a more attractive environment to walk around, the enhanced landscaping also improves urban drainage and urban cooling through the provision of shade.

Pedestrian safety has been enhanced by providing enhanced crossing points, giving pedestrians confidence to cross the road where they might previously have lacked it. A middle lane for taxis has also been moved away to a quieter location to reduce idling vehicles.

Ryde Transport Interchange after
(Image courtesy of the Isle of Wight Council)



Policy 5.2 Improve implementation of road user hierarchy

All development within the HAAs must be in accordance with the road user hierarchy as set out in the Integrated Transport Strategy (2014) - see below, in such a way that prioritises the safety and movement of pedestrians first, then cyclists and then other road users with single occupancy vehicles being given the lowest level of priority.

Specific measures within the HAAs that will help to achieve this include:

- a) Improving the quality and ease of connections for pedestrians and those with restricted mobility between:
 - i) the piers, the esplanades, and town in St Peter Port for all users and in particular pedestrians and those with mobility issues; and
 - ii) the Bridge, South Quay and Northside, with the harbour at St Sampson
- b) Implementing improved routes alongside or within the esplanades for pedestrians and cyclists and to ensure a more equitable distribution of road space and improved considerations around pedestrian safety for both residents and visitors as they move between Town and the harbours
- c) More frequently give over space on the Esplanades to people, on a temporary or permanent basis. This could include events, play-on-the-way facilities for children, and Seafront Sundays.
- d) Relocating through traffic from the Bridge in St Sampson across the harbour such that improvements can be made to support the environment around The Bridge and making it a better place to visit and spend time

Reason: To make the HAAs a better place to be and to spend time in such a way that supports the economy and vitality of the two town centres and the HAAs. To improve pedestrian and cycle safety in the HAAs and the experience of those moving between the piers and Town in St Peter Port and St Sampson Harbour and The Bridge.

The road user hierarchy as set out in the On-Island Integrated Transport Strategy and Action Plan (ITS) sets out a specific order of preference in terms of transport modes and was tested by several rounds of consultation.

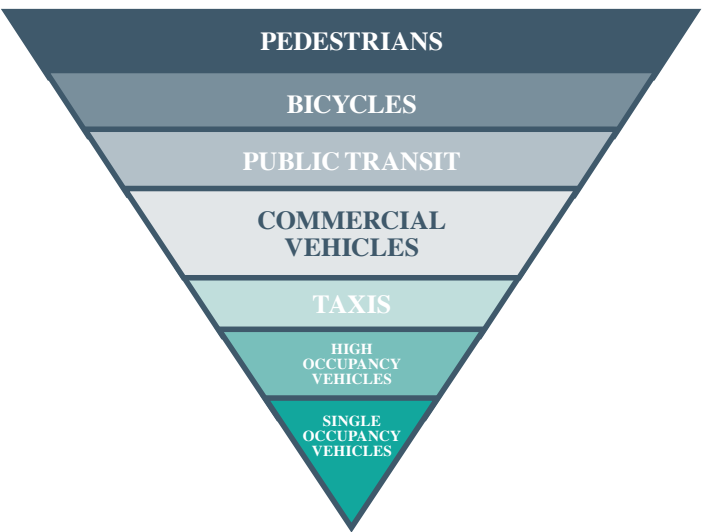
The Esplanades in St Peter Port, and The Bridge in St Sampson, are dominated by wide, busy roads. These roads sever the pedestrian connection between the town(s) and harbours, as well as being noisy, hostile environments to spend time.

Whilst the safe, efficient movement of vehicles (including those carrying freight, supporting businesses, and occupants who need to drive for mobility reasons) is important, in line with the hierarchy below, pedestrians, cyclists and public transport should be reallocated more of this road space.

Measures to support this in both harbours (as outlined in the ITS) might include:

For St Peter Port, this could include:

- Targeted road widening to provide pedestrian infrastructure
- New bike paths and footpaths
- Narrowing of the carriageway, or measures to slow vehicles (e.g. speed bumps, raised crossing points)
- Improved signage
- Junction improvements to prioritise/early release pedestrians/cyclists



For St Sampson, this will involve implementing and complement the measures identified in the Better Transport Plan (2024) for the north of the island, including:

- road widening to provide pedestrian infrastructure
- Introduction of car clubs
- A travel app
- More bus shelters
- New bike paths and footpaths
- Improved signage

In addition to infrastructure improvements some highways changes may be necessary for approaches such as Seafront Sundays. For example the Proposals Map shows the zone along the esplanades between the Weighbridge roundabout and Town Church as having potential for restricting through movements for private cars.

Left: Road User Hierarchy diagram as set out in the Integrated Transport Strategy 2014. This approach encourages us to plan for those at the top of the diagram first and to allocate space accordingly. It also enables people that want to use sustainable travel to do so, and if planned well can mean that other road space works better for those that don't want to change.

Case Study 8

The hanging cycle path, Limone sul Garda, Italy

Dedicated cycle path at the water's edge

Promoting eco-tourism and cycling in a country with varied landscapes and steep topography is a challenge. Set at the edge of Lake Garda suspended above the water, engineers designed a cantilevered dedicated cycle path which opened in 2018. Set approximately 50 metres above the water, the route gives the feeling of soaring over the water. The 3km stretch forms part of a larger 140km 'Garda by bike' trail, designed to encourage cycle touring across the area. The route is well signed, wide, has appropriate lighting at night, and has a gentle gradient, making it accessible for all cyclists. Materials were carefully chosen for both strength and durability, to make them resistant to extreme weather conditions.



Image © visitlimonesulgarda.com

Case Study 9

Waterford car park conversion

Celebrating history, and turning car parks into public realm

Many cities in Ireland have (remnants of) mediaeval (or older) urban form, which often have narrow, enclosed, cobbled streets and spaces. The Irish city of Waterford has many parallels with St Peter Port and St Sampson - a historic industrial port, a tight urban grain, and historical remnants that could be better celebrated. Waterford has made extensive efforts to improve its urban form and character - and a large part of that strategy was reducing the vast amount of valuable space which it gave to cars.

One key example of this was a streetside car park next to a unique cultural attraction (a ruined church) that was converted into a public space for events and festivals (photo below). Other previously unused spaces are now animated through a range of activities including al-fresco dining and drinking, a Norse chess set, live bands, the screening of sports events and a winter festival. Other measures have included implementing stricter parking regulations and more efficient management systems. This includes the use of eParking services, allowing residents and visitors to pay for parking via an app, which helps manage and reduce unnecessary parking congestion



Before Image credit: Waterford City & County Council, Photos by Michelle Brett



After Image credit: Waterford City & County Council, Photo by Peter Grogan

Policy 5.3 Using improved travel choice and car parking management to create new opportunities

To support measures which would lead to a reduction in the visual impact of car parking on the harbours, primarily in St Peter Port, e.g. through changes in management arrangements, improved signage and better travel choice, particularly where these changes create space for new or diversified land uses (see policies 3.1 to 3.3) and improved public realm.

Reason: *To enable investment and development in the HAAs through reducing the extent of single use car parking areas and supports new opportunities for development, public realm improvements and in support of other policies in the LPB.*

It is not enough alone to categorise road users in accordance with policy 5.2. It is also necessary to put in place infrastructure to support and underline this hierarchy. The measures set out in policy 5.3 are designed to set in place proactive ways of enacting the hierarchy.

A reduction in long term car parking in the HAAs, but primarily in St Peter Port will require a reviewed approach to parking access e.g. in terms of parking cost and enforcement. This could help to deliver a more equitable share of space between all day parking for workers, short stay parking, parking for marine uses and space for pedestrians.

Feedback during consultation that has informed the LPB has indicated that some respondents would be prepared to pay for parking if it meant they could better access and support Town, and have access to car parking that does not align with office working hours which are understood to be the main users of car parking spaces at present.

Additionally a reconfiguration of parking including the introduction of decked access parking may open up existing parking space for more sustainable and viable land uses. Potential locations for decked parking in St Peter Port are included on Proposals Map A.

Easy, efficient pedestrian and cycle infrastructure can encourage people to make shorter journeys without cars



Theme 6: Climate resilience and the natural environment

Policy 6.1 New development and necessary flood mitigation

All new development in the HAAs must be appropriately protected against current and long-term flooding from a range of sources. Coastal flooding is the dominant flood risk in the HAAs, but flooding from surface water and sewers, and flooding from groundwater in low lying areas must also be considered.

Proposals must include and provide an appropriate level of protection from flooding and mitigation measures, to ensure the safety of residents, occupants, workers and all users. This must also consider the residual risk of flooding associated with failure of the flood protection, or mitigation measures or if there are exceedance events. Safe access and egress for emergency vehicles in the event of flooding must be provided, as well as safe evacuation routes for all site occupants and users. Developers must consult with the DPA when developing flood risk mitigation measures to ensure that they are aligned with a holistic approach to flood risk mitigation.

Not all uses will be impacted on by flooding in the same way and proposals should consider their vulnerability to flooding in line with the classifications set out in table 6.1 as well as their intended lifespan. This approach means that uses within Vulnerability classifications C and D are expected to be able to come forward using temporary flood defences as long as they have the ability to protect themselves from flood risk and meet the identified criteria without unduly affecting surrounding uses. Uses within vulnerability classifications A and B must meet further tests and be designed to include permanent flood defence measures which must not increase the flood risk to surrounding uses or the wider HAA or beyond. Development may deliver its own flood defence proposals or may be required to make financial contributions via a planning covenant to a wider solution when a strategic solution is in place.

Unless a development is considered minor or inconsequential, appropriate flood defences and flood risk mitigations must form part of any planning application in the HAAs that may impact on decreasing the resilience of the HAAs, or adjacent or surrounding uses. Provision for appropriate access to any flood defences will be required to ensure that they can be maintained and adapted as necessary over their design life.

A flood risk statement must be submitted with planning applications for proposals for all development and changes of use within the HAAs that meets any of the below criteria:

- Has a site area of 1 hectare or more;
- Is in areas with critical drainage problems;
- Is identified as an area at risk of flooding during the lifespan of the proposed use (in Appendix 4.2 or any later flood assessments published by the States of Guernsey); or
- That increases the vulnerability classification as set out on table 6.1

The flood risk statement must set out how the proposed development or change of use will be impacted on by sea level rise and other flooding and how it will mitigate these risks in accordance with table 6.1.

Reason: *To minimise risk to life and danger to current and future residents and occupiers, to minimise potential damage to buildings, important infrastructure and facilities and ensure that they can be insured and be safe. To ensure that the HAAs are resilient and fit for purpose over the long term and in such a way that will enable robust development decisions to be made around new uses and improvements to the harbours over time.*



Flooding at The Bridge in the St Sampson HAA in 2021

Part of the HAAs are currently subject to flooding during high tide events and intense storms. This is predicted to get worse with climate change and, without any mitigation measures, to become a severe issue that could eventually prevent operation and safe use of significant parts of the HAAs. The time frame for implementing flood protection measures vary across the HAAs subject to existing levels and flood protection. Some areas are predicted to be subject to regular flooding over a relatively short term, whilst other areas are predicted to not be significantly affected for the next 20 years or longer. Flooding is predicted to be a severe and widespread issue that will need to be addressed by 2045 (see Appendix 4.2).

Policy 6.1 introduces a set of vulnerability classifications which identifies what flood protection and mitigation measures must be in place or implemented alongside development proposals, and the level of flood risk that is considered acceptable based on established best practice. When flood protection measures cannot be achieved, flood risk mitigation measures may include flood resilience, warning systems, evacuation plans, and emergency access and egress, subject to vulnerability classification.

Other policies in the LPB have been formulated in order to safeguard some areas to ensure that development does not come forward until other strategic land use issues are resolved and should be read alongside this policy as well as other relevant policies in the IDP.

When considering what is determined as essential infrastructure, the Development & Planning Authority will consult with relevant Committees and utilities providers.



Flooding at St Peter Port

Table 6.1: Flood Vulnerability Classification

Vulnerability classification	Development definitions	Minimum mitigation of coastal flood risk	Mitigation of other sources of flooding
A. Essential Infrastructure and Highly Vulnerable Uses.	<p>Essential transport infrastructure (including mass evacuation routes).</p> <p>Essential utility infrastructure which has to be located in a flood risk area for operational reasons.</p> <p>Infrastructure critical to the operation of the harbour.</p> <p>Police, ambulance and fire stations which require to be operational during flooding events.</p> <p>Basement dwellings.</p>	<p>Appropriate permanent flood protection must be provided as part of a development. This must be with allowance for climate change and appropriate freeboard and must not increase the risk of flooding to surrounding development and/or the wider HAA.</p> <p>Mitigations must be in place to deal with residual risk of flooding associated with failure or overtopping of flood protection.</p>	<p>Other sources of flooding, including surface water, sewers and groundwater must be considered.</p> <p>Mitigation measures must be implemented to ensure protection for suitable design return period, allowance for climate change and appropriate freeboard.</p> <p>Mitigation of residual flood risk must also be in place.</p>
B. More Vulnerable Uses	<p>Dwellings, residential institutions, care homes.</p> <p>Hostels, hotels, drinking establishments, nightclubs.</p> <p>Non-residential uses for health services, nurseries and educational establishments.</p> <p>Installations for hazardous substances, landfill and waste management.</p>	<p>Appropriate permanent flood protection must be provided as part of a development. This must be with allowance for climate change and appropriate freeboard and must not increase the risk of flooding to surrounding development and/or the wider HAA.</p> <p>Mitigations must be in place to deal with residual risk of flooding associated with failure or overtopping of flood protection.</p> <p>Buildings must be connected to flood warning system (see Note 1), clear evacuation plan to be in place, including safe access and egress.</p>	
C. Less Vulnerable Uses	<p>Non-residential uses such as shops, restaurants, day bars, cafés, community and cultural buildings.</p> <p>Employment uses, offices, industrial buildings, logistics, distribution and storage.</p> <p>Police, ambulance and fire stations which are not required to be operational during flooding.</p> <p>Lifeguard and coastguard stations.</p>	<p>Temporary flood defences must provided as part of a development until more permanent measures are in place. This may be through demountable flood defences and must be designed to protect against the appropriate return period, with allowance for climate change and appropriate freeboard and must not increase the risk of flooding to surrounding development and/or the wider HAA.</p> <p>If temporary defences are used, flood resilience measures must be in place to ensure safety of all users, ease of clean-up after a flood and minimise damage to buildings and facilities.</p> <p>Buildings must be connected to flood warning system (see Note 1), clear evacuation plan to be in place, including safe access and egress.</p>	
D. Water compatible uses	<p>Marine and harbour related infrastructure and buildings with low sensitivity to flooding.</p> <p>Docks, marinas, wharves and navigation infrastructure.</p> <p>Ship building, repairing and dismantling</p> <p>Water based recreation facilities.</p> <p>Amenity open space and public realm, areas of nature conservation and biodiversity, outdoor sports and recreation and related facilities.</p>	<p>Temporary defences may be used.</p> <p>Flood resilience measures must be in place to ensure safety of all users, ease of clean-up after a flood and minimise damage to buildings and facilities.</p> <p>Buildings must be connected to flood warning system (see Note 1), clear evacuation plan to be in place, including safe access and egress.</p>	

Table 6.1: Summary setting out vulnerability classifications in the event of a flood event for new uses proposed within the Harbour Action Areas

Note 1: With regard to flood warning systems, an automated island-wide system of forthcoming flood events will need to be developed by the States of Guernsey as one does not currently exist. Until such system is in place, it will be for the applicant to demonstrate (where applicable) how a warning system could be implemented to warn building occupants or users; either through a connection to an island-wide States of Guernsey system (as it becomes available), or a localised site-based solution.



Case Study 10

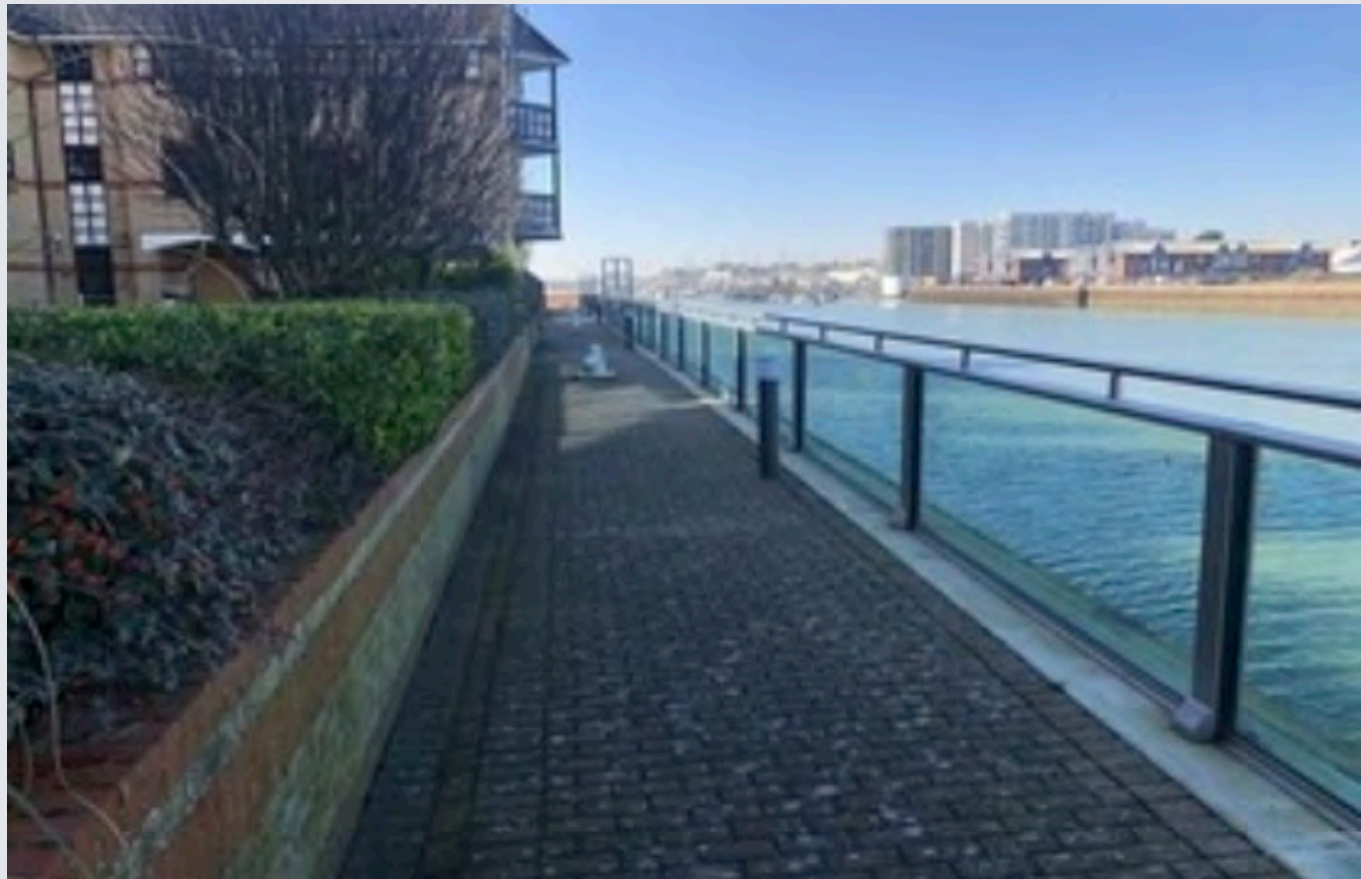
Shoreham Sea Wall

Multifunctional flood defences

Shoreham is a coastal town at increasing risk of flooding due to rising sea levels and the frequency and intensity of storms. To protect the town, the Environment Agency installed 7km of new river and sea flood defences along the Rlver Adur to protect thousands of homes and hundreds of businesses. The walls now also protect key pieces of local infrastructure including railway lines, and Shoreham Airport.

The previous flood defences were of varying heights and were reaching the end of their designed lifespan. The new defences, which include embankments, sheet pile walls, rock revetments, flood glass, and property-level protection, are designed to last 100 years and can be elevated further to provide enhanced protection in the future. The Environment Agency has also upgraded public footpaths along the defence routes as part of the project. Additionally, approximately 1.4 hectares of compensatory saltmarsh habitat have been created to support local wildlife.

By increasing the wall by a few feet, designers risked spoiling the view of the water, which is one of the main draws of the water's edge. However, a glass wall ensures people can still have a visual connection to the water, meaning the walkway continues to be an important part of the public realm.



Shoreham glass sea wall (source: gov.uk - <https://www.gov.uk/government/news/new-45-million-flood-defence-scheme-for-shoreham-unveiled>)

Case Study 11

Living Breakwaters, Staten Island, NY

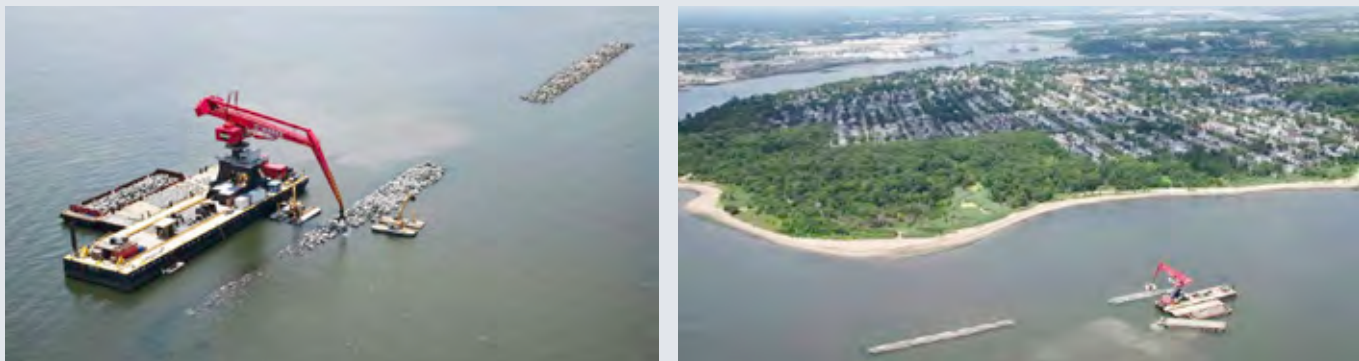
Combining flood resilience and habitat creation

Living Breakwaters is an innovative coastal green infrastructure project designed by SCAPE Landscape Architecture to reduce or reverse erosion and damage from storm waves, improve the ecosystem health of the Raritan Bay and encourage stewardship of our nearshore waters and generally enhance people's experience of the shoreline of southern Staten Island.

Currently under construction, the multi-million dollar project involves installing 2,400 linear feet of near shore breakwaters that will break waves and reduce coastal erosion along the south Shore of Staten Island.

The project includes partially submerged structures and ecologically-enhanced concrete units that will provide a range of habitat spaces for oysters, fin fish and other marine species. The breakwaters will provide 'reef ridges' and 'reef streets' that provide diverse habitat space.

Beyond the physical breakwaters, the project aims to build social resilience in Tottenville through educational programs for local schools in partnership with the Billion Oyster Project (BOP), as well as years of engagement through the Citizens' Advisory Committee (CAC). The project is sponsored by the New York State Office of Resilient Homes and Communities.



Project designer: SCAPE; Project sponsor: New York State Office of Resilient Homes and Communities. Image credits: SCAPE

Policy 6.2: Contribution of new development towards decarbonisation

All development within the HAAs, including the refurbishment, extension and alteration of existing buildings, must carefully consider its contribution towards aiding the States in tackling climate change. IDP policy GP9 sets a requirement for development to consider the impact it will have on the environment and must be taken into consideration. This requirement is even more relevant within the HAAs because by their nature and location harbours are more susceptible to the effects of climate change and associated flooding and weather events.

In order to address the specific HAA related impacts proposals must look holistically at how they can help the Island achieve its decarbonisation targets and how the harbours tackle and mitigate climate change through measures including:

- supporting and encouraging active and sustainable travel to minimise car use through the way development is planned and located;
- facilitating a shift towards marine vessels which use less carbon intensive fuel and harbours infrastructure that requires less fossil fuel where possible;
- Where possible to encourage the reuse of buildings and resources such that waste through construction and in use is minimised. Where new development is proposed to ensure that existing materials are used efficiently;
- encouraging the use of decentralised energy networks;
- considering how wind, solar and tidal energy might be installed or integrated as part of new development; and
- developing efficiently in terms of land use and how space is used for multiple purposes and in a way that encourages low carbon activities and reduces the need for unnecessary travel.

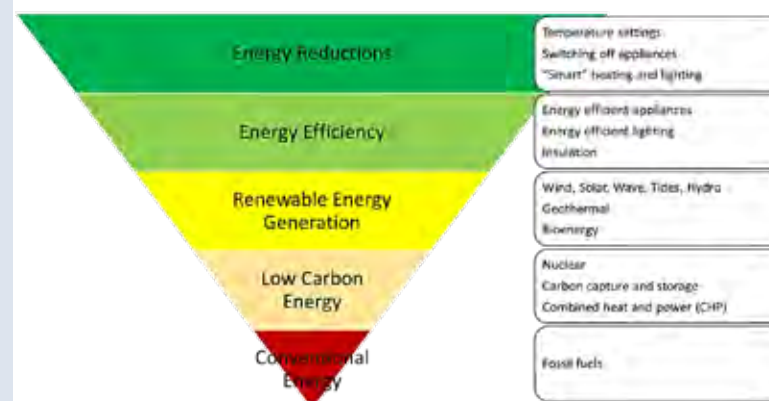
Furthermore, proposals within the HAAs will be expected to demonstrate that they have followed the principles of the emissions hierarchy, as follows:

- AVOIDING carbon intensive activities where possible.
- REDUCING carbon use through doing things more efficiently.
- REPLACING high carbon energy sources with low carbon energy sources.
- and finally OFFSETTING those emissions that can't be eliminated by the above.

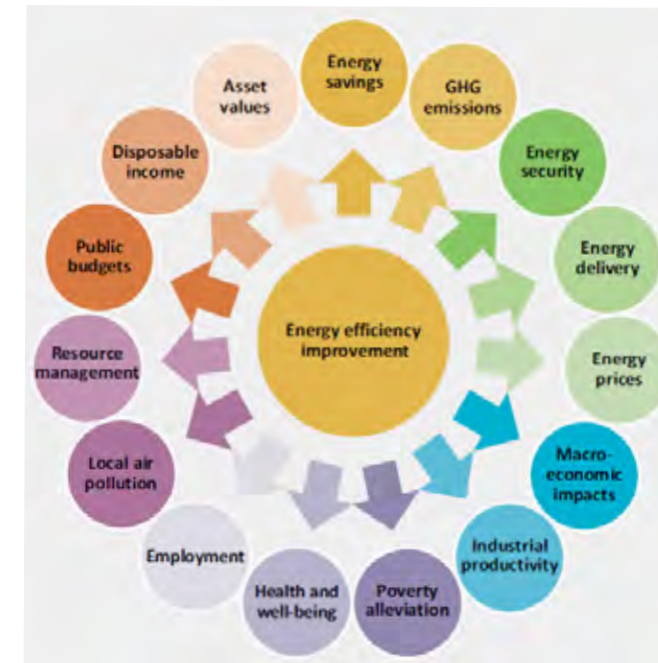
Reason: To minimise reliance on fossil fuels and contribution towards climate change. To ensure that all new development meets the objectives of the States' Climate Change Policy 2020 and to help ensure that the island is in a resilient, healthy position to serve its community and the needs of future generations.

In 2020 the Climate Change policy for Guernsey was approved which sets the target to be carbon neutral by 2050. It also sets an interim target of reducing emissions by 57% on 1990 levels by 2030. This document sets out a clear strategy for improving sustainability for islanders now and into the future. It is based on the principles of the Sustainable Development Goals adopted by all United Nations Member States which draw together the interconnectedness of economic, health and community improvement with protection of the environment and are set out as a "golden thread" for the States of Guernsey to thrive. The same year a new energy policy was adopted that looks to decarbonise the network alongside a range of key measures.

The principles of the Climate Change Policy, the Energy Policy and the need for resilience in the harbours is relevant for this LPB. In line with the SLUP and IDP the LPB needs to ensure that development minimises its impact in terms of resource use related to both construction and in use.



(Above) Energy hierarchy diagram (taken from figure 15 of the Climate Change Policy) sets out an energy hierarchy that is also a helpful way of thinking about how decisions are made around development with the principle being to reduce energy use first before moving to other steps.



(Above) The multiple benefits of energy efficiency diagram (taken from figure 16 of the Climate Change Policy) sets out the multiple benefits of energy efficiency that would apply to the HAAs.

Development proposals should consider the following:

- ADAPT to changes in climate, such as more severe weather events including higher temperatures. This is the main reason for flood defences and related measures to protect the uses in and around the harbours from sea level rise, and also the need to provide shelter and protection from more extreme weather for those using the harbours and esplanades.
- MITIGATE the impacts of development on the island and the HAAs through improving the conditions and position from where it is now. This includes how the development of buildings and change in the HAAs will contribute to making the environment of the harbours greener, more biodiverse (both land and sea), and using its key role in supporting decarbonised energy generation over time.

Subject to material planning considerations proposals will be supported in the HAAs that aid the States in their pledge to achieve carbon neutrality by 2050.

By applying the policy outlined in the blue box adjacent, the outcomes of this should include:

- A reduction in both embodied and operational carbon as part of any plan or proposal within the HAAs. This will include considering whole life carbon and how decisions are made around the reuse, delivery and operation of buildings.

- The contribution of more intensive and efficient development and in locations that encourages combined journeys
- Encouraging development that makes use of and supports active and sustainable travel and discourage single user car journeys and short trips which could be made by more sustainable means for those that are able.
- Proposals making a contribution towards biodiversity and greening
- Proposals that support the delivery of social infrastructure and communal activities and that support the whole of the community, including younger and older people.

There are also further specific opportunities in the HAAs which are encouraged by this LPB, for example:

- To support island wide decarbonisation such as providing locations for decarbonised energy generation and the replacement of existing facilities in St Sampson.
- Opportunities to combine adaption and mitigation measures such as coastal flood mitigation and energy generation using the islands high tidal range, which has been achieved in other locations globally.
- The opportunity to relocate and over time reduce the reliance on hydrocarbon fuels e.g. for transport, which at the moment impact significantly at St Sampson Harbour and prevent and limit the potential for long term change.



Policy 6.3: Increasing green infrastructure and biodiversity within the harbours

Increase greening and biodiversity within the HAAs through the provision of additional trees, planting, and other biodiversity measures proportionate to the location, scale and form of development proposed and in a way that increases the overall biodiversity and greenness of the HAAs over time. This includes the protection or replacement of existing trees and green areas and a net increase of greening and/or tree planting and biodiversity as part of any proposal in a way that is proportionate to its scale and location.

The focus of this policy is on the provision and enhancement of public green space. This will include planting that enhances biodiversity and nature, supporting native species, and the linking together of existing and new green spaces and planting to provide wider climate resilience benefits such as water attenuation, shading, preventing further soil erosion, and supporting wildlife.

Green spaces that include play space for children, either as informal play or with provision of play equipment will also be supported.

Reason: To enhance the greening and biodiversity of the HAAs, to protect the value of existing trees and green spaces and to provide a better environment for residents, visitors and wildlife. To help ameliorate the impacts of climate change, weather and related events including the management and attenuation of water and increased temperatures.

The HAAs are largely hard surfaces with very limited areas of greening, planting, trees or biodiversity value. This is in part because so much of the area is used for operational or single uses that have historically not been seen as places where this can be achieved. Much of these areas are also reclaimed land which lacks soil.

Historically land was created where needed for hard surface uses that were considered essential to the functioning of the harbour. In spite of this there is significant unrealised potential for making the harbours greener and more bio-diverse places and the understanding of which plants are suitable for the salt spray and exposed environment are now better understood.

The design of new development must consider how best to include tree planting and supporting a net gain in biodiversity in any proposals proportionate to the scale and type of development proposed.

Opportunities for greening in the HAAs may include:

- Reinforcing the green character and planting around Havelet Bay and ensuring this is managed for biodiversity as well as amenity value.
- Tree planting along the northern side of St Sampson Harbour to provide a unified frontage and protection from the elements including shading and wind.
- Pockets of trees or other planting on the piers in St Peter Port which supports increased biodiversity and an improved environment for people. Planting should specifically be used to break up large areas of hard surfacing and to soften the environment next to any new buildings.
- Biodiversity measures that are incorporated into any flood defence or changes to the harbours that can offer potential for an improved marine environment and related ecosystems.
- Improvements to South Esplanade and the bus station which may include other uses but has the potential to significantly improve the environment both from a landscape and biodiversity perspective for those using this area and as one of the larger areas of pedestrian space in the St Peter Port HAA.

Existing green spaces will be protected, whether they are publicly accessible or for amenity or wildlife value and should be improved as part of any proposals. This may include additional planting as well as places for people to stop and enjoy their amenity. Any development that seeks to replace any green space, trees or other areas of biodiversity value should demonstrate a net gain as part of any re-provision.

Increased greening will deliver benefits for nature and the biodiversity of the harbours, but it will also provide improved amenity for users of the harbours.

Linked walking routes can also connect together green spaces as stopping off points for seating, shade and to provide shelter from the wind.

Some green infrastructure exists across the HAAs and there is substantial room for improvement



Proposals maps

Proposals Map A
St Peter Port Harbour

The policies outlined in the themes above have spatial implications for the development of the HAAs.

The proposals maps identify a range of spatial locations and zones linked back to the policies where various types of development may be suitable across the HAAs. The maps are intentionally high level to avoid creating fixes that cannot be delivered and in the absence of a number of key strategic decisions such the location of a ‘future harbour’ and specific proposals for short or long term flood mitigation.

Multiple policies may apply within each zone, and these have been identified where it is important to identify specific locations, including consultation zones.

Development proposals that come forward must accord with the proposals maps.

Note: Strategic flood risk mitigation is not shown on the Proposals Map and will be separately defined by the States of Guernsey and agreed in due course.

Proposals Map B
St Sampson Harbour

Note: Strategic flood risk mitigation is not shown on the Proposals Map and will be separately defined and agreed in due course.

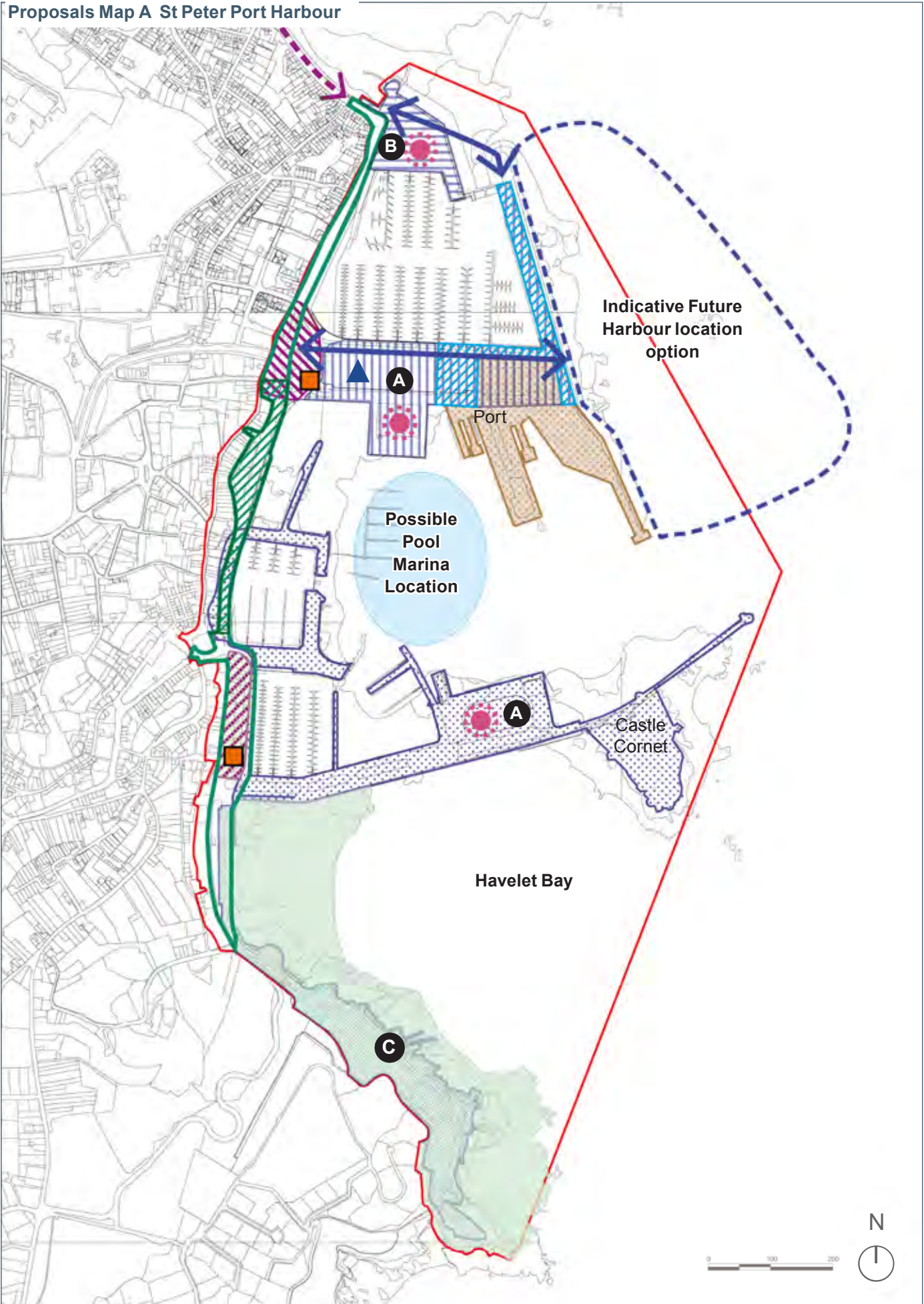
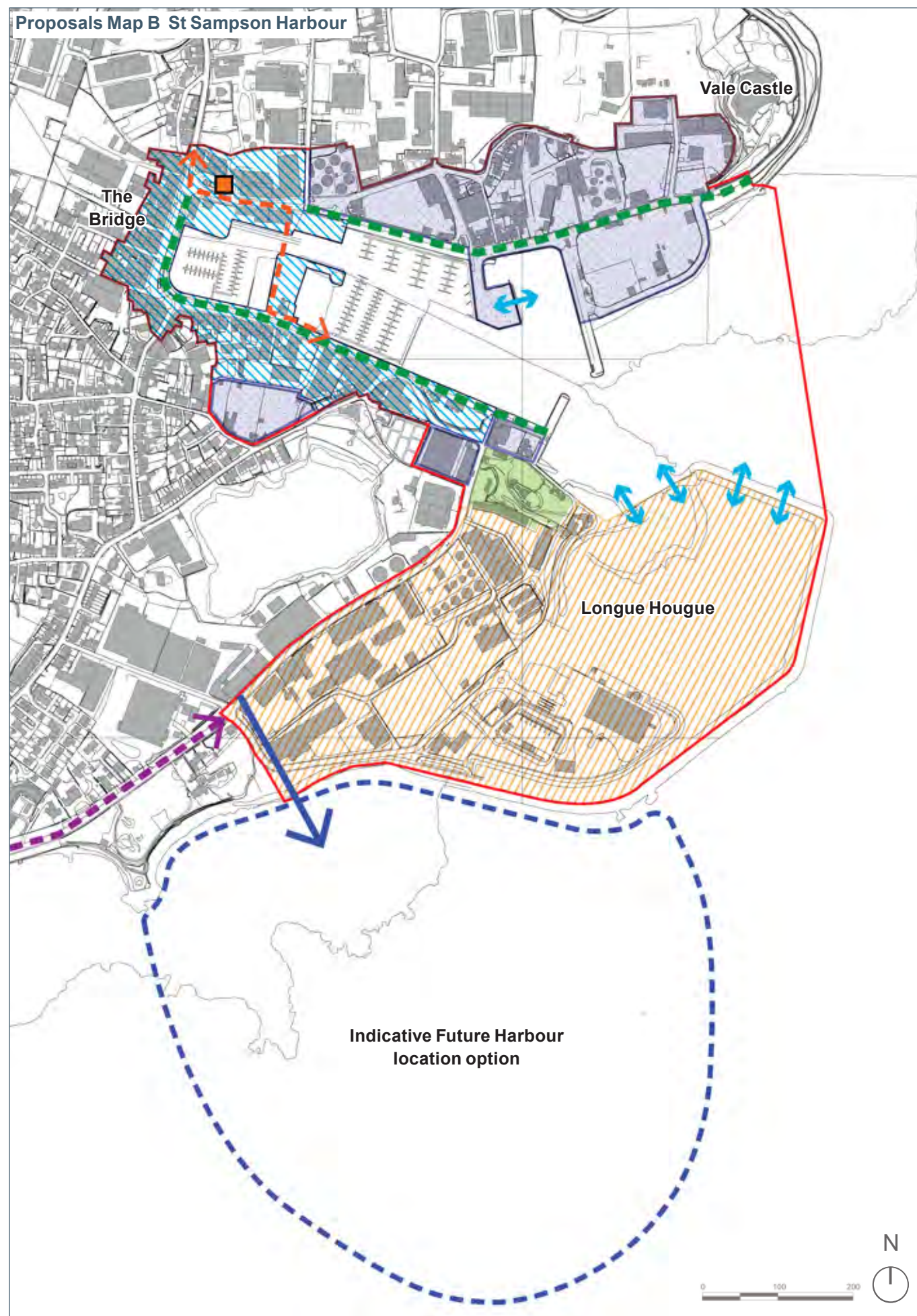


Figure 7.1: Proposals Map A St Peter Port Harbour

- Key
- Harbour Area Action (HAA) Boundary
 - Havelet Bay Green Zone (see Policies 3.3 and 6.3)
 - Possible Pool Marina Location (see Policy 2.2)
 - Secure Port Area Consultation Zone (see Policies 1.1 and 1.2)
 - Indicative Future Harbour Location Option (see Policy 1.2)
 - Port growth consultation zone (see Policies 1.1, 1.2 and 4.1)
 - St Peter Port Tourism and Leisure Zone (see Policies 3.3 and 4.1)
 - Havelet Bay Tourism and Leisure Zone (see Policies 3.3 and 4.1) **C**
 - North Beach Mixed Use Intensification Zone (see Policies 3.1 and 3.3)
 - Salerie Corner Intensification Zone (see Policies 3.1 and 3.3)
 - Landmark Opportunity Zone (see Policy 4.2) **A B**
 - Central Esplanades Accessibility Improvement Zone (see Policies 3.3 and 5.2)
 - Esplanades Accessibility Zone (see Policies 3.3 and 5.2)
 - Weighbridge Sustainable and Active Transport Zone (see Policy 5.1)
 - South Esplanades Sustainable and Active Transport Zone (see Policy 5.1)
 - Upgraded Sustainable and active travel link around Belle Grieve Bay (see Policy 5.1)
 - Possible link to future harbour
 - Indicative Mobility Hub location (see Policy 5.1)
 - Indicative location of decked parking (see Policies 3.2 and 5.3)



Key

- Harbour Area Action (HAA) Boundary
- Mixed Use Regeneration Zone (see Policies 3.1 and 3.3)
- The Bridge Core Mixed Use Zone (see Policies 3.1 and 3.3)
- Mont Crevelt Heritage and Biodiversity Area (see Policies 4.2 and 6.3)
- Longue Hougue Marine Industry, Energy and Industrial Zone (see Policies 1.1, 3.3 and 2.3)
- Indicative future harbour location option (see Policy 1.2)
- Likely need for direct water access to enable marine industry
- Indicative locations for new bridge crossing over the harbour for through traffic
- Public realm impact zone
- Possible link to future harbour
- Upgraded Sustainable and active travel link around Belle Grieve Bay (see Policy 5.1)
- Indicative Mobility Hub location (see Policy 5.1)

Figure 7.2: Proposals Map B St Sampson Harbour

8 Delivery and Indicative Development Scenarios



8 Delivery and Indicative Development Scenarios

8.1 LPB policy decision tree for applicants and landowners

The policies and guidance set out in section 7 of this document will control and shape the types of development and change that will be acceptable within the two HAAs. Some of these policies set out key questions around sequencing that need to be resolved or tested before some uses in some locations would be able to be considered acceptable.

In order to resolve these issues, this section of the LPB outlines the key questions relating to any proposals in the HAAs. This decision tree helps determine if future development may be limited in time or type, and better understand the sequencing of development.

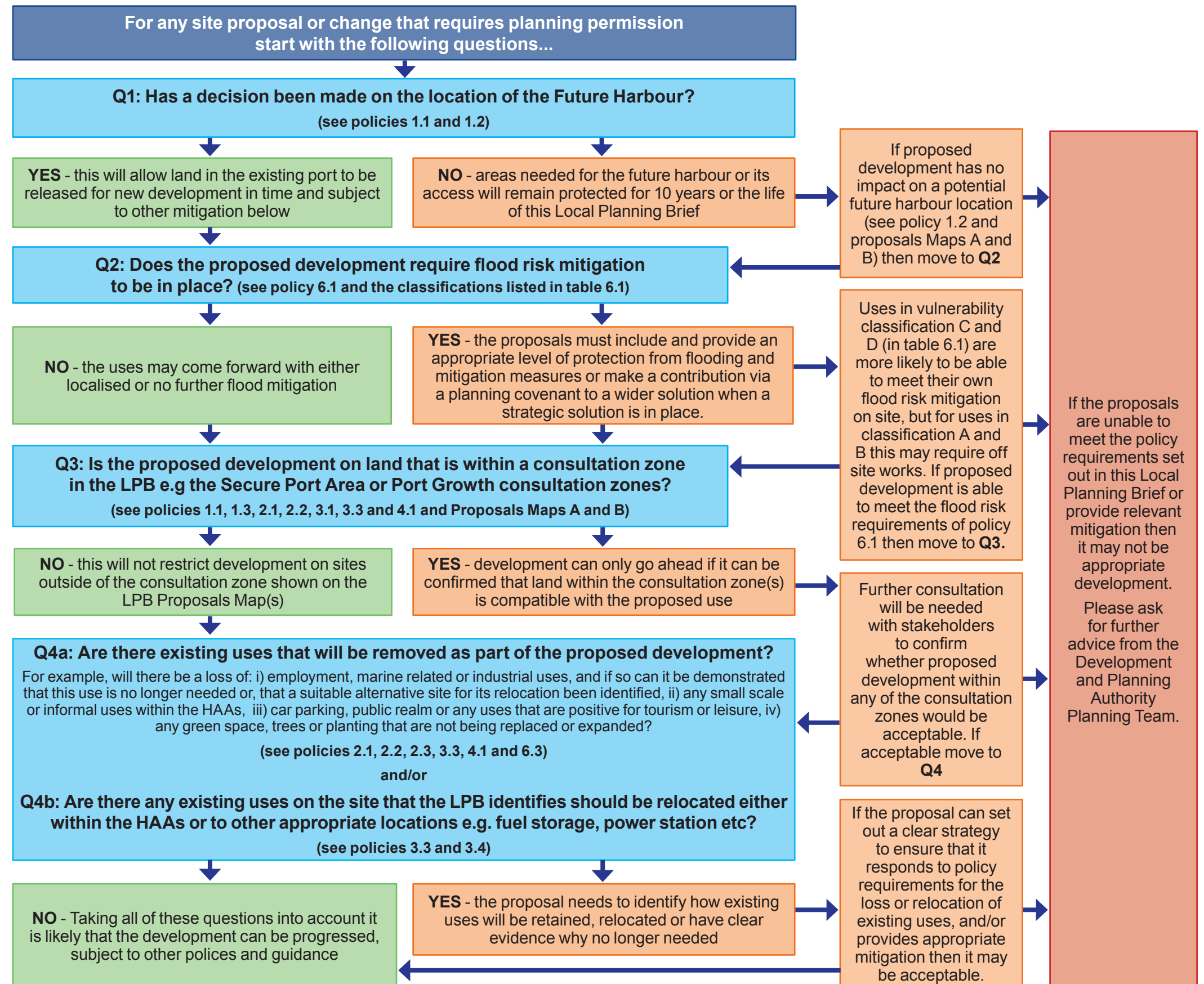
The questions that will inform and shape the sequencing of development and the relationship with necessary mitigation are set out in table 8.1, then section 8.2 shows what these questions may mean for future development and sets out as scenarios some of the ways development could take shape across the HAAs.

This list of questions should be reviewed early on in the consideration of any development proposals within the HAAs. It is not an exhaustive list and does not cover all relevant policies, nor is it a policy in itself within this LPB. It is intended to help applicants work through a number of the key considerations and to better understand what they may need to consider in developing any proposals.

An example of how two different proposals would work through this table is as follows:

■ **Example A:** a proposal for a small scale bar and restaurant in an existing building on Castle Pier. This proposal might be expected to answer as follows: Q1 - no (assuming not at that time), Q2 - yes, but this can be dealt with locally on site, Q3 - no, Q4a and Q4b - no, assume not currently in use. Therefore the proposal can move forward subject to other policies, legislation and guidance.

■ **Example B:** a proposal for new offices on North Beach. This proposal would be expected to answer Q1 - no (assuming not at that time), Q2 - yes, and that this requires wider upgrades to secure access and egress, Q3 - depends on location yes or no, Q4a, yes a potential of car parking and open space that would need to be considered, Q4b - no. Therefore the proposal may be premature and if it can't meet its full flood mitigation on site may need to wait for wider strategies to be in place, to which it could contribute.



8.2 Future development scenarios

It is clear from the work that has underpinned this LPB and from the flow diagram in 8.1 that a number of important decisions need to be made and progressed in order to allow the HAAs to develop to their full potential. In order to better understand the likely outcome of the LPB, and what this may mean for when and what types of development could be acceptable in different areas, this section sets out a number of scenarios for the HAAs and how they could change over time.

This work is based on high level information that is available as part of the production of this LPB and does not consider detailed proposals or testing. An earlier version of these scenarios was consulted on with residents, harbour operators and users and a range of stakeholders in March 2024.

The range of scenarios tested are set out in the diagram at figure 8.2. This shows the broad timelines and how some of the key decisions may have a significant impact on the likely areas of change that could come forward.

The scenarios in this section are indicative and do not form part of the policies of this Local Planning Brief. They indicate a limited number of ways that development may come forward over the life of this Local Planning Brief within the HAAs. Other outcomes are possible and these scenarios do not in any way presume to limit opportunities for growth and change that are otherwise in accordance with this document or other policies and guidance that are in place.

Indicative scenarios for the Harbour Action Areas

On the following page the four scenarios are set out as follows:

Scenario A1 - This tests smaller scale change that may be able to happen ahead of any decision on the future harbour and whilst proposals for strategic flood mitigation are being put in place to protect both HAAs.

Scenario A2- This looks at longer term change that may be possible without a relocated future harbour but with strategic flood risk mitigation being in place. It is in St Peter Port especially that spatial options remain limited simply due to lack of space. In St Sampson there is greater potential for positive change.

Scenario B1 - This scenario assumes it is known where a future harbour will be located and looks at what can happen alongside its creation and whilst strategic flood risk mitigation is put in place.

Scenario B2 - Looks at the potential for the HAAs once future harbour is delivered and when strategic flood risk mitigation has been delivered for both HAAs. This scenario shows the most change and potential benefits within the St Peter Port HAA.

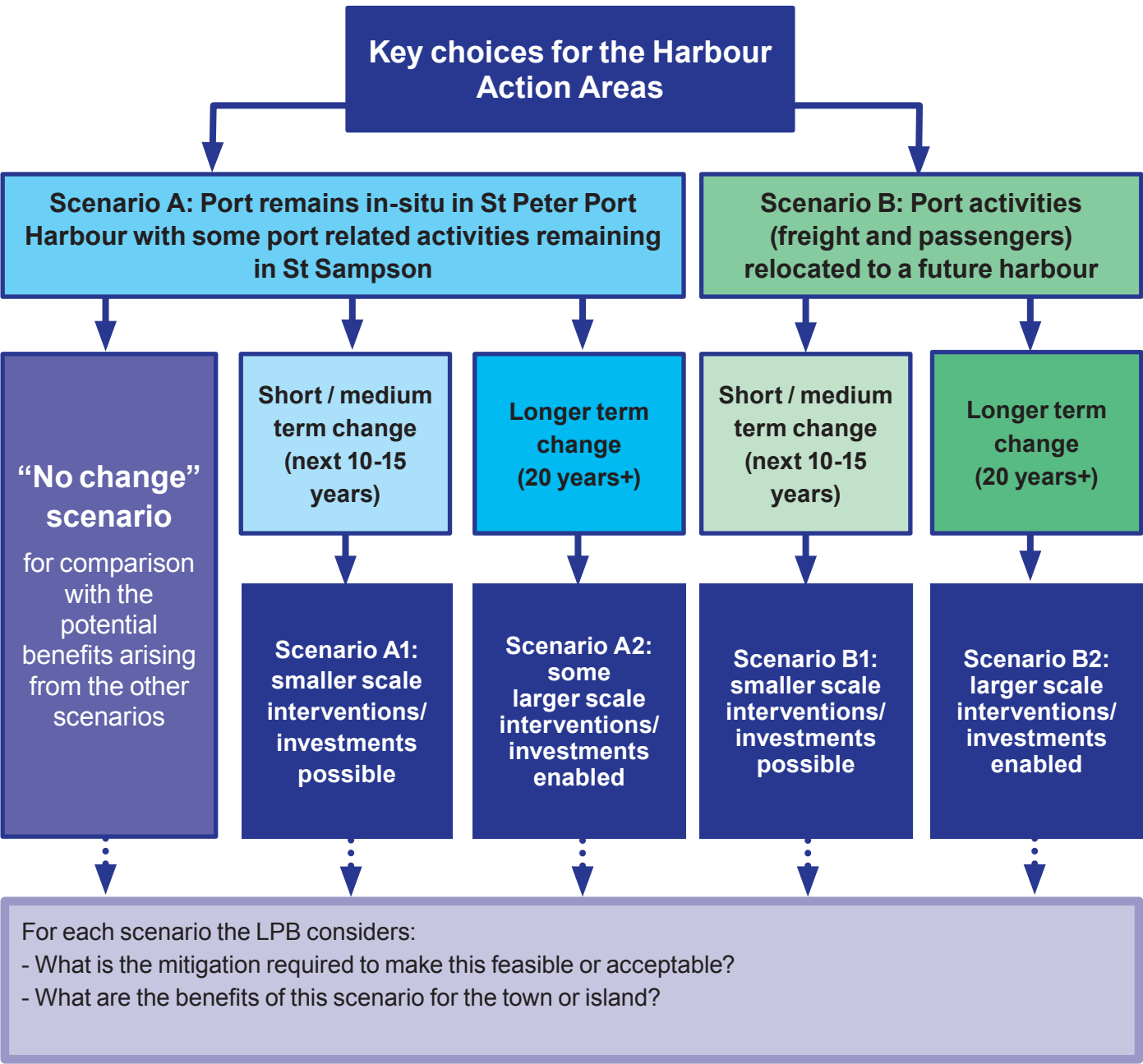
Following consultation in March 2024 these scenarios have been updated to reflect:

- more than one location for the future harbour either off Longue Hougue or off the east of St Peter Port harbour, but noting there may also be others.
- some changes to the extent of new uses in St Sampson to make sure these do not limit or constrain this area as a working harbour and also do their best to support The Bridge.
- taking a more flexible approach to the safeguarded land for the port in St Peter Port.
- minor adjustments to the positioning and extent of proposed flood defences to respond to consultee comments Addition of indicative location for mobility hubs, and improvements to Mont Crevelt.

To test against a baseline where no action is taken, a “No Change” was identified during the scenario testing phase. Through analysis and consultation, it was determined that “No Change” would not be able to deliver the objectives of the project outlined on p.7, and therefore this scenario has not been considered any further.

What the scenarios do highlight is that a greater level of positive change and investment could be achieved if land can be freed up, rationalised and key uses relocated within both HAAs. This is for the benefit of the island as a whole, for its residents, visitors, and the economy. If undertaken in a sensitive and careful way this change can also benefit the islands environment and biodiversity. These proposals relate well to the five objectives for the LPB and show how the overall vision for the HAAs and individual harbours could be met.

The preparation of these scenarios has allowed the vision and policies in the LPB to be tested and to understand what outcomes may be possible for the two HAAs through this work.



Scenario A1

Short-term opportunities with port operations remaining in St Peter Port

This development scenario is based around retaining the existing port operations as they are in St Peter Port, but identifying opportunities to rationalise uses and introduce new development where space allows. Due to space constraints in St Peter Port, the opportunities for new development within the HAAs is limited. Proposals to support sustainable and active travel that may allow for a modest reduction in car parking can be considered alongside decked parking to take up less space.

Key principles

- Retain existing uses with small scale appropriate change on under used sites
- Keep port operations going and safeguard area for expansion
- Start process of moving fuel storage to southern side of St Sampson Harbour
- Focus for tourism and visitor activities on Castle Pier and Albert and Victoria Piers
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Local flood defences may be needed in some locations over time

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- A reduction in surface car parking across the piers and whether decked parking or other changes can create local opportunities
- Opportunities for a visitor focus on some piers and functional uses on others



- A** Longer-term development opportunities limited on this area due to flood risk. In the short term, parking may have to be restricted in high-tide/storm events.
- B** Localised flood defences installed on an ad-hoc basis to protect important buildings/uses e.g. Esplanade, Albert and Victoria Piers, and Castle Pier etc). Might include demountable defences which are only installed during storm/high tide events.
- C** To accommodate the expanded port operations, and rationalise car parking, a decked parking structure could be introduced on North Beach.
- D** Applicants will need to consult with relevant bodies regarding future harbour scenarios - see Policy 1.1.
- E** Support local improvements to marine industry and pool marina e.g. new facility on North Beach for yacht arrivals.
- F** Improve walking and cycling opportunities between Clarence Battery to Sallerie Corner e.g. pedestrian connectivity improvements, cycle parking, cycle infrastructure.

Benefits of this option could include:

- Continued and enhanced tourism and leisure provision on the piers, and southwards past Havelet Bay
- Potential for enhanced marine/yacht facilities focused around a pool marina
- Long term security for harbour uses as they may need to expand or be re-organised over time
- Better connection and routes for pedestrians and cyclists and new bus facilities e.g. at North Beach

Scenario A1

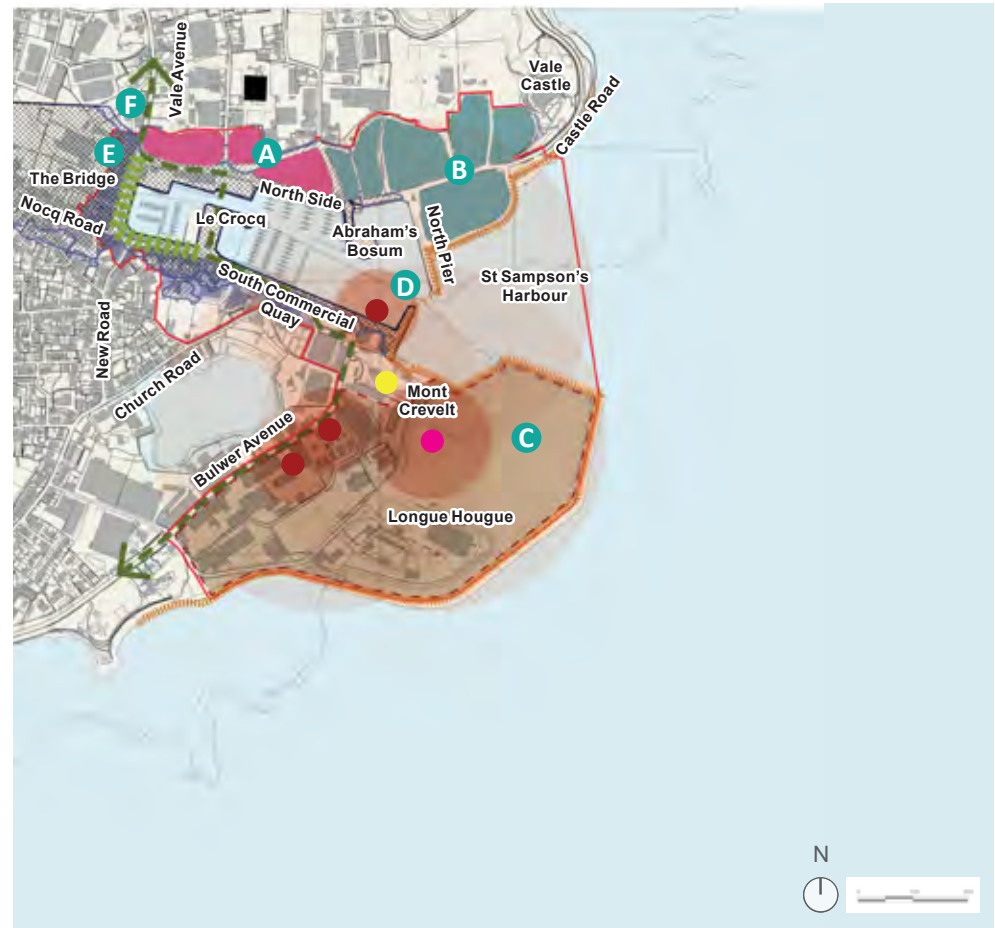
Short-term opportunities with port operations remaining in St Peter Port

In St Sampson, this scenario outlines the change needed to allow for more intensive uses and possible new housing when fuel storage and other “bad neighbour” uses are scaled back or relocated. In the short term this may mean that development for lower intensity “shed” uses are more likely to come forward (which are likely to be less impacted by flooding) - as long as they do not prevent longer-term opportunities.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

- This scenario tests out:
- Reduction or relocation over time to Longue Hougue of the storage of volatile fuels from the northern side of the harbour.
 - Space to be safeguarded on Longue Hougue for the consolidation of marine industrial uses.
 - An assumption that the power station is no longer going to be needed in the same way in the next 10 years.
 - Some potential for redevelopment along Northside but limited by flood risk and bad neighbour uses. A focus on new food and drink opportunities which local people say are needed.



- A** New retail or mixed use development opportunities (for non vulnerable uses) (if boat yards are re-located eastwards)
- B** New marine/leisure related uses focused to the north east of the harbour where water access still available
- C** Industrial uses and fuel storage consolidated onto Longue Hougue peninsula, avoiding need for so much industrial floorspace in central St Sampson
- D** Installation of new flood defence walls around the harbour would be too disruptive, impactful and costly. Therefore a flood gate at the entrance to the harbour (early provision of part of a long term solution) would be the most viable solution, combined with some work on the existing breakwaters.
- E** Active travel improvements, e.g. new crossings, cycle parking, cycle infrastructure where space allows.
- F** Small scale mobility hub at the Bridge, mostly for cycling.

Benefits of this option could include:

- Short term flood protection needed to enable existing committed schemes
- Unlocking development potential on the north side of the harbour, but likely to be limited to industrial/non-residential uses until fuel storage relocated/reduced
- Space for new public realm along The Bridge enabled by new bridge crossing over the harbour
- Consolidating marine related industry at Longue Hougue supports more effective local economy

Scenario A2

Longer term change, growth opportunities in St Sampson, and port operations remaining in St Peter Port

This development scenario is based around retaining the existing port operations as they are in St Peter Port, but introducing strategic long-term flood defence measures in order to enable “larger-scale” change. Again, due to the space constraints in St Peter Port, the opportunities for significant new development in the St Peter Port HAA is limited.

Key principles

- Enhance and expand uses at St Sampson primarily, with some change in St Peter Port
- Prioritise port operations and raise levels out of flood risk zone alongside considering space needs for expansions
- Relocated fuel storage and consolidated marine industry frees up land at St Sampson
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Strategic flood defences need to be in place to facilitate greater investment

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- Installation of strategic long-term flood defence measures
- Raising land to safeguard port operations long-term
- Reduction in surface car-parking



- A** With permanent flood defences, opportunity for landmark leisure use (or deck for parking if not installed on St Julian's Pier)
- B** Improvements to active travel/bus frequency could be made
- C** Reduction in car parking enables new permanent leisure/hotel opportunity, subject to visual impacts from town
- D** Introducing flood defences and raising land will safeguard port operations long-term
- E** Protection of sea front, and existing marina integrated with proposal for Pool Marina breakwater. Harbour flood gates mean marina can continue operating
- F** Permanent flood defences allow an expansion of provision of tourism/leisure facilities
- G** Upgrade to sea walls for long-term protection for Havelet Bay

Benefits of this option could include:

- Long-term security of port operations
- Confidence for businesses/homeowners that flood risk is mitigated
- Some additional tourism/leisure opportunities in St Peter Port
- Opportunity for some new commercial/leisure uses on former car parks if parking consolidated and reduced
- Opportunities for new public realm along the Esplanades and improved pedestrian/cycle routes

Scenario A2

Longer term change, growth opportunities in St Sampson, and port operations remaining in St Peter Port

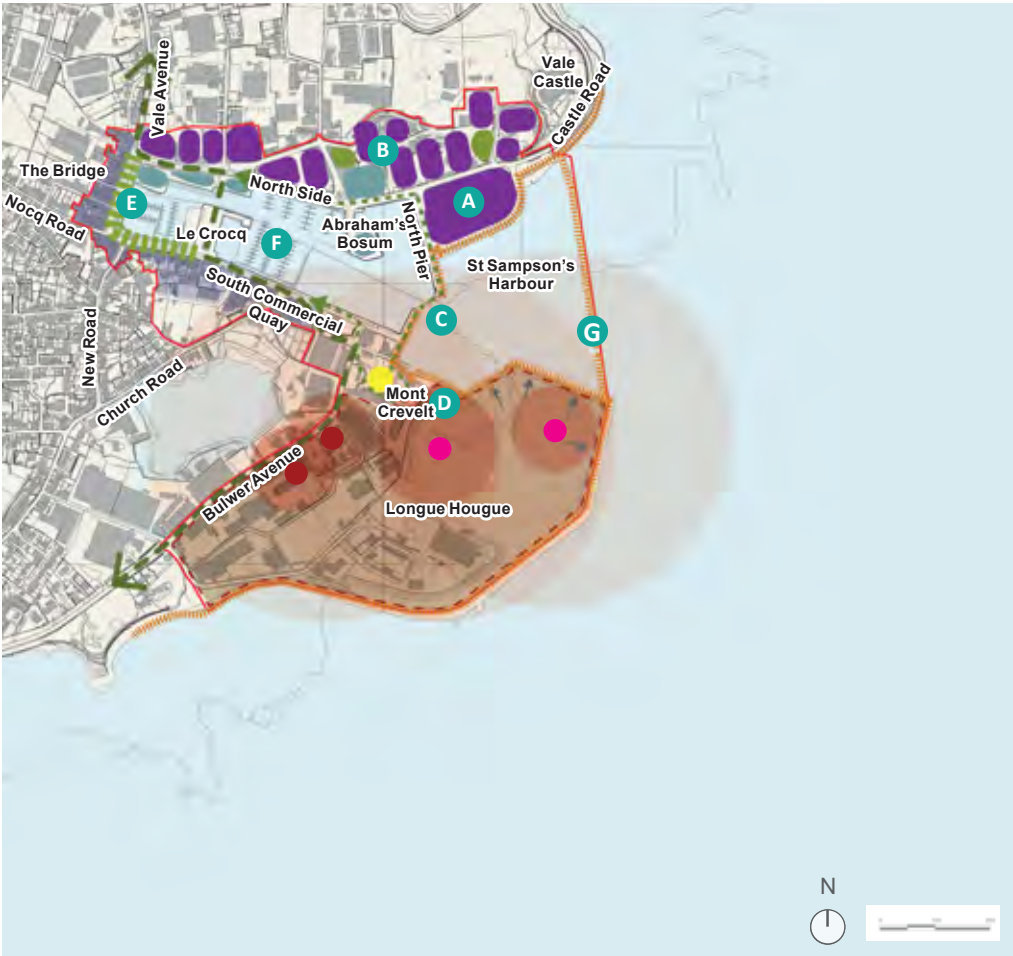
In St Sampson, a new flood gate and breakwater (alongside the relocation of some industrial uses) presents significant mixed-use development opportunities on the north side of the harbour. This area could provide new homes, employment and retail space, as well as public realm opportunities. By relocating industrial uses to Longue Hougue, the need for heavy traffic to cross the harbour could be significantly reduced.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

This scenario tests out:

- Installation of strategic long-term flood defence measures
- All fuel storage to be relocated to Longue Hougue
- Most industrial uses to be relocated to Longue Hougue



- A** Most marine industry moved to Longue Hougue, but some marine industry remains in-situ to benefit from direct water access
- B** New mixed use development opportunities
- C** Installation of new flood gate at the entrance to the harbour, combined with upgrades to the existing breakwaters.
- D** Fuel storage relocated to Longue Hougue industrial area, enabling development on the northern side of the harbour
- E** Opportunity to pedestrianise and enhance The Bridge area if traffic removed
- F** Vehicular route for general traffic and HGVs re-routed to avoid The Bridge area
- G** Sub-option where new breakwater and flood gate built further out, meaning a larger new area for large leisure craft can be created (and retained access for fuel delivery)

Benefits of this option could include:

- Long-term flood mitigation
- Major development opportunities on the north side of the harbour
- A new mixed-use neighbourhood with new leisure uses, restaurants, cafés and public realm
- Better segregation between heavy industrial and residential uses
- More efficient cargo handling to Longue Hougue
- Space for new public realm along The Bridge enabled by new bridge crossing over the harbour

Scenario B1

Short-term opportunities as a new port created is at Longue Hougue

This scenario explores the spatial implications of moving port operations either further eastwards in St Peter Port, or to a new harbour south of Longue Hougue. In St Peter Port, St Julian's Pier in St Peter Port becomes available for new uses. However, if long-term flood mitigation measures are not implemented, it is likely that only non-residential uses such as new marine uses will be feasible on St Julian's Pier/North Beach and more intensive uses will be limited.

Key principles

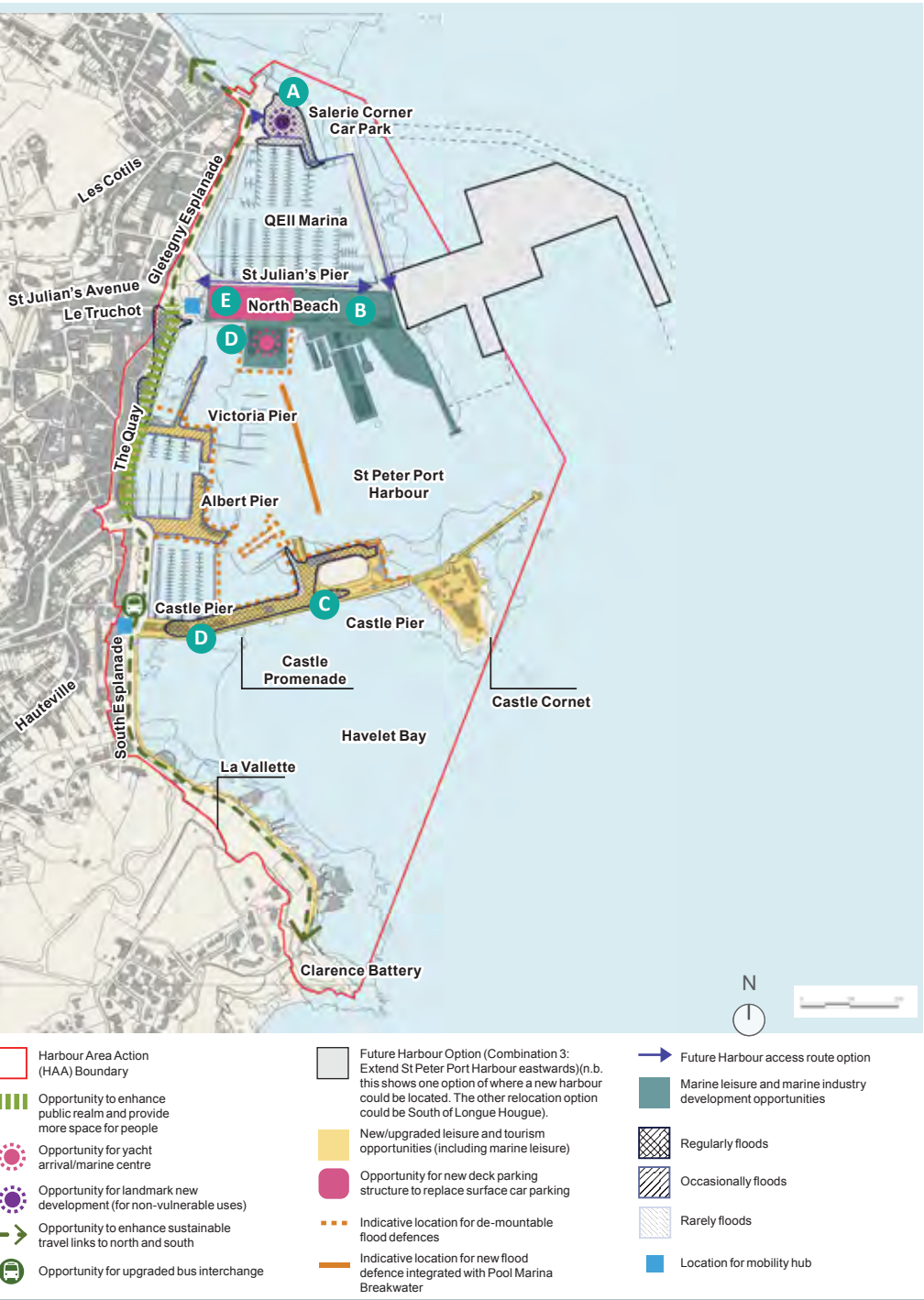
- Retain existing uses with small scale appropriate change on under used sites
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Start process of moving fuel storage to southern side of St Sampson Harbour
- Focus for tourism and visitor activities on Castle Pier and Albert and Victoria Piers
- Local flood defences may be needed in some locations over time
- Keep port operational during relocation to Longue Hougue

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- A reduction in surface car parking across the piers and their use for interim marine industries as the port operations are relocated and before any long term flood risk mitigation is in place.
- Localised reorganisation of car parking



- A** Longer-term development opportunities limited on this area due to flood risk. In the short term, parking may have to be restricted in high-tide/storm events. A landmark development could be provided in this area if a non-vulnerable use (see Policy 6.1)
- B** Relocating the harbour further east provides an opportunity to introduce other marine-related activities / temporary / meanwhile uses (leisure in sheds etc) at North Beach whilst a programme of long term flood mitigation is enabled
- C** Some existing parking (c. 10-20%) could also be removed on Castle Pier and space could be used to expand leisure/tourism/ marine offer
- D** To protect existing businesses in some locations demountable flood defences may be needed. This area will increasingly be subject to regular flooding until a permanent solution is in place
- E** Opportunity to introduce an enhanced decked parking structure to replace some lost existing provision

Benefits of this option could include:

- Continued and enhanced leisure provision on the piers, and southwards past Havelet Bay
- Potential for new marine related development on St. Julian's Pier until and unless more strategic flood risk protections are put in place
- Focus on public realm improvements and more space for people along the Esplanades and as a better link between the harbour and Town
- Smaller scale opportunities for development on specific sites and that are able to deal with flood risk

Scenario B1

Short-term opportunities as a new port created is at Longue Hougue

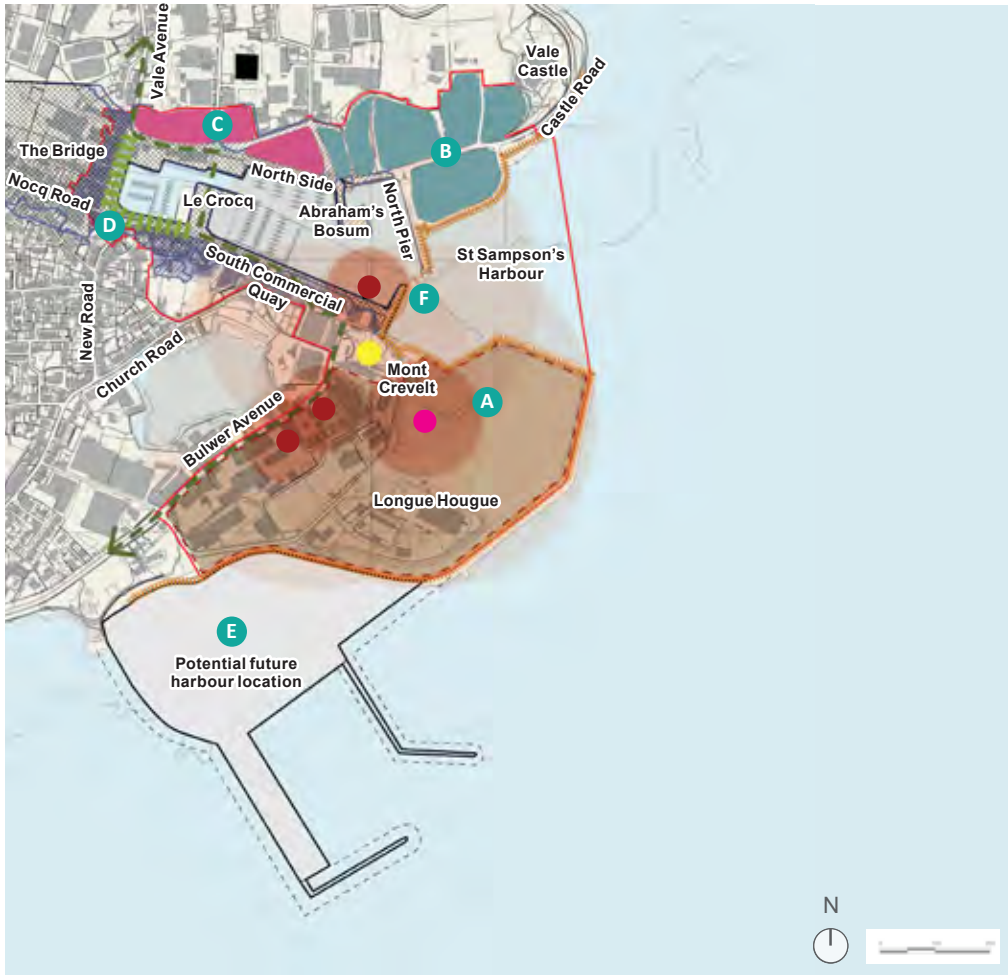
In St Sampson, new land for the port will be required south of Longue Hougue, and some development opportunities may become available to the north side of the harbour, again these would be industrial or marine related in nature in the short term. Improvements at the Bridge could be facilitated by a new road crossing and pedestrian focus. This interim strategy starts to enable wider change.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

This scenario tests out:

- The installation of a flood gate at the harbour entrance (and eventually upgrades to the outer breakwaters)
- Relocation (to Longue Hougue) or removal of the storage of volatile fuels on the northern side of the harbour
- Space to be safeguarded on Longue Hougue for some industrial uses to be relocated.



- A** Industrial uses and fuel storage consolidated onto Longue Hougue peninsula, avoiding need for so much industrial floorspace in central St Sampson
- B** Marine and leisure uses remain in-situ and can be expanded in the interim or consider relocation to Longue Hougue
- C** Potential for non-residential mixed use development opportunities may change as energy and fuel needs change
- D** Opportunity to enhance The Bridge area if through traffic removed
- E** Potential location and extent of new harbour operations if they are moved from St Peter Port to a new dedicated facility at Longue Hougue (although noting this will take time to deliver)
- F** Installation of new flood defence walls around the harbour would be too disruptive, impactful and costly. Therefore a flood gate at the entrance to the harbour (early provision of part of a long term solution) would be the most viable solution, combined with some work on the existing breakwaters.

Benefits of this option could include:

- A potentially efficient mitigation against flood risk, bringing protection to the entire harbour through the introduction of a flood gate.
- Unlocking development potential on the north side of the harbour primarily for additional industrial uses and over time more intensive uses as fuel storage needs change and flood mitigation brought forward
- Space for new public realm along The Bridge facilitated by new bridge crossing over the harbour
- Opportunity to consolidate/unify marine industry and storage uses between new port and Longue Hougue

Scenario B2

Longer term change and growth facilitated by a new port at Longue Hougue and other key relocations

By moving the port operations (either to a new harbour south of Longue Hougue, or further eastwards in St Peter Port), and introducing permanent long-term flood defences, St Peter Port is now able to accommodate significant change and development opportunities on North Beach/St Julian’s Pier. This allows for new development in the location of the former port operations area and car parking below the new raised public realm level and could provide a new neighbourhood.

Key principles

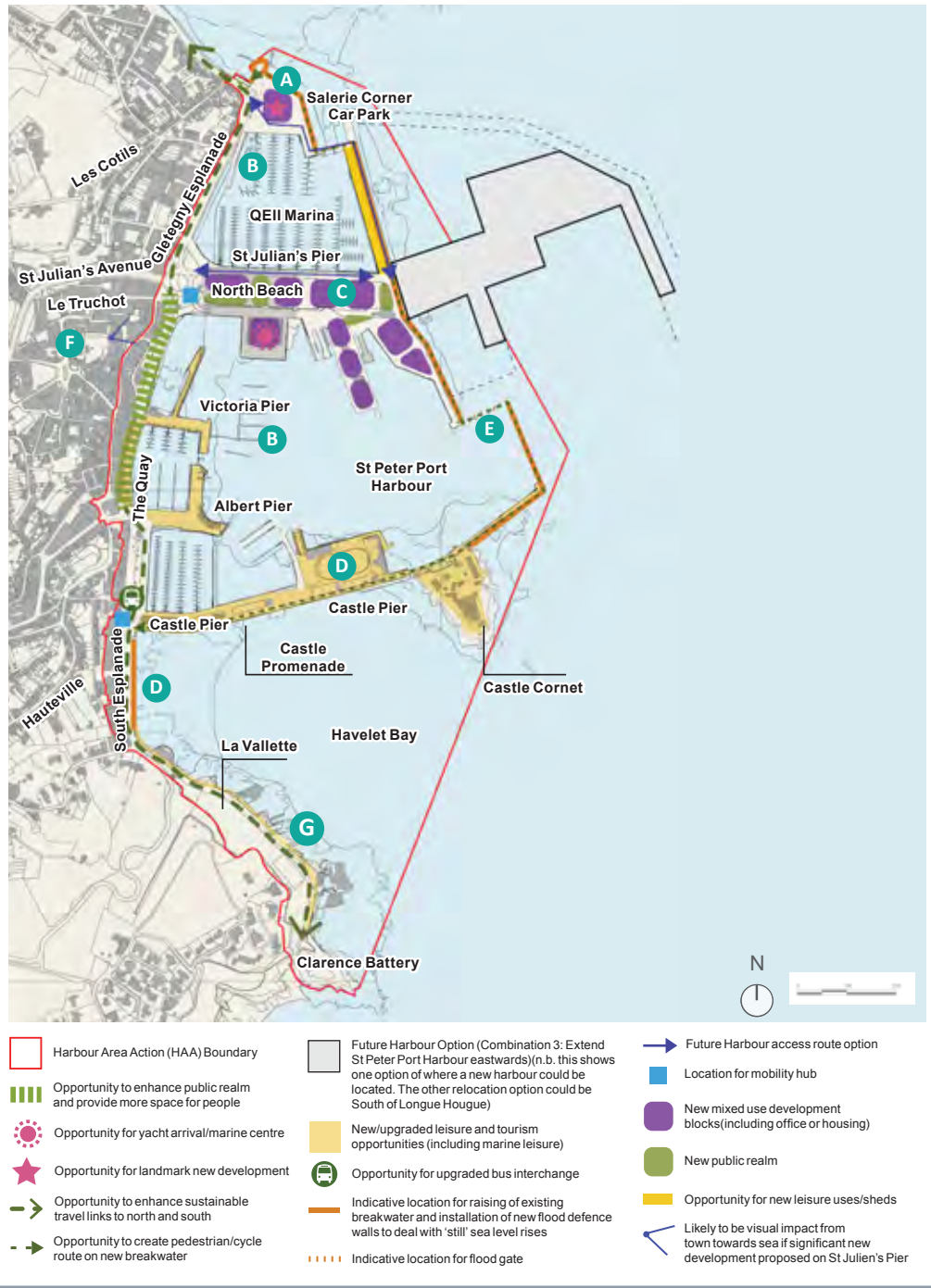
- Improvements to the Esplanades to focus on improving active and sustainable travel
- Relocated fuel storage and consolidated marine industry frees up land at St Sampson
- Focus for tourism and visitor activities on Castle Pier and Albert and Victoria Piers
- Strategic flood defences need to be in place to facilitate investment
- New harbour for port operations at Longue Hougue create opportunities for investment in St Peter Port
- Significant new development to support both towns including homes, employment and commercial uses

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Peter Port HAA

This scenario tests out:

- The relocated port activities and strategic flood defences create strong potential for mixed use development focussed on North Beach/former harbour area/Salerie Corner above car parking and with new public realm and potentially reorganised vehicular access to the piers
- Possible additional land reclamation opportunities around former harbour/flood defences
- Significant reduction in visible surface car-parking at North Beach



- A** With permanent flood defenses, opportunity for landmark leisure use (with possible deck for parking) at Salerie Corner
- B** Marinas, piers and esplanades protected long-term from flooding
- C** Opportunity for new high quality mixed-use neighbourhood, with landmark elements. Vehicular access would need to be retained to the relocated port to the east
- D** Permanent flood defenses allow an expansion of provision of tourism/leisure facilities
- E** New outer harbour breakwater and flood gates maintain marina operations for all including potential for walking route around outer harbour
- F** New development likely to have townscape/heritage/visual impacts which will need to be carefully managed
- G** Tourism and leisure focus along La Vallette, helped by better pedestrian environment

Benefits of this option could include:

- Opportunity for a new high-quality mixed-use development in both harbour action areas
- Reinforce leisure and visitor opportunities
- Opportunity for an enhanced arrival experience from the water and views to east
- New public realm and reduction in surface car parking allows people to benefit from the waterside location
- Long-term flood protection would need to be in place, provides wider benefit along Esplanades

Scenario B2

Longer term change and growth facilitated by a new port at Longue Hougue and other key relocations

In St Sampson, new land for the port will be required south of Longue Hougue, and this, together with consolidation of marine industries and fuel storage would create mixed use development opportunities to the north side of the harbour. This south facing, waterfront development could provide a focus for mixed uses including restaurants and other places to spend time and appreciate the water front.

Note: This scenario is indicative of possible outcomes on the HAAs and does not form part of the policy setting section of this LPB.

St Sampson HAA

This scenario tests out:

- Strategic long-term flood defence measures and relocated fuel storage/power station enabling significant change to the north site of the harbour for mixed use development including new homes and jobs
- Industrial uses from North Side to be relocated to Longue Hougue as a consolidated marine industry focus next to the new harbour with some marine industrial uses retained where operational benefit
- New crossing over harbour means through-traffic and larger vehicles can be moved from the Bridge.



- A** Significant new mixed use development opportunities for residential, commercial and related development providing high quality new quarter
- B** Vehicular route for general traffic and HGVs re-routed to avoid The Bridge
- C** Industrial uses, marine industry, and fuel storage consolidated onto Longue Hougue peninsula, avoiding need for so much industrial floorspace in central St Sampson
- D** Location and extent of new harbour operations if they are moved from St Peter Port to a new dedicated facility at Longue Hougue
- E** Installation of new flood gate at the entrance to the harbour, combined with upgrades to the existing breakwaters.
- F** Sub-option where new breakwater and flood gate built further out, meaning a larger new area for large leisure craft could be created (and retained access for fuel delivery)
- G** Fuel storage relocated to Longue Hougue industrial area, enabling development on the northern side of the harbour

Benefits of this option could include:

- Major development opportunities on the north side for residential and mixed uses with water views
- A new mixed-use neighbourhood with new leisure uses, restaurants, cafés and public realm
- Better segregation between heavy industrial and residential uses and traffic
- Opportunity to consolidate/unify uses between new port and Longue Hougue
- Long-term flood mitigation supports both existing uses and wider areas

9 Glossary



9 Glossary

Definitions

Active and sustainable travel – Generally refers to the use of public transport, walking and cycling, but can also include micro mobility (scooters and e-bikes).

‘Bad Neighbour’ Uses: Existing uses/infrastructure that is not complementary to an enjoyable, safe, and healthy place to live. For example, the power station or fuel storage containers.

Conservation Area – Conservation Area has the meaning in Schedule 2 of the Land Planning and Development (Guernsey) Law, 2005. It means an area identified in the Island Development Plan as being of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance by the application of relevant provisions of the Law.

Decarbonisation – Removal or reduction of carbon dioxide (CO2) output into the atmosphere.

Development – Defined in accordance with Section 13(1) of the Land Planning and Development (Guernsey) Law, 2005, this includes the carrying out of building, engineering, mining or other operations in, on, over or under land and the making of any material change in the use of any building or other land.

Environmental Impact Assessment – as defined within Land Planning and Development (Environmental Impact Assessment) Ordinance, 2007. This involves the carrying out of steps necessary to assess the environmental effects of certain development or development plan policies in accordance with the requirements set out in the Ordinance.

The Esplanades – The area within St Peter Port generally comprising the area at the waterfront, made up of the roads North Esplanade, South Esplanade and Glatigny Esplanade.

Future harbour – Refers to the process that SOG are undertaking to determine the future harbour requirements and the potential for these to be expanded/relocated. Further information available here: <https://www.gov.gg/futureharbours>.

Green Infrastructure – a network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity

Harbour Action Areas or HAAs – Designated areas on the identified within the Island Development Plan which cover the harbours of St. Peter Port and St. Sampson and their quayside environment within which a co-ordinated approach will be adopted to the planning of development to secure inward investment which will enhance and promote social, economic and environmental objectives.

Heritage – Buildings, landscapes, culture or artefacts that have been handed down through the ages and are generally recognised by the community as being of some significance.

Inert Waste – Waste which is neither chemically nor biologically reactive and will not decompose. Examples of this are sand and concrete.

Infrastructure – The basic physical structures and large physical networks needed for the functioning of a modern society

Local Planning Brief – As defined in the Island Development Plan, a Local Planning Brief is a statutory document prepared by the Authority to address planning issues within a locality or where a particular form of development is proposed where there are strategic land use implications for a particular site or area

Lo-Lo Yard – Refers to ‘Lift-on, Lift-off’ method of loading on to a ship at a port, relying on vertical loading of freight. This is usually loaded via crane onto land, and is generally used for larger unitised freight.

Major Hazards Public Safety Zone – An area consisting of the Consultation Distance and Development Proximity Zone around major hazard installations. The purpose of the zone is to manage and limit the number of people who may live, work or congregate close to hazardous sites in order to limit the consequences of any accidents to the public and to ensure that new development does not significantly worsen the current situation should a major accident occur.

Marine Industry / Economy – Businesses that are directly associated with, or require access to, water. This might include boat yards, fishing activities, or marine research.

Marine Leisure – Leisure activities associated with, or requiring, direct water access. This might include fishing, kayaking, model boating.

Meanwhile Use – Meanwhile Uses occupy vacant or underutilised premises, sites or spaces on a temporary basis

Mixed use development – Developments that include a variety of uses such as residential, offices, light industrial, leisure and community facilities with no one principal / main use.

Mobility Hubs – Interchanges where public transport, active transport (cycling and walking), and shared transport (car clubs, bike share and future modes such as e-scooters) come together, sometimes along with community facilities.

Port – Means the operational harbour facilities on St Julian’s Pier in St Peter Port and serving both the delivery of good and people to and from the island by boat. This may include the landing areas and facilities serving ferries, cargo vessels and related infrastructure such as border and customs and facilities for passengers.

Proposals Map – The map (or maps) attached to and forming part of the Local Planning Brief (LPB) that show(s) where each of the proposals and policies in the LPB will be implemented or applied.

Public Realm – Those areas where the public can gain access for the purpose of passing through, meeting, visiting and spending leisure time. It generally includes publicly owned streets, pathways, right of ways, parks and publicly accessible open spaces such as squares and quayside areas.

Resilience – the quality of being able to return quickly to a previous good condition after problems

Ro-Ro Ramp – Stands for ‘Roll-on, Roll-off’, which is a method of loading and unloading a ship. This is enabled by built-in ramps that allow transport trucks or cars to drive on and off on the deck of a boat.

Strategic Land Use Plan (SLUP) – It is a statutory document prepared by the Committee for the Environment & Infrastructure and adopted by the States which considers the land use planning implications of the strategic objectives of the States and sets out guidance and directions to the Authority to guide the preparation of new Development Plans and other statutory plans in order to achieve those strategic objectives.

The Bridge – Colloquial name for the area surrounding St Sampson harbour

The States – The States of Guernsey. The Island’s Government

Town – Colloquial name for the town of St Peter Port.



