



# Topic Paper Consultation Report for Development Plan Review

Review of the Island's Development Plans

July 2012

### **Consultation Report for Development Plan Review**

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# **1 Executive Summary**

## **1.1 Introduction**

1.1.1 This document provides a summary of the consultation carried out on a series of Topic Papers at the start of the review of the Urban Area Plan and Rural Area Plan. The original consultation period ran between 16<sup>th</sup> January and 16<sup>th</sup> March 2012, but was extended to 30<sup>th</sup> March 2012. It targeted four types of consultee:

- Group 1: States Departments, utilities companies and Constables.
- Group 2: Voluntary sector and interest groups
- Group 3: Private sector
- Group 4: Individuals

## **1.2 Summary of responses**

### **1.3 A Sustainable Approach**

1.3.1 There was very strong support for renewable energy of all forms, but particularly micro-generation coupled with energy efficiency measures. There was also support for greywater recycling and rainwater harvesting.

1.3.2 There is general acceptance that travel by private car will remain an important way for people to travel around Guernsey and needs to be provided for, however, there are many views on its place in the hierarchy and how much of the travel need can be met by public transport.

1.3.3 Many people had views on the airport and harbours, with a note of caution about their sensitive locations within the landscape, the importance of creating an attractive sense of arrival and the need to maintain efficient, effective border controls.

### **1.4 Natural and Built Character**

1.4.1 There was support for the approach proposed for preparing a character assessment, for community involvement in the process from the earliest possible stage and for the protection of local features.

### **1.5 Main and Local Centres**

1.5.1 There was general agreement that action was needed in the main centres to secure their improvement and suggestions ranged from making better use of the existing building stock, venues and spaces to wholesale transformation of the harbours. There was general concern about the number of vacant units in both centres.

1.5.2 Questions on car parking attracted a lot of responses with views again being varied, from reducing car parking, or at least the visual impact of it, to increasing car parking, particularly through multi-storey car parks.

- 1.5.3 In terms of encouraging other modes of transport, more continuous and better marked cycling routes and walking routes are identified as being needed, as well as more frequent and later running buses and real time information about services.
- 1.5.4 With regard to local centres the principle of identifying them based on a series of indicators within a defined geographical area was supported, subject to agreeing details. It was generally felt that local centres should define their own role according to local need and there were mixed views about whether local centres should contain additional housing and employment.
- 1.5.5 The concept of Community Plans and the opportunity they allow for local people to get involved in shaping what their own areas might look and feel like was welcomed.

## **1.6 Housing**

- 1.6.1 There was a call for a systematic approach, based on criteria or a sequential test to ensure that the most sustainable locations are developed first. People wanted to see densities maximised, but within the context of local character. Windfall sites were expected to continue to be a source of housing, albeit a finite one and that greenfield sites might be needed in specific circumstances.
- 1.6.2 There were mixed views towards retaining Housing Target Areas as a policy mechanism and moving to an alternative way of identifying suitable land for housing, through housing allocations for example. A contribution based system of securing funding for affordable housing was supported.

## **1.7 Employment and Economy**

- 1.7.1 With regard to offices it was felt that there was a need to maintain a pipeline of high specification, large floorplate offices either new build or conversions.
- 1.7.2 There was a general consensus that there was a need for low rent, basic accommodation for low value added service industries, though whether there should be a policy distinction between general and low value industry was disputed. It was felt there was a role for industry outside of the main centres, but they should be low impact.
- 1.7.3 In terms of retail, respondents thought that more diversity was needed, particularly larger floorplate shops coupled with a defined retail/car parking loop.
- 1.7.4 Tourism was seen as important to the island, particularly water-borne and business related, but facilities should appeal to locals and visitors alike, and it is the quirkier accommodation that is the gap in the market.
- 1.7.5 Horticulture was felt to be declining and agriculture was to be supported, particularly given trends of local food production.

## **1.8 Recreation, Culture and Community**

- 1.8.1 It was recognised that provision of sports facilities was good and should be maintained, particularly through greater dual-use of school facilities. It was felt that more should be made of existing cultural venues and green spaces, including semi-natural spaces.

## **2 Introduction**

### **2.1 The purpose and scope of this report**

- 2.1.1 The purpose of this document is to set out the consultation undertaken at the Topic Paper stage of the review of the Urban Area Plan and Rural Area Plan. This report shows who has been consulted, how they were consulted and a summary of the main issues raised during the consultation. These responses, along with other sources of information, will then be used to inform the identification of key issues to be addressed by the plan and options to address them.

## **3 Who and how we consulted**

### **3.1 Who we consulted**

- 3.1.1 Everyone on the island has had the opportunity to respond to the six topic papers. Consultees have been divided into 4 groups as follows:

Group 1: States departments  
Public utility providers  
Parish constables

Group 2: Government and related agencies and partnerships  
Environment, conservation and design bodies  
Voluntary sector

Group 3: Private sector bodies  
Media

Group 4: Individuals/others

### **3.2 How we consulted**

- 3.2.1 A series of six topic papers designed to stimulate discussion and identify issues were published on 16<sup>th</sup> January 2012 and consulted upon for a period of eight weeks.

- 3.2.2 During this period the topic papers were available to download from the States website, with a direct link to them from the home page. Hard copies were also available by post, from Sir Charles Frossard House and at the information sessions.

- 3.2.3 The consultation and overall plan review process were promoted through a two-page spread in the Guernsey Press and a number of radio interviews.

- 3.2.4 The Forward Planning team established a dedicated Twitter account for the Plan Review @planreviewgsy to allow members of the public and organisations to receive short, timely updates on Plan Review news and events. Plan Review developments, news or relevant links posted by the Forward Planning team appear in the Twitter live-feed of anyone who has become a 'Follower.' The account currently has 22 'Followers' of the Plan Review, including Guernsey organisations, media, businesses, States Deputies and members of the public. Information posted via @planreviewgsy

has been regularly 'retweeted' (i.e. forwarded) by those Followers, thus spreading the message further and encouraging wider participation.

3.2.5 The operation of a Plan Review Twitter account from the start of the Plan Review engagement process has helped the Department to demonstrate another channel in which it is seeking the views of the community, particularly those of younger people who may be less likely to contact the Department in writing or visit the States website.

3.2.6 During this eight week period a number of events were held to explain the plan review process and encourage participation.

<b>Date and time</b>	<b>Name of event</b>	<b>Location</b>	<b>Audience</b>
19 <sup>th</sup> January 2012 1pm – 5pm	Plan Review Launch – info session 1	Inner Market Building, St Peter Port	General public
20 <sup>th</sup> January 9am – 1pm	Plan Review Launch – info session 2	Inner Market Building, St Peter Port	General public
18 <sup>th</sup> February 10am – 12.30pm	Plan Review Launch – info session 3	Le Friquet Garden Centre	General public
25 <sup>th</sup> February 2012 10am – 12.30pm	Plan Review Launch – info session 4	St Martin's Community Centre	General public

### 3.3 What we consulted on

3.3.1 The topic papers consulted on are as follows:

- A sustainable approach
- Natural and built character
- Main and local centres
- Housing
- Employment and economy
- Recreation, culture and community

### 3.4 Who responded

3.4.1 Approximately 170 people attended the various information sessions, with the Le Friquet Garden centre being the most popular venue.

3.4.2 41 people and organisations sent in responses to at least one topic paper, with a total of 999 comments made. Most consultees responded to more than one topic paper and the time that people had clearly spent on putting down their thoughts and ideas is greatly appreciated and very valuable to the process.

<b>Group</b>	<b>Name of respondents</b>	<b>No</b>
1	Constables of St Martin Constables of St Pierre du Bois	13

	<p>Constables of Torteval  (Joint response by the three western parishes on Natural and Built Environment)  Deputy Al Brouard  Commerce &amp; Employment Department  Home Department  Housing Department  Public Services Department  Health and Social Services Department  Treasury and Resources Department  Environment Department (Environmental Services)  Environment Department (Traffic)  Guernsey Electricity</p>	
2	<p>Guernsey Town Centre Partnership  La Société Guernesiaise  Living Streets  The National Trust of Guernsey  Soroptimist International Guernsey  Guernsey Sheltered Housing Group Limited</p>	6
3	<p>Construction Industry Forum  Portchester Planning Consultancy, on behalf of New Coach House Ltd  Spicer &amp; Partners Guernsey LLP  Drawings4ULimited  C&amp;H Building and Maintenance  Brittain Hadley Partnership  Guernsey Chamber of Commerce – Land and Planning Sub-Group</p>	7
4	<p>Ronald Shirley  Andy Keys  Sheila Alexander  KR and JM Rouillard  Oliver Brock  David Ozanne  Michele Trott  Graham Robert  Brendan O'R  Brian Keutzer  David Chester  David Hugo  Oliver Abbott  Antoinette Walters  Robert &amp; Suzette MacDougall</p>	15



## 4 Analysis of responses

### 4.1 Introduction

- 4.1.1 This section takes each topic paper in turn and summarises the responses on each group of questions.

### 4.2 Sustainable Approach

- 4.2.1 This topic paper covered a broad range of issues including air quality, water, flood risk, drainage, waste, energy, strategic transport, minerals and health and safety.

#### Air quality

**SA1 Do you think we have identified all the relevant issues concerning the effect of land use planning on air quality?**

9 different individuals or organisations provided 14 responses to this question.

It was considered that motor traffic was the main source of air pollution but views on the ways of dealing with it varied considerably, from the suggestion of a low emission zone, to the belief that the problem will eventually go away as electric vehicles and other fuel sources become more commonplace.

Given the scale of Guernsey and the importance of the 'fresh, sea air' as part of Guernsey's tourism offer it was thought that Guernsey could be an ideal location for electric cars. Traffic management, through multi-storey car parks for example, to prevent traffic circulating looking for parking spaces was also suggested.

It was thought that polluting industries (including those that create odours, such as waste related infrastructure) should be located away from centres of population.

**SA2 What measures might be put in place to promote the wise use of water?**

9 different individuals or organisations provided 9 responses to this question.

Very clear themes came through in answer to this question, with strong support for rainwater harvesting and greywater recycling backed up by island-wide water metering and saving water becoming ingrained in behaviour through education.

**SA3 How might existing water supplies be protected from potential contamination/pollution and how might the high quality of the Island's bathing waters be maintained and improved?**

9 different individuals or organisations provided 9 responses to this question.

The strongest support was for extending the main drainage system to reduce reliance on cesspits, followed by reducing the number of chemicals/pollutants entering the water from agriculture, industrial and domestic sources.

Given that we already achieve high standards there was a feeling that we shouldn't be subject to unnecessary controls. For example, most people were happy with the existing arrangements for foul water disposal, providing the situation was monitored.

**SA4 What issues do you think might affect the quality of our water supply and bathing water?**

7 different individuals or organisations provided 7 responses to this question.

A variety of issues were identified including:

- Cesspits
- Sewage disposal (contrary to responses in SA3)
- Cross-contamination during flood events
- Trade effluent
- Surface run-off from agricultural land

**SA5 Which land uses do you think could be most adversely affected by flooding and which would be affected to a lesser extent?**

10 different individuals or organisations provided 10 responses to this question.

The States' Home Department reported that major coastal flooding is rated as a very high risk in the Island Risk Register and that a "multi agency major flood plan" has been prepared in response. Others felt that more information needed to be provided to the public to assess the locations that are at risk. Most respondents felt that housing was most at risk, with agriculture, utilities and facilities for vulnerable people also being mentioned.

**SA6 What measures might be required to address potential flood risk arising from surface water run-off in new developments?**

9 different individuals or organisations provided 9 responses to this question.

Very strong support emerged for greywater recycling and rainwater harvesting, sustainable drainage systems and reducing the amount of impermeable surfaces. It was suggested that Guernsey could adopt a system of Strategic Flood Risk Assessments and Water Management Plans like in the UK.

**SA7 What type of site or sites do you think might be required to accommodate any required waste infrastructure?**

9 different individuals or organisations provided 14 responses to this question.

A single site where waste management infrastructure can be co-located was considered preferable. The site would need to have good access, be flat and located away from residential areas. Seven respondents mentioned Longue Hogue as being the most appropriate site.

The Constables of St Pierre du Bois felt there was a need for a green waste site in the south or west of the island. Public Services Department noted the need for a household waste recycling centre with scope for repair/reuse linked to a social programme. New developments should include adequate storage areas for recycling and suitable sites for bring banks are needed.

**SA8 What measures might be needed to promote increased recycling and waste minimisation in new developments and when redeveloping and refurbishing existing stock?**

10 different individuals or organisations provided 10 responses to this question.

There was very strong support for providing specific storage areas for recycling in new developments combined with kerbside collection. However, one respondent commented that creation of dedicated space in every home for recycling is unnecessary and that it should be sorted at a single site. Another respondent thought there should be penalties for producing large amounts of unrecyclable waste.

One respondent felt that installations shouldn't be assessed on visual grounds as over time they become part of the view and the community benefit outweighs the visual impact, e.g. lighthouses.

**SA9 How might the development plan contribute to the energy vision i.e. the gradual decarbonisation, diversification and improved security of energy supply?**

12 different individuals or organisations provided 12 responses to this question.

There was very strong support for micro-renewable generation with several people suggesting there should be a presumption in favour of development unless it was detrimental to neighbours with three respondents favouring incentives and/or feed in tariffs. Guernsey Electricity thought the new Plan should make allowance for sites to be made available for strategically essential development in rural areas allowing a larger capacity Island wide network.

Three respondents focused on energy efficiency, using orientation, natural light and insulation to minimise energy use.

**SA10 How might the new development plan provide for the potential reducing or offsetting of the Island's dependency on fossil fuels?**

8 different individuals or organisations provided 8 responses to this question.

There was very strong support for all forms of renewable energy from all respondents. A particular suggestion was for an energy Enterprise Zone for renewable energy uses.

**SA11 How might the development plan encourage energy efficiency in the design and layout of new development?**

9 different individuals or organisations provided 9 responses to this question.

All the comments were supportive of improving energy efficiency in new developments and a variety of mechanisms were suggested to encourage, incentivise or force high standards through energy statements to be submitted with applications, minimum standards in planning policy and the use of planning conditions. It was felt that planning policy needed to be flexible to encourage micro-renewable energy and accept that this might impact on design and incentives.

**SA12 How might the development plan address the adaptation of the existing building stock to improve energy efficiency?**

9 different individuals or organisations provided 11 responses to this question.

It was recognised that tackling existing stock is more difficult than providing energy efficient new homes. It was felt that more could be made of reusing

existing buildings, allowing for them to be substantially rebuilt to bring them up to standard and for embracing modern designs in new developments. Two responders were in favour of providing government incentives, but one commented that the subsidising of solar energy in particular could not be supported here.

**SA13 Have all the competing land uses and issues relating to the harbour areas been identified? If not, what other issues need to be taken into consideration?**

10 different individuals or organisations provided 14 responses to this question, including the States Departments of Commerce and Employment, Public Services and Home.

The harbours give the setting to St Peter Port and form an important part of the arrival experience by sea and air, so any changes to them need to bear that in mind.

The Home Department has an important role in policing the border including obligations of prevention and detection of smuggling, import and export control activities and immigration landing and any changes would need to assist them to make efficient use of resources in this regard.

The Commerce and Employment Department acknowledge that the implementation of the marina was not accompanied by planned landside facilities, which has led to their fragmented nature and to other comments about the recreational use of the harbour and parking for boat owners. The Harbour Strategy that is currently being prepared is expected to address these issues.

There was one response for a deep water berth and one against.

**SA14 How might the development plan policies support greater commercial investment in and around the airport's operational area and what opportunities might be explored?**

9 different individuals or organisations provided 12 responses to this question.

The Constables of Torteval and St Pierre du Bois were against further expansion of services at the airport and there was general recognition that the airport is located in a sensitive rural part of the island and any development needs to be carefully located to minimise landscape impact.

However, others, including Commerce and Employment and Public Services pointed out that in most UK airports the commercial side of the airport subsidises airline operator costs allowing for a greater choice of routes and lower flight costs.

A mixture of aero-nautical and other business uses were suggested, such as such as warehousing and distribution, light industry, office development, aircraft servicing and maintenance, aircraft catering uses, vehicle maintenance.

**SA15 What measures might be required to ensure the future operational functioning of the airport?**

6 different individuals or organisations provided 9 responses to this question including the States Departments of Commerce and Employment, Public Services and Home.

PSD highlighted that maintaining existing key services is the priority and flexible policy (like the existing RAP policy) that allows reaction to external drivers is important.

Maintaining centralised and focused facilities would assist border controls.

One respondent suggested that the airport could become more of a hub for the community and part of a local centre.

Improvements to the way passengers embark/disembark were suggested within the airport.

**SA16 What land uses, if located within the centres, would decrease the reliance on motor vehicles?**

11 different individuals or organisations provided 11 responses to this question.

It was pointed out that an aging population needs to have access to daily needs without using a private car. A wide range of suggestions were made including residential, employment, schools, shops, cafés and restaurants, post office, doctor's surgery and community space.

Factors other than land use were also suggested, such as greater flexibility for changes of use, greater densities, removing the car from local centres altogether, accompanied by an outstanding public transport system. If electric cars were to become more widespread, local centres would make good recharging points.

**SA17 How might the competing requirements of different transport modes be balanced to provide safe transport choices, whilst also balancing the competing economic, social and environmental impacts?**

9 different individuals or organisations provided 11 responses to this question.

There is general acceptance that travel by private car will remain an important way for people to travel around Guernsey and needs to be provided for, however there are many views on its place in the hierarchy and how much of the travel need can be met by public transport.

Ways to improve public transport provision included:

- Making local centres 'low speed, high integration areas', with shared surfaces for pedestrians, cycles, cars and buses. The local road hierarchy within local centres should be pedestrian as highest, cycles and buses in the middle and cars lowest.
- Increasing the number of buses travelling into the main centres during peak morning and evening times and reducing the number of 10 hour spaces available in the North Beach car park.
- Connecting arrival points, such as the harbour, by public transport.

The Environment Department Traffic Services Unit made practical suggestions to better accommodate the bus fleet, and to improve the bus interchange.

**SA21 How might development plan policies support the need for more flexible residential accommodation that is better able to meet the changing needs of occupiers?**

6 different individuals or organisations provided 6 responses to this question.

The three main points made here were that Lifetime Homes standards should be adopted for all/a proportion of new development, that buildings should be designed with internal flexibility to accommodate changing needs, and that it shouldn't be forgotten that traditional Guernsey homes have stood the test of time and still meet today's needs after several centuries.

**4.3 Natural and Built Character**

4.3.1 When preparing the new Development Plan(s) we need to think about what defines the character and distinctiveness of Guernsey. The Strategic Land Use Plan requires the following research studies to be carried out to assist the Environment Department in preparing the Development Plan(s) policies:

- A landscape character study and analysis (SLP27), and;
- An overall analysis of the built character of the Island (SLP32).

4.3.2 This topic paper provides people with the opportunity to inform how these assessments are carried out and to identify what features inform the character of different parts of Guernsey.

4.3.3 The topic paper proposes assessing the landscape and built character together in a two stage approach. Firstly to carry out an outline assessment of the tangible and intangible elements that define Guernsey's character and distinctiveness. Secondly, to carry out a detailed assessment on individual neighbourhoods or areas.

**N1 Do you think the two stage process is the right approach?**

9 different individuals or organisations provided 9 responses to this question.

Seven of the respondents supported the two stage approach. Involving the community and other stakeholders was particularly supported to add value to the desktop work. One respondent felt the two stage approach was too resource intensive and a further respondent felt that the two stages should be merged.

The UK Landscape Institute Guidelines were suggested as being useful in informing the methodology.

**N2 How do you think we should go about involving the local community in the Landscape and Built Environment studies? At what stage do you think involvement should be? How might this be best achieved?**

8 different individuals or organisations provided 11 responses to this question.

It was felt that the community should be involved from the earliest possible stage to secure buy-in and add value to the process. There was strong support for the Douzaines, The National Trust and La Société Guernesaise, being involved in the process.

**N3 Is there any additional information that might be of assistance?**

8 different individuals or organisations provided 8 responses to this question.

- La Société Guernesiaise transactions and studies;
- La Société Guernesiaise historic buildings section;
- Priaulx Library Guerin collection of photographs of Island life and scenes;
- 'Red Data Book' (a record of the species and habitats under threat in Guernsey)
- Biological Records Centre

A number of respondents felt that the list of protected buildings needed updating, and the Environment Department can report that this exercise is currently being undertaken. For further information see the States website: [www.gov.gg/article/2762/Protected-Buildings-Review](http://www.gov.gg/article/2762/Protected-Buildings-Review)

**N4 Do you think that this approach to the Character Study and to the use of statutory protection will facilitate a balanced approach to the management of change in the natural and built environment?**

11 different individuals or organisations provided 13 responses to this question.

There was overall support for the approach getting the balance right and the following specific comments were made:

- Conservation areas should be reconsidered in view of the aims and objectives of providing appropriate new development within local centres;
- Don't overlook the big picture in examining detail;
- There is increasing pressure on amenity land, not least from the increase in outdoor recreation and impact on the natural environment;
- A more pragmatic approach when considering the use and usability of building for 21st century occupation is needed.

**N5 Do you think the Character Study should give consideration to protection of local features such as buildings, trees, hedges, earth banks and boundary walls? If so, when and how should local features be identified?**

11 different individuals or organisations provided 11 responses to this question.

The unanimous response to this question was 'yes' with the caveats of doing this selectively and with care, and focusing on groups of features rather than individual features and having regard for modern ways of living when considering renovations.

It was felt there was a role for Douzaines and community plans in identifying local features.

**N6 In considering the existing guidance, are there any suggested improvements to the use of these? Is there any other type of guidance that you think would be useful in Guernsey?**

11 different individuals or organisations provided 12 responses to this question.

It was felt that the process should be streamlined to avoid conflicts between the planning, conservation and building control requirements. Suggested improvements are to create more flexible policies that don't just apply a formula and to highlight 'non-negotiables' and 'negotiables' in policies.

It was felt that additional guidance was needed on:

- How to integrate modern architecture into traditional settings;
- Accessibility
- Advertisements
- Design – in the form of guidance or codes and informed by local people. A particular desire for guidance for the Western Parishes was identified.

**N7 Is there any additional information or any issue you think has been missed in considering the future character and distinctiveness of Guernsey?**

9 different individuals or organisations provided 10 responses to this question.

The need to protect and manage skylines is a recurring theme along with integrating modern architecture and encouraging creativity in the historic setting.

For the landscape study a review of Sites of Nature Conservation Interest (SNCI) is required as some have lost their special interest and others are of greater significance than previously understood.

A set of guidelines are needed covering the value of Protected Buildings within the development process and a clear statement on the process of assessment and of subsequent design development and review of proposals for demolition, alteration and extension of Protected Buildings.

#### **4.4 Main and Local Centres**

4.4.1 The main centres of Town and the Bridge play important roles for the Island, contributing significantly to the Island's economy, containing some of the Island's most treasured built and natural environments and are in themselves places for communities to live. The new development plan(s) will play a crucial role in prioritising and shaping development in the main centres over the next 10 years, assisting them to perform their roles and maintain and enhance their vitality and viability.

4.4.2 Consultees were asked about what land uses were appropriate in main centres and how they could work together, how the public realm could be improved, how traffic and parking could be managed, and how other forms of transport could be encouraged?

4.4.3 With regard to local centres consultees were asked how local centres should be defined, what their role might be and what land uses are appropriate.

#### **Main Centres**



**C1 What do you think are the characteristic functions and activities in Town and on the Bridge?**

6 different individuals or organisations provided 6 responses to this question.

Town and the Bridge are the primary retail, commercial, administrative, leisure/recreation and Port/marine functions in the Island and are fundamental to Guernsey's unique 'offer' to businesses, residents and visitors alike. The Bridge has a more industrial emphasis, while Town has a commercial emphasis.

**C2 How could the physical environment of Town and the Bridge be improved to help them become better places to live, work and spend leisure time?**

12 different individuals or organisations provided 19 responses to this question.

General suggestions for improvements included creating a greater critical mass of commercial and residential activity to support shops and services, improving the environment through street cleaning and enhancing public spaces, increasing retail opening hours and allowing Sunday trading.

Several people wanted to see more emphasis on walkability and less on cars, though there was significant support for multi-storey car parks.

Other ideas included addressing the vacant units by allowing temporary uses.

Vacant units (thought to be caused by uncertainty over the Leale's Yard development) at the Bridge were also a cause for concern. Providing a more pleasant environment through greenery and attracting more people by directing more buses to the Bridge were recommended. A more radical proposal was to build a bridge link between the north and south quays at the Bridge to divert the traffic away from the commercial centre.

**C3 How could housing, large floor plate retail and office uses be accommodated within the main centres?**

7 different individuals or organisations provided 7 responses to this question.

The suggestions were varied and ranged from full scale transformation of areas to maximising the use of the underused existing built fabric.

- Create 'new' sites by relocating the bus terminal, developing Havelet Bay and North Beach car park.
- There could be potential to accommodate larger floorplates by looking at the internal areas of perimeter blocks.
- Look at redevelopment in underused areas
- Make use of the existing built fabric before building new developments

**C4 What factors could we consider in identifying opportunities to support general industry in and around the Bridge?**

8 different individuals or organisations provided 8 responses to this question.

An overarching approach to regenerating the Bridge was proposed, in which general and small scale industrial and marine related activities would play a role. The 'mixed use regeneration area' (MURA) policy approach was seen as been a successful tool in the past..

**C5 What are the competing uses for land around the harbours and how can these be best balanced to create functional ports and an attractive physical environment? How could we harness investment to achieve this?**

9 different individuals or organisations provided 10 responses to this question.

A long list of potential/existing users of the harbour areas was identified: fishing fleet, pleasure boating, transportation of passengers, goods and fuel, commercial freight storage, parking, retail, marine related engineering etc. It was recognised by many that a balance between functional ports and an attractive physical environment is unlikely to be created by accident and that currently the pressures on land and water have not been properly resolved or developed/exploited commercially. From a security point of view the Home Department would wish to see a layout that enhances efficient and effective working.

St Sampson's

It was suggested that retail and leisure uses should line the harbour, with industrial uses behind.

St Peter Port

Significant potential was identified for major improvement around Town's harbour area by the redevelopment of the (larger) surface car park area/s and replacement with comprehensively designed integrated developments including retail, bars, restaurants, offices, residential, marine related uses such as boat sales, cruise terminal etc, whilst retaining car parking either as under-croft or as roof-top car parking to meet the parking and operational needs of the town and port.

The role of the fish quay and other related marine industries in the character of the Bridge and as an economic activity was identified. This industry uses vital and limited facilities on the adjacent areas of the castle emplacement which are irreplaceable for the industry. Any attempts to gentrify the area could impact on these activities that form the core of the character of the area.

The vacant slaughterhouse is also seen as a major opportunity for reuse as part of the overall enhancement plans for the area.

**C6 In promoting extending the hours of business within the main centres what cultural or leisure uses do you think are missing from the main centres and how might they be encouraged?**

8 different individuals or organisations provided 8 responses to this question.

Missing uses identified are: cinema, bowling, skating rink, theatre, casino, nightclubs, harbourside hotel, cruise-related facilities, amusement arcade, bingo hall. A suggestion was made that all such uses should only be permitted within main centres.

It was also recommended that better use is made of existing venues, such as the bathing pools, Vale Castle and Delancey Park.

In terms of encouraging better use of the centres the following suggestions were made:

- Parking better related to venues
- Later running buses
- French opening hours (closed in the afternoon, but open in the evening)
- Close the seafront in an evening
- Address public perceptions of safety, Town has a reputation of being rowdy in an evening.

**C7 How can the development plan address improvements in visitor accommodation and access to visitor destinations within the main centres?**

8 different individuals or organisations provided 9 responses to this question.

It was felt that new visitor accommodation would be best located in main and local centres and the existing bed-stock should be preserved. Commerce and Employment's view was that more flexible opportunities to develop new visitor accommodation sites would help to encourage improvements, possibly by allowing a choice of development options on appropriate sites. A dynamic approach should encourage more inward investment and give greater scope for investors to follow new ideas or to be creative with existing sites.

Ideas for improving access included better navigation aids, such as signposts and real time travel information; better access by walking, cycling and public transport, including later running and more frequent buses; better maintained public toilets; and, extended opening hours.

**C8 What, if any other types of development do you think need to be accommodated in the centres over the life of the development plan?**

10 different individuals or organisations provided 11 responses to this question.

This questions elicited a range of responses as follows:

- Underground parking
- Visitor attractions
- More high street chains
- Residential
- Higher specification offices
- Pocket parks

**C9 What are the main things you think could be improved in the public areas of Town and the Bridge and how?**

10 different individuals or organisations provided 10 responses to this question.

There were divided views about car parking, with some wanting to see its visual dominance reduced and parking removed from the piers, with others expressly wanting it to stay on the piers. An improved bus terminus with better waiting areas and surrounding facilities will make it more attractive to users.

A number of people mentioned additional and more consistent wayfinding, but one person wanted to see less street clutter, including less litter both in Town and on the Bridge.

Increasing pedestrian priority and creating a 'retail loop' (a circular route for shoppers) was seen as a way of increasing vibrancy.

The Town Centre Partnership have plans to recreate Memorial Square at the top of Smith Street to incorporate the War Memorial and enhance the whole area.

**C10 Do you think there is a need for a permanent space for public events in Town and on the Bridge? If so, where?**

10 different individuals or organisations provided 10 responses to this question.

There was some support for new spaces, but greater support for better and multi-functional use of existing spaces, such as Town Church square, Market Square; the Crown & Albert piers; North Plantation; St Paul's Gardens; South Esplanade; North Beach; The Bridge; Vale Castle; St Sampson's Clock Tower and model yacht pond.

A new space could form part of a regenerated harbour area with a clear physical/locational link to the sea to exploit the Town's unique maritime setting and views.

**C11 In what ways should funding for improvements to public spaces be obtained? Is there a role for public/private/voluntary partnerships?**

7 different individuals or organisations provided 7 responses to this question.

There was universal support for the partnership approach, particularly through planning covenants, but other funding mechanisms were suggested. There was a note of caution about securing ownership and access rights.

**C12 How might we approach improvements to ease the negative impacts of traffic flow and congestion in Town and on the Bridge and create a balance between all road users?**

11 different individuals or organisations provided 12 responses to this question.

An island-wide transport strategy is required, which could consider an improved parking regime, electric vehicles, car sharing and car clubs. One respondent suggested congestion zoning and low emissions zoning, whilst another thought that congestion was overstated and rush hour was relatively painless compared to other towns.

There was good support for pedestrianisation generally, and specifically Trinity Square and Church Square were mentioned, along with the section of seafront from Fountain Street to the Weighbridge. It was suggested that this approach could be teamed with edge of town car parks with shuttle buses and/or walking routes into the centre.

There were a number of comments about the road layout at the Bridge with conflicts between pedestrians and motorists, and between motorists trying to park and those passing through.

Unsurprisingly improving car parking was a common theme, but this is dealt with under questions C13 and C14

- C13 How might adequate parking levels within Town and on the Bridge be provided while at the same time reducing the negative impacts of parking?**
- C14 How would we create a more appropriate balance of parking provision across each main centre?**
- SA18 How might the negative effects of car parking be minimised whilst ensuring the social and economic objectives of the States can be met?**

The comments received were similar in response to all three questions and so have been analysed together. A total of 17 individuals or organisations made 35 comments on these questions.

A car parking strategy needs to be determined in the context of a wider transport strategy and harbour strategy was the view of several respondents.

General support was noted for an improved balance of parking to the north and south of Town to aid the regeneration and vitality of retail uses in some areas.

Opinion is divided between those that want to see less car parking, and greater priority for the pedestrian and those that think there is not enough parking, with a particular concern that trade, particularly retail, will suffer if parking issues prevent people from coming into Town.

Amongst those wanting more car parking there was particular support for multi-storeys, generally locations where escarpments and land levels could be used to screen/enclose were recommended with the following specific locations being suggested: Havelet Bay (as part of a redevelopment of this area), Val des Terres, St Paul's Garden, Cambridge Park, Lower Charroterie, Dyson's Quarry, Leale's Yard and Vale Avenue.

Several suggestions were made about the design of multi-storeys, including locating them all or partially underground with a public space on the roof, wrapping carparks with development and considering security from the outset to reduce opportunities for criminal activity.

There was some support for additional levels of parking at North Beach and at the Model Yacht Pond, but others have more transformational ideas for these sites, where roof top or undercroft parking could form part of a mixed-use development scheme.

Electronic information about the number of remaining free parking spaces would prevent people from circulating looking for spaces.

- C15 What other measures should be considered to encourage/support cycling?**
- SA20 What development might be required to facilitate and encourage greater levels of walking and cycling?**

11 different individuals or organisations provided 18 responses to these questions.

The most common suggestion was for attractive and continuous cycle paths and tracks, particularly linking schools and main/local centres, but also recreational routes, signposted coastal/ rural walks/ trails to follow.

A further suggestion was made about adjusting the balance of carriageways more in favour of cyclists and pedestrians and investment in more “shared spaces” where motorists and vulnerable road users have equal priority. Several people suggested incentivising employers to provide cycle parking, shower facilities and bike loan schemes. An electric bike scheme has been suggested (based on the schemes in London and Paris).

**C16 How could pedestrian access, including disabled and pushchair access, be improved without compromising the special character of Town and the Bridge?**

5 different individuals or organisations provided 5 responses to this question.

New development should be accessible to all, and the Market Steps project demonstrates how accessibility can be incorporated into a historic setting, but such solutions might not always be possible. Kerbs impede wheelchairs and pushchairs and could be removed, as in some French towns.

**C17 How might the Town bus terminus be more appropriately located?**

7 different individuals or organisations provided 7 responses to this question.

It was pointed out that relocating the bus terminus would release this ‘valuable and scenic’ part of Town for redevelopment as part of the wider Harbour Strategy.

In terms of the sort of facility that is required, an interchange approach was recommended, rather than a terminus, which could be co-located with other transport modes, such as the airport, the ferry terminal and taxi ranks. Real-time travel information would allow buses to spend less time at the interchange and layover facilities could be provided elsewhere.

With regard to a location, North Beach or the Careening Hard?? were suggested but it was thought that St Peter Port shouldn’t be the automatic choice.

**SA19 What measures might be required to ensure good accessibility to public and other sustainable modes of transport for all users?**

**C18 How might Town and the Bridge be better served by taxis and buses and what additional facilities could be installed to make their use more desirable?**

6 different individuals or organisations provided 7 responses to this question.

Better waiting environments for buses and taxis and better (real time) information about services and a better balance between different road users were the key themes. The new bus operator contract is seen as an

opportunity to adjust routes and timetables, including the possibility of a shuttle bus between main centres.

### Local Centres

- 4.4.4 The Strategic Land Use Plan introduces a more flexible settlement strategy, allowing for limited development in identified local centres beyond the main built up areas of Town and the Bridge in acknowledgement of the opportunity to help strengthen and build sustainable communities. The following set of questions asked consultees about how these local centres might be identified and what their role might be?

**C19 If any, what other indicators might be included or removed in identifying local centres?**

9 different individuals or organisations provided 9 responses to this question.

There was general agreement that the indicators were about right, but perhaps could be tailored to the needs of particular centres e.g. older people need access to some different services to young families. Some potential additions included: crèche, children's nursery school, dentist, bus information systems, electric vehicle charging point.

This comment summarised the sentiment well 'It would be best to identify local centres around historic community functions such as parish halls and Douzaine rooms, so that the administration of the parish is carried out in the heart of the community, and so that government functions can be provided in the same location. Locating Local Centres near transport hubs, specific leisure facilities and existing population concentrations is preferable.'

**C20 What other factors will be important in making this assessment?**

6 different individuals or organisations provided 7 responses to this question.

Most comments referred to the need to clearly define the centres either through zoning or criteria and to determine how tightly drawn any boundaries will be to allow flexibility between linear centres and compact centres.

It was highlighted that the purpose of Local Centres must be to reduce car use, improve public transport, improve community cohesion and to protect the rural environment, and therefore their locations must be decided on the basis of where would be the best place for them in practice to achieve the desired outcomes.

One respondent felt that each Parish should have a local centre, and each Parish should be given the opportunity to feed their views into where that local centre should be, and how it should develop into a vibrant and sustainable community.

**C21 Is the accessibility profile of approximately 500m radius still appropriate or might this be extended to account for ease of cycling?**

7 different individuals or organisations provided 8 responses to this question.

There was divided opinion as to whether or not the radius should be extended, with those against it saying that cycling can be encouraged in other ways and to change the radius would distort other indicators.

Further comments stated that the central point for calculating the radius needed to be agreed and topography taken account of when determining development radii.

**C22 How might the development plan(s) address the role of the local centres?**

9 different individuals or organisations provided 12 responses to this question.

This question drew out a few comments against development in the rural parishes or at most the use of existing properties and brownfield land.

Others more in favour of supporting local centres thought that the Parishes should be given a methodology to understand and develop their own community, in the model of a village or small town, encouraging a uniqueness that distinguishes them from the other local centres, whether that be by facilities, geography, commerce or character.

St Martin's is seen as a successful local centre that could be a template for the mix of facilities that works.

**C23 & H6 What scale and type of housing development might be appropriate within the local centres?**

10 different individuals or organisations provided 18 responses to this question.

This question elicited responses on the full spectrum of scale of development from no development at all, to restricting development to specialist housing in the form of social housing, affordable housing, first time buyers and elderly persons housing, through to significant levels of housing to make services viable and make strategies such as energy, transport etc. easier to deliver.

The most common response was to permit only minimal development in local centres, where it added to the character and reinforced sustainability. It was felt the amount of development should depend on the individual needs of each local centre, and the focus should be on specialist housing, e.g. first time buyers, elderly downsizers.

**C24 What scale and type of employment development might be appropriate within the local centres?**

8 different individuals or organisations provided 8 responses to this question.

It was suggested that a variety of employment uses were required to give people the opportunity to live and work in the same parish and reduce commuting, but specific uses should depend on the circumstances of each centre.

Office based activities were felt to be most appropriate, but light industry shouldn't be ruled out with provision for small workshops for young artists, engineers and carpenters specifically being mentioned.

Two respondents felt that employment development was not appropriate in local centres and these were the same respondents that wanted to see very limited or no housing developments in local centres.



**C25 Should the development plan(s) establish a hierarchy of local centres?**  
6 different individuals or organisations provided 7 responses to this question.

Four respondents didn't feel the need for a hierarchy providing there was scope for centres to be of differing sizes, roles and balance of uses.

**C26 What mechanisms do you think we should consider to encourage redundant glasshouse sites to be cleared to provide valuable open space?**

14 different individuals or organisations provided 16 responses to this question.

There was general support for redundant glasshouses to be redeveloped for housing or employment providing they were within local centres or within a developed area (i.e. sustainable locations). There was also a clear sentiment that outside those areas the land should be returned to open land either as agriculture, horticulture, camping or outdoor sports.

It was generally accepted that State intervention would be needed to clear redundant greenhouses on rural sites, due to high costs for little financial return, and suggested mechanisms are:

- Incentives such as free/subsidised clearance schemes (mildly successful but expensive in the past)
- Direct compulsion (it must be cleared if not used commercially for two years)
- Indirect pressure through punitive TRP
- Grants with associated controls on future development and use for a fixed term
- Economic enablers – i.e. very limited changes of use linked to clearance and restoration within a particular timetable
- Loans to fund clearance (if cash is an issue) and which could be linked to the establishment of allotments. If land was rented to allotment holders the owner could fund the repayment of the loan
- Raise money through developer contributions
- Create a social programme for unemployed people to clear the sites.

### Community Plans

**C27 What might be the role of Community Plans in the plan making process?**

6 different individuals or organisations provided 6 responses to this question.

The concept of Community Plans and the opportunity they allow for local people to get involved in shaping the look and feel of their own areas was welcomed. It was felt that Community Plans could have a role in identifying the types and amounts of development that are suitable in local centres.

One respondent questioned the need to add another layer of plans to the system, given their resource intensity, when parishes are already well engaged in the planning process.

**C28 How might Community Plans best be prepared and which bodies or agencies might lead in their preparation?**

5 different individuals or organisations provided 5 responses to this question.

There was a strong feeling that Community Plans should be produced at the Parish level. It was suggested they could be led by the Douzaines, in consultation with businesses, residents, visitors, landowners, and be influenced and informed by the States.

**C29 Is there any main issue you feel has been missed or any additional comment you would like to make in considering the future of the main and/or local centres?**

7 different individuals or organisations provided 9 responses to this question.

The responses to this question were a general call for an integrated and robust approach to plan making that sets out a vision and individual roles clearly.

A more specific comment was made about the impact of policies on main and local centres on policing and a call for ongoing engagement with the Home Department throughout the plan review process.

## **4.5 Housing**

4.5.1 This topic paper poses questions about how and where land for housing should be identified, what form of housing is needed and how social and affordable housing should be delivered.

**H1 How might the development plan review approach the identification of land for housing to meet the new strategic spatial strategy?**

12 different individuals or organisations provided 12 responses to this question.

There was a call for a systematic approach, based on criteria or a sequential test to ensure that the most sustainable locations are developed first. One suggestion was to map all possible sites and suggest densities to help determine the capacity for new housing and a further suggestion was that land could be identified through the Community Plan process.

Some specific ideas were posed about where the supply of land for housing should come from. These are:

- Brownfield sites
- Reuse of vacant industrial/office buildings
- Redundant glasshouses
- Existing HTAs
- Reclaim Belgrave Bay
- Greenfields if it meets community needs

**H2 How might the development plan(s) address the issue of appropriate housing densities? What measures might be introduced to protect the character and identity of settlements?**

9 different individuals or organisations provided 9 responses to this question.

There was general consensus that densities should be maximised, particularly in main centres and local centres, but that densities should reflect

local character and be related to other policy objectives. It was thought it would be helpful to identify density ranges appropriate to each centre.

**H3 Is it appropriate to retain existing Housing Target Areas (HTAs) as strategic housing land reserves in the development plan review? Could any be re-designated as new housing land allocations?**

11 different individuals or organisations provided 11 responses to this question.

There were opposing views on this question, four respondents wanted to see HTAs retained and five wanting to see them reviewed.

Those wanting to see them reviewed felt the process of releasing them was too protracted and there were better ways of allocating land for housing, such as allocating sufficient specific sites to meet the Island's housing target taking into account the likely future population of the Island; and the supply from windfall-sites. It was also felt that the sites need to be reviewed in line with a transport strategy and housing need.

One respondent in favour of retaining the system, despite its protracted nature, felt that it ensured only appropriate locations are considered for housing development followed by assessment by an independent person at Planning Inquiry.

**H4 What do you consider to be the role of 'windfall' sites in meeting housing supply targets?**

8 different individuals or organisations provided 8 responses to this question.

There was general acceptance that windfall sites will continue to be an important source of new housing, despite them being a finite resource and the difficulties in predicting how much housing they will yield.

It was felt that windfall sites should not be allowed to contribute towards a gradual sprawling of rural centres or settlement areas.

Hotels, packing sheds, boiler houses and ruins were identified as potential sources of windfall housing sites.

**H5 If there is a proven need to release greenfield sites...for new housing within and around the main centres of Town and the Bridge, what factors would you consider important in identifying them? If phasing is required, how might the plan review provide for their phased release?**

9 different individuals or organisations provided 10 responses to this question.

The Constables of Torteval and St Pierre du Bois were against the release of any greenfield sites, however most people accepted that greenfield sites would be appropriate for development in certain special circumstances and as part of a sequential test (i.e. when no other suitable brownfield sites are available). These mainly relate to the sustainability of the site in relation to its proximity to services and public transport and not contributing to urban sprawl, but also to accommodate specialist housing (like older persons housing) where alternative sites might not be available.

As an aside it was mentioned that Urban Area Plan and Rural Area Plan boundaries should be reviewed, and this is in fact taking place as part of the plan review.

**H6 What scale and type of housing development might be appropriate within the local centres?**

See C23.

**H7 In considering the location and delivery of housing, do you think we have covered the main issues or are there any additional issues or comments you would like to make?**

10 different individuals or organisations provided 11 responses to this question.

This question attracted a number of general comments supporting the focus of development on main centres, seeking protection of residential amenity and ensuring that families are catered for given the focus on smaller homes.

The Home Department specifically mentioned the impact of dense built environments on crime rates and that the layout of streets and buildings should aim to design out crime.

The possibility of creating ‘retirement villages’ was mentioned as a way of providing for older people’s housing needs.

Relating targets to completions, rather than planning consents, was mentioned.

**H8 Do you support the principle of seeking contributions from housing sites for social and affordable housing? If so, which approach do you think should be considered?**

12 different individuals or organisations provided 13 responses to this question.

There was general support for funding affordable housing (and other community benefits), through a contribution based system, as opposed to a tariff-based system. There were mixed views about whether this should apply to all sites, or only those over a certain threshold.

One respondent questioned the need for more social housing in the Island. The forthcoming Housing Needs Survey will provide the answer to that question and will inform planning policy on housing.

**H9 Are there any other main issues in respect of the availability of differing housing types and tenures that you feel need to be addressed or any additional comments you would like to make?**

10 different individuals or organisations provided 10 responses to this question.

A range of responses were received in answer to this question including:

- New social homes being indistinguishable from other homes (tenure blind)
- More attention needed on Open Market housing
- Greater support for first time buyers

- New homes meeting lifetime homes standards and needs of the elderly generally

## 4.6 Employment and Economy

- 4.6.1 This topic paper considers the future land and premises requirements of all the main sectors of business in the Island and where it might most appropriately be located.

### Office Accommodation

#### E1 **How can new larger scale office development help to deliver wider economic, social and environmental benefits?**

6 different individuals or organisations provided 6 responses to this question.

It was felt that contributions from new office developments could pay for public realm and infrastructure improvements and should become physically more accessible. If access to accommodation above ground floor retail units could be improved, this would release an underused resource.

Respondents also used this question to state that primary office space (highest specification) was required to allow businesses to evolve and provide a pipeline to maintain competitive rents; and that secondary space should be allowed to convert to residential uses.

#### E2 **Do you have any comments on future capacity and demand levels for new office provision in the main centres?**

9 different individuals or organisations provided 10 responses to this question.

It was felt there is shortfall of purpose built, high quality offices with large floorplates and parking. There needs to be some headspace on existing provision to avoid rent inflation and to accommodate existing needs but office development will only happen when developers are convinced that they will get a return on their investment either because they predict market demand or, more likely, have pre commitments to lease.

Past experience suggests the need for new accommodation would be of the order of an average 50,000 square ft per annum, achieved through a combination of new build and upgrade of existing properties. There was some uncertainty about the impact of removal of LVCR on the demand for office accommodation in the short term.

#### E3 **Are there any measures that could assist the process of unlocking additional office accommodation from existing premises in the main centres?**

7 different individuals or organisations provided 7 responses to this question.

A number of suggestions were made ranging from more flexibility about changes of use and office refurbishments, to façadism (retaining the front of the building and redeveloping the rest of the site) to create larger floorplates and complete redevelopment of certain areas.

#### E4 **To what extent do you see home-based employment as being important during the next ten years, in terms of office space/service-based employment?**

7 different individuals or organisations provided 7 responses to this question.

There was the general opinion that this is a slowly growing trend, and despite the technology now being widely available, uptake has not had an impact on office space requirements as it is more culturally acceptable and/or efficient to co-locate workers in an office.

It was noted however that for some people home-based working could be a lifeline to accessing employment. Such people could include disabled people and those with dependent children or relatives. The impact is more on the adaptability of housing than office space.

**E5 Do you think we have identified the main issues that will ensure the future provision of good quality office space in Guernsey? If not, what further matters do you think need to be taken into consideration?**

6 different individuals or organisations provided 6 responses to this question.

A number of points were made about the appropriate location for offices, with one respondent mentioning that they should be co-located with other uses to prevent 'dead' areas after 5pm. Getting a greater understanding of what might influence the need for office space in the future was also mentioned.

**Industrial & business development**

**E6 Given the amount of industrial/warehouse space available and vacant and disused industrial premises how important is it to identify further land for industrial purposes and why?**

10 different individuals or organisations provided 10 responses to this question.

There was a general consensus that there was a need for additional low rent, basic accommodation for low value added service industries with some respondents thinking that existing industrial land should be redeveloped to meet this need and others thinking that new more appropriately located industrial sites should be found.

**E7 Would the identification of specific sites as strategic industrial reserves ensure an adequate future land supply for all sectors?**

8 different individuals or organisations provided 9 responses to this question.

There was support in principle for strategic industrial reserves, particularly given competing demand for land for housing, but it was felt that more needed to be known about what the demand was likely to be, in terms of amount, location, infrastructure requirements etc. The advantage would be allowing industries to cluster. It was felt that the take up of sites would need to be monitored with a hierarchy of alternative uses permitted.

One respondent felt that given the extent of the vacant and derelict industrial premises along with appropriately located redundant glasshouse sites there is probably no need for the identification of strategic reserve sites. Derelict glasshouse sites should be seriously considered as strategic industrial reserves. Utilities could also be directed toward these land parcels creating small industrial 'parks' using 'agricultural style buildings in keeping with the rural area.

- E8 What measures might be appropriate in the future to protect industrial land and accommodation?**  
7 different individuals or organisations provided 7 responses to this question.

The comments mainly related to policy wording protecting the loss of employment land to non-employment uses, except in specific, identified circumstances.

- E9 What types of business/industrial use (if any) would be appropriate in local centres?**  
8 different individuals or organisations provided 8 responses to this question.

There was consensus that some industrial uses would be appropriate providing they were low impact in terms of vehicle movements, noise and odour. Specifically mentioned were workshops for start up businesses and support services such as car maintenance.

- E10 What is the likely demand for small scale business premises outside of the urban/local centres and what types of small-scale businesses might need these locations?**  
7 different individuals or organisations provided 7 responses to this question.

Construction yards, agricultural and dairy holdings, horticultural holdings, manufacturing, countryside pursuits, farm shops and reclamation yards were all suggested along with sole traders in professional services. The likelihood of premises being cheaper outside of centres was the main reason cited for the need for such locations.

- E11 Is there a need to differentiate between land required for low value industries and the requirements of other industry/business?**  
10 different individuals or organisations provided 10 responses to this question.

There were mixed opinions in response to this question. Those who thought there should be a distinction cited the demand for low-value sites and the difficulty in finding suitable sites, which can often lead to unauthorised use of inappropriate sites necessitating a criteria-based policy to identify suitable locations. Guernsey Electricity commented that from an electricity network approach a distinction was useful. For an example the Belgrave Vinery site has an existing cable network to support Data Parks and large industry where other sites require further infrastructure to meet demand.

Those who didn't support a distinction felt the market should be left to decide what's viable, and this shouldn't be necessary provided the impacts are managed effectively through planning policy.

- E12 Do you think we have identified the main issues that will enable us to consider the provision of a comprehensive range of accommodation for all types of business and industry? If not, what further matters do you think need to be taken into consideration?**  
4 different individuals or organisations provided 4 responses to this question.

It was thought that more information about existing businesses was needed to help identify trends and future needs. It was also mentioned by two

respondents about the need to enforce/prevent industrial uses in unsustainable rural locations in glasshouses.

## Retail

**E13 How can the distinctive character of Guernsey's shopping areas be maintained and strengthened whilst meeting the evolving demands of local customers?**

7 different individuals or organisations provided 7 responses to this question.

In summary, respondents felt that larger floorplates should be permitted behind facades to attract anchor stores, the retail core should be shrunk to concentrate footfall and a retail loop of shops and parking created combined with resisting large-scale retail outside the main centres.

In terms of the physical environment improvements to the streetscene are needed, with new development (including signage) reinforcing the historic character of Town.

**E14 What would determine a good location to provide new retail development in Town?**

5 different individuals or organisations provided 5 responses to this question.

Many of the responses related to the importance of footfall, with developments either needing to reinforce existing areas of high footfall, or being significant enough in their own right to generate high footfall. Other suggestions were accessibility and parking.

**E15 Are there some areas of Town which no longer enhance the vitality and viability of the retail core? If yes, why is this the case?**

6 different individuals or organisations provided 6 responses to this question.

Market Square, Mill Street, Smith Street and Lower Pollet were identified as the peripheral areas with lower footfall. The main reasons cited for this were the locations of the main car park at North Beach focusing footfall on Le Pollet and High Street (and away from Market Square) and the poor pedestrian environment in Smith Street and Lower Pollet. It was considered that the large retail units at Admiral Park has had some detrimental impact on the town centre retail.

**E16 Is there scope for diversification/greater choice in the retail sector? If so, what might be the limitations?**

6 different individuals or organisations provided 6 responses to this question.

There was general agreement that greater choice in the sector would add to St Peter Port's attraction, and that the planning regime needs to support that. It was considered that such diversification will come from the private sector, and most likely from small, local companies as it was thought that the size of the catchment area and a lack of suitable premises puts off some high street chains.

**E17 Do you think we have identified the main issues that will affect the provision of good quality retail space and retail choice in Guernsey?**

5 different individuals or organisations provided 5 responses to this question.



The only further issue identified was the need to consider the balance of retail between St Peter Port, Admiral Park and the Bridge, particularly given uncertainty over Leale's Yard.

## Tourism

- E18 What types of tourism-related development (including accommodation, attractions and/or marine based) could be the most economically beneficial and how could they improve quality and support the future viability and growth of the industry?**

6 different individuals or organisations provided 7 responses to this question.

Catering for water borne tourists was a clear theme, including the need for a cruise terminal, more impressive arrival experience for ferry/cruise passengers and other facilities.

Accommodation was the second clear theme, filling gaps in the market like a youth hostel, apart-hotel and quirky and/or heritage accommodation.

Abolishing Sunday trading laws was also mentioned to support tourism.

- E19 Is there demand for or benefit to be gained from building a larger scale, quality hotel?**

7 different individuals or organisations provided 7 responses to this question.

There were very mixed views about the need for such a hotel. The most supportive respondent felt that a hotel could form part of the major redevelopment of North Beach pier, one person supported a major brand name whilst another specifically did not want a brand name.

Any proposal would need to be mindful of impact on existing hotels and the attractiveness of Guernsey as a major conference venue, given the cost and convenience of travelling to the island.

- E20 Is there a need to prioritise the provision/improvement of facilities and developments which support the visitor experience? Which aspects should be prioritised?**

7 different individuals or organisations provided 7 responses to this question.

It was felt that there could be better wayfinding, information boards and travel information and pedestrian and cycle trails. Those features that also improved public transport should take priority and other projects should be low down in the States overall priorities.

The Treasury and Resources Department pointed out that in future the kiosks and public toilets that are currently States owned and managed could be provided in a different way in the future that led to better facilities.

- E21 What constitutes a tourist development or attraction? Do separate tourist attractions actually exist or are tourist facilities enjoyed equally by local residents and do tourists simply enjoy what locals enjoy about the island?**

5 different individuals or organisations provided 5 responses to this question.

Most people felt that locals and tourists used so-called 'tourist attractions' and that places where you would want to return to more than once are more likely to appeal to locals.

**E22 Are there any other comments you may wish to make on future development needs for the tourism/visitor economy over the next ten years?**

6 different individuals or organisations provided 6 responses to this question.

Comments generally related to recognising the importance of the tourism industry to the island, its connections with the finance industry and in particular the importance of an attractive natural and built environment as an integral part of the island's offer.

**Agriculture and horticulture**

**E23 What methods might be used to identify larger areas of contiguous agricultural land that are the most important for the agricultural industry?**

6 different individuals or organisations provided 6 responses to this question.

Firstly it was felt that it was necessary to define 'agricultural' land and distinguish it from other types of open land, perhaps through an island-wide audit and agricultural strategy. Whilst supporting agriculture is important pre-existing patterns of field delineations, hedgerows and boundaries shouldn't be eroded for large scale agriculture.

**E24 What methods might be used to identify smaller, more isolated areas of agricultural land, which are not desirable to the industry? What alternative uses might it be appropriate to accommodate in such areas?**

5 different individuals or organisations provided 5 responses to this question.

It was felt that the question insinuated that small parcels of land are not suitable for agriculture and this is not true. Such parcels of land are under threat from various types of domestication and where are truly not suitable for agriculture should be left fallow to encourage wildlife. Given the trend for locally produced food agricultural land should be safeguarded.

**E25 What is the likely demand for land for smallholdings and is there a need to differentiate this from other commercial agricultural operations?**

6 different individuals or organisations provided 6 responses to this question.

There were differing opinions about whether there should be differentiation. The case for differentiating smallholdings was seen as being their minimal contribution to the economy and the risk that where adjacent to gardens over time they become part of the residential curtilage, and thus removed from agriculture. The smallholders association should be able to provide further information on their needs.

**E26 What are the main development requirements in helping to secure and maintain a sustainable level of horticultural production?**

6 different individuals or organisations provided 6 responses to this question.

There was a general presumption that the industry will continue to contract and that the remaining industry will concentrate on fewer, larger sites with modern glasshouses. There will be a need for ancillary buildings, packing

sheds and such like, but these will need careful control to prevent change of use out of horticulture. It was felt that much of the glass in the Island is old and outdated, even if the industry was revived.

**E27 Do you think we have identified the main issues which will support viable agricultural and horticultural industries while enabling us to balance the competing demands on rural land? If not what other matters should be considered?**

8 different individuals or organisations provided 8 responses to this question.

There was strong support for locally produced goods, including the dairy herd, and for preserving the remaining countryside in general.

**Emerging businesses**

**E28 What sorts of policy approach may help to facilitate emerging businesses?**

6 different individuals or organisations provided 6 responses to this question.

Responses focused on the need to provide a flexible policy framework for all types of business, perhaps with a focus on supporting the sectors identified in the Oxford Econometrics Report 'Towards an Economic Development Strategy for Guernsey.'

**E29 Do you have any thoughts about the types of new businesses which may emerge in the future and how these may be accommodated?**

5 different individuals or organisations provided 5 responses to this question.

The sectors identified in the Oxford Econometrics Report 'Towards an Economic Development Strategy for Guernsey' with ICT businesses most commonly suggested.

- Professional Services (including support of finance sectors)
- Renewable Energy (energy security, research)
- ICT (e-security and e-finance)
- Tourism
- Aviation (private aviation)
- Creative (e.g. digital, ICT and film industries)
- Health (Tourism, Research and Care)

**4.7 Recreation, Culture and Community**

4.7.1 This topic paper covers recreational facilities, indoor and outdoor leisure, social infrastructure and cultural identity.

**R1 Is there a need for additional indoor and/or outdoor sporting, leisure and recreational space? If so, for which sports and how might these best be accommodated?**

7 different individuals or organisations provided 7 responses to this question.

It was generally felt that the quality and extent of facilities is very high, and far better than would be found in the UK. One sport that might need further provision is volleyball. There was concern that existing policy encourages leisure uses in central areas where they compete with higher value uses.

**R2 What future role might existing schools play in the provision of dual use recreational facilities?**

6 different individuals or organisations provided 6 responses to this question.

There was full support for making more effective use of school facilities, particularly swimming pools, sports halls and playing pitches.

**R3 Should the development plan(s) protect recreational open spaces? In what circumstances might their loss be justified?**

8 different individuals or organisations provided 8 responses to this question.

It was recognised that all open space, not just that used for recreation, will become more important as population densities increase and there was a call for their protection, in all but the most extreme circumstances, unless alternative provision was made elsewhere.

**R4 How might the development plan(s) allow for the creation of allotments in appropriate locations?**

10 different individuals or organisations provided 10 responses to this question.

There was general support for the provision of allotments (mainly on the outskirts of main and local centres) with consensus that old vinery/glasshouse sites should be used.

**R5 How might the development plan(s) address the recreational keeping of horses?**

8 different individuals or organisations provided 8 responses to this question.

There was a general presumption that keeping of horses should come secondary to agricultural need, but that they did make a contribution to the rural economy. There was concern that along with the extension of garden areas, allotments etc, horse-related uses add to the creeping urbanisation of the countryside.

**R6 Is there any main issue in respect of 'recreation' that you feel has been missed or any additional comments you would like to make?**

4 different individuals or organisations provided 4 responses to this question.

It was commented that major parts of the island that are passively recreational, in terms of beaches, cliff paths and commons and should be protected from development and considered part of the character and uniqueness of the Island. The need to design out crime when planning public spaces was also mentioned.

### **Cultural identity**

**R7 How might Guernsey's unique cultural identity be protected, reinforced and promoted?**

6 different individuals or organisations provided 6 responses to this question.

It was commented that it should be first understood and defined before making policies. Others thought that planning policies should support the protection of heritage assets, the use of Guernsey French and cultural activities.

**R8 What currently under-used or under-valued public spaces might appropriately accommodate events? And where might new outdoor event spaces be located?**

7 different individuals or organisations provided 7 responses to this question.

A range of underused spaces with potential were mentioned:

- St Paul's sunken gardens
- Saumarez Park
- Vale Castle
- Surface car parks in harbour areas
- St Germain Quarry
- Area between Home Farm and Rue des Carterets
- Dedicated BMX/horse trails on cliffs
- Area behind Castel hospital

**R9 How might the Development Plan(s) promote the introduction of temporary and permanent public art?**

7 different individuals or organisations provided 7 responses to this question.

There was majority support for making public art an integral part of new development, financed through developer contributions or sponsorship. An 'art trail' could promote it.

The one dissenting voice did not think art should receive special treatment.

**R10 Is there any main issue in respect of 'Cultural Identity' that you feel has been missed or any additional comments you would like to make?**

5 different individuals or organisations provided 5 responses to this question.

It was felt that the Guernsey French language was an important part of Guernsey's identity that is being eroded and that more should be made of French influences on culture and the island's relationship with the other Channel Islands and France.

**R11 Is there a need for more social and community facilities to serve local communities? What particular role could these fulfil into the future?**

9 different individuals or organisations provided 9 responses to this question.

Respondents identified a need for more multi-functional, non-denomination spaces within St Peter Port, but also within some local centres. It was also felt that given the aging population there might need to be a bias towards providing for older people. A systematic approach to auditing existing facilities and identifying and filling gaps was called for.

**R12 How might the Development Plan(s) address provision of different types of burial and memorial grounds?**

7 different individuals or organisations provided 7 responses to this question.

Given the pressures on land in Guernsey and the likelihood of the need for consecrated ground for burials continuing to decline, space efficient solutions were recommended such as cremations, reusing burial plots and green/woodland burials. However, a couple of respondents felt that it wasn't a pressing issue for this plan.

- R13 Is there a need for additional pre-school education facilities?**  
6 different individuals or organisations provided 6 responses to this question.

It was generally considered that the current level of provision is about right, but that a systematic approach could be warranted to identify spare capacity or deficits, given the importance of nursery education in a child's development.

- R14 What services may need future provision to be made through the Development Plan(s)?**  
7 different individuals or organisations provided 7 responses to this question.

The rationalisation of Police, Prison & Customs into a single central location was mentioned by most respondents, along with community-based policing.

- R15 What benefits or problems might result from the rationalisation of services?**  
6 different individuals or organisations provided 6 responses to this question.

The Home Department provided a detailed response to this question and R14, which states that the benefits of centralising services are not restricted to improved response times but represent the opportunity for long term efficiency savings and greater resilience and flexibility provided by access to shared services and staff.

One respondent questioned the efficiency of co-locating services, and might actually hinder response times if different types of emergency vehicle were using the same routes, as opposed to approaching the incident from different directions.

A further respondent questioned how much of a land use planning issue this was.

- R16 How might the Development Plan(s) continue to protect social and community uses? What might be the circumstances that would allow for their loss?**  
8 different individuals or organisations provided 8 responses to this question.

The comments are summarised well in this response: 'The new Development Plan could include a Policy protecting social and community uses and facilities from redevelopment for alternative uses unless it can be shown that the replacement development would provide at least an equivalent facility or that there is no ongoing need/demand for the particular facility.'

- R17 Is there any main issue in respect of 'Social Infrastructure' that you feel has been missed or any additional comments you would like to make?**  
3 different individuals or organisations provided 3 responses to this question.

One respondent commented that the interface between people and places is a critical element of community development, and while specific facilities are of great value, the places and spaces between them are probably more important in terms of community cohesion. Having vibrant, safe and engaging streets should be a vital goal of any development plan.

**R18 Should the Development Plan(s) make provision for the creation of new public parks and public open spaces?**

8 different individuals or organisations provided 8 responses to this question.

The creation of new spaces was generally supported, and it was commented elsewhere that fields within the urban area also provide valuable open space and are part of the character of these areas. However, it was pointed out that the island has a large resource of semi-natural, informal spaces (such as beaches) that development could contribute to the enhancement of, rather than providing new spaces in all cases.

**R19 How might the Development Plan(s) enhance the recreational potential and accessibility of the countryside, including the coastal fringe and beaches?**

7 different individuals or organisations provided 7 responses to this question.

Various suggestions included:

- Improving facilities for beach users;
- Focusing community facilities near the beach;
- Connecting up the green lanes/footpath network;
- Creating a coastal cycle route; and
- Ensuring new development doesn't hinder access.

**R20 In what circumstances might loss of recreational open space be acceptable?**

7 different individuals or organisations provided 7 responses to this question.

The general response was 'never,' or only in exceptional circumstances, such as the space being critical to the sustainable development of a local centre, or where it can be proven there is no current requirement, or likely future requirement for the space.

**R21 In what circumstances might development of redundant greenhouse sites for leisure uses be acceptable?**

8 different individuals or organisations provided 8 responses to this question.

There were a variety of suggestions in response to this question, but they mainly related to outdoor leisure like allotments, woodlands, keeping horses and golf driving range.

**R22 Is there any main issue in respect of 'Open Space' that you feel has been missed or any additional comments you would like to make?**

7 different individuals or organisations provided 7 responses to this question.

A variety of issues were raised including:

- Giving consideration to streets as open spaces and opportunities for their enhancement to create safe environments for walking, cycling and interaction;
- Improving the bathing pools as an underused resource;
- Maintenance of spaces;
- Access to open space on foot.

**R23 What role if any should the main and local centres play in the provision of recreational, cultural and community uses?**

7 different individuals or organisations provided 7 responses to this question.

All the responses were along similar lines summarised well in this response: 'The Main and Local Centres should be the 'focus' for the location of new and improved social, recreational, cultural and community uses as they help to foster friendships, social interaction, support groups (e.g. young mothers, clubs for the elderly) and the creation of identifiable communities.'

## **5 Next steps**

- 5.1.1 The Environment Department would like to take this opportunity to thank everyone who has taken part in this consultation and has clearly given a lot of thought as to how the Island should develop in the future. They have given us valuable insight into how the Island functions and what people value from a variety of perspectives. Whilst it is natural to consider all aspects of a topic in the round, the development plan is only able to consider those aspects that can be managed through land use planning. Where comments have been given that do not relate to land use every effort has been made to pass these on to the relevant organisation or States Department.
- 5.1.2 Along with other information being gathered from various sources and the technical work being carried out by the Environment Department the comments received on the topic papers will inform the identification of key issues and options to be addressed by the Development Plans. The Environment Department will also be undertaking widespread consultation on Issues and Options later in the year. This consultation will again be advertised through a variety of media. Meanwhile, any further updates will be available on the States website, or through emailed newsletters.



