

# Local Planning Brief

September 2024

## St Peter Port and St Sampson Harbour Action Areas

States of Guernsey

Extract of Submission Draft



# Contents

Introduction to this summary extract of the Local Planning Brief	3
6 Vision and objectives	5
7 Development themes and policies	9

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# Introduction to this summary extract of the Local Planning Brief

## Purpose of the document

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

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

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

## Content of the document

This condensed version of the Local Planning Brief covers:

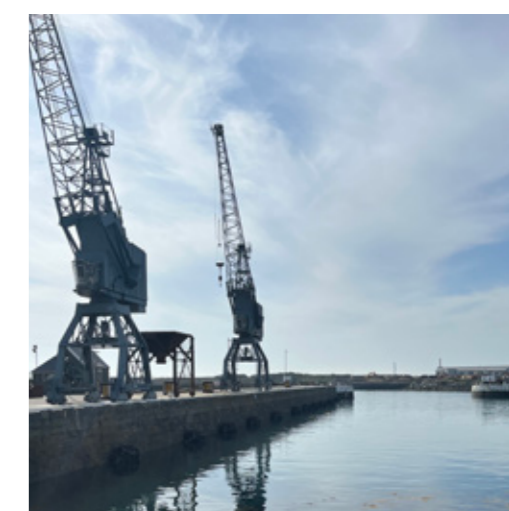
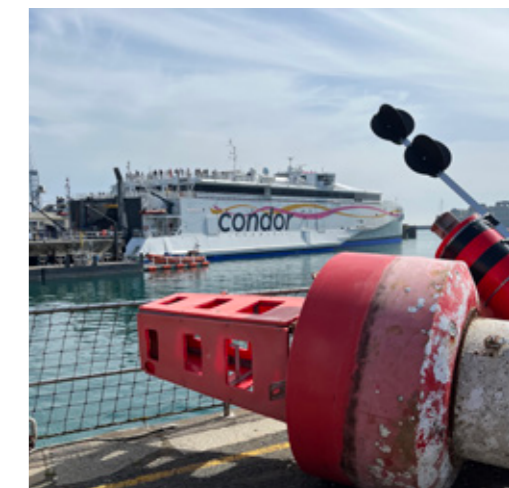
- The vision and objectives of the LPB.
- The policies and supporting guidance.
- The proposals maps.

This shortened document has been put together to aid with the Inquiry process. The Inquiry process will invite feedback on the policies set out in the LPB and their supporting guidance, not the rest of the document.

Please see the full version, and the appendices, if you would like further information on "the analysis done; the engagement with the public and stakeholders; how the LPB might interact with other key infrastructure projects; or the purpose of the document.

## Finding a section in the document

- If you are interested in policies relating to the **harbours and infrastructure**, see policies on p. 10-13.
- If you are interested in policies relating to the **marine sector**, see policies on p. 14-16.
- If you are interested in policies relating to **new and expanded uses across the harbours**, see policies on p.17-19.
- If you are interested in policies relating to **culture, heritage, tourism and leisure**, see policies on p. 20-21.
- If you are interested in policies relating to **transport and movement**, see policies on p. 22-24.
- If you are interested in policies relating to **climate resilience and the natural environment**, see policies on p. 25-29.



# 6 Vision and objectives



## 6 Vision and objectives

### Overall Vision and Objectives

#### Overall Vision

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

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

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

Theme 1: Resilient harbours and infrastructure

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

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

Theme 4: Culture, heritage, tourism and leisure

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

Theme 6: Climate resilience and the natural environment

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

### Overall Objectives

#### Theme 1: Resilient harbours and infrastructure

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

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

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

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

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

#### Theme 4: Culture, heritage, tourism and leisure

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

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

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

#### Theme 6: Climate Resilience and the natural environment

- Phasing of development will ensure it comes forward when adequate climate and flood mitigation measures have been put in place. Such measures will need to be area-wide rather than site-specific to protect existing as well as new uses.
- The HAAs will contribute to the island’s transition to net zero, considering renewable energy production, efficient use of land, and encouraging behavioural change to reduce carbon emissions.
- Green infrastructure and public realm improvements will be required across the HAAs to tackle the existing dominance of hardstanding, and help strengthen wildlife habitats, address biodiversity loss, provide shelter and act as places for people to stop and enjoy the view.



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



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



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

## St Peter Port Vision and Objectives

### St Peter Port Vision

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

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

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

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

### St Peter Port Objectives

#### Theme 1: Resilient harbours and infrastructure

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

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

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

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

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

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

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

#### Theme 5: Culture, heritage, tourism and leisure

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

#### Theme 6: Climate Resilience and the natural environment

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



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



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



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

## St Sampson Vision and Objectives

### St Sampson Vision

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

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

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

### St Sampson Objectives

#### Theme 1: Resilient harbours and infrastructure

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

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

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

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

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

#### Theme 4: Culture, heritage, tourism and leisure

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

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

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

#### Theme 6: Climate Resilience and the natural environment

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



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



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



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

# 7 Development themes and policies





# 7 Development themes and policies

## 7.1 Overall Focus on Resilience and Supporting the Island and Town

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

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

The six themes are as follows:

■ Theme 1: Resilient harbours and infrastructure

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

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

■ Theme 4: Culture, heritage, tourism and leisure

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

■ Theme 6: Climate resilience and the natural environment

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

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

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

### Theme 1: Resilient harbours and infrastructure



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

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



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

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



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

### Theme 4: Culture, heritage, tourism and leisure



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

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



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

### Theme 6: Climate resilience and the natural environment



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

## Theme 1: Resilient harbours and infrastructure

### Policy 1.1 Protecting the port in St Peter Port

#### **PART ONE - Secure Port Area Consultation Zone:**

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

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

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

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

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

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

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

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

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



St Peter Port ferry and freight operations

## Case Study 1

### Fishbourne, Isle of Wight

#### Improving the efficiency and emissions of a passenger ferry terminal

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

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

Upgrades include:

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



Image © Wightlink

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

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

This will include protecting:

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

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

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

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

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

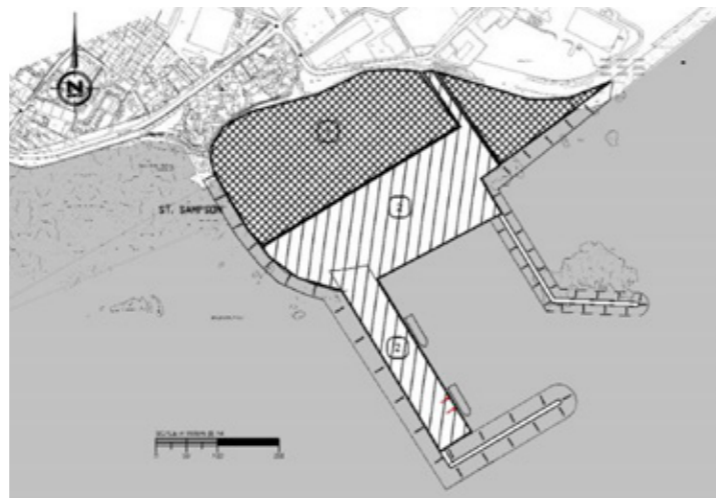
**Reason:** To ensure that appropriate options are kept open for a future harbour most likely to be located either to the south of Longue Hougue or to the east of St Peter Port White Rock Pier. To ensure this potential is retained for long enough for this key decision to be progressed and agreed.

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

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

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

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



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

## Case Study 2

### Roscoff Harbour, France

#### Balancing marine-related activities

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

The Roscoff harbour hosts:

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



New facilities at Roscoff Harbour, France

(source: <https://www.transeuropemarinass.com/marinas/port-de-plaisance-de-roscoff/>)

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

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

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

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

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

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

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



Harbour related activity as seen from The Bridge

## Policy 1.4 Fuel storage in St Sampson

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

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

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

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

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

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

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

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



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

### Policy 2.1 Safeguarding marine related industries

To support the:

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

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

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

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

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

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

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



A range of existing marine industry activities across both HAAs

## Policy 2.2 Supporting the marine leisure industry

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

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

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

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

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

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

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

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

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



Marine leisure uses across the HAAs

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

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

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

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

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

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

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

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



Marine leisure activities across the HAAs



**Case Study 3**

**Buckler’s Hard Yacht Harbour, Beaulieu River, Brockenhurst, South Coast**

**Marine leisure opportunities**

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



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

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

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

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





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

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

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

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

The diversification of uses and development in this policy needs to consider two broad sets of timescales:

- a) Short term or climate resilient 'active' uses that may come forward ahead of any comprehensive flood mitigation and with a shorter or meanwhile lifespan that does not prevent longer term permanent uses coming forward in time, such as temporary marine or leisure uses (e.g category B2 uses in policy 6.1)
- b) Longer term more permanent uses such as housing, offices or restaurants that need strategic flood mitigation to be in place (see theme 6) and that may be deliverable within key locations within the timescales for this LPB. These uses are likely to contribute active ground floors to provide leisure, tourism and town centre uses, other mixed uses and to increase housing supply in key locations such as to the north of the inner harbour in St Sampson in a way that is compatible with the retained and ongoing employment uses in these areas (once the bad neighbour uses have been relocated). (e.g. category A and B uses in policy 6.1)

New uses will need to ensure that key conditions required by other policies in this LPB and the IDP are met prior to approval.

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

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

Without a robust and long term flood defence strategy new development will be restricted to uses which whilst vulnerable to flooding would represent a level of investment typically related to more temporary or short term activities, which could be viable even with a shorter lifespan and capable of withstanding flooding. High value and longer term uses will need a workable and robust HAA wide flood defence strategy otherwise this kind of investment in new uses within the HAAs is unlikely.

Looking ahead over the next 10 - 20 years it is therefore necessary to consider two broad types of development, as identified in Policy 3.1:

- a) **Shorter term, meanwhile and flood resilient uses** might include opportunities for outdoor or temporary dining areas, or areas where arts and cultural activities can be enjoyed, for example in existing buildings, or within lower cost new build development. Small scale low risk activities that deepen the enjoyment people have in the HAAs and make Guernsey more attractive are encouraged and can happen from day one. What is termed short term uses under this policy can also include leisure, industrial and employment uses that are suitable for a marine environment and are resilient to flood risk and climate change without putting lives, businesses e.g. those with expensive goods or machinery at risk. In some cases these uses may be replaced by more permanent uses in time or it may be that they represent the kind of long term uses needed in the HAAs and because of their flood resilience can come forward from day one.
- b) **Longer term high investment uses** include new housing, mixed use developments, offices and hotels. It is expected that these uses would be around for at least 100 years and would be highly vulnerable to increased flooding without delivery of improved coastal flood defences. Issues of concern include both the buildings themselves but also the threat to life and emergency access to these uses in the event of a flood. Because of the need to protect existing and new uses flood defences will need to be area wide and could not be site specific as this may further impact on flooding for other sites and would also represent a poor economic approach to a large scale issue.



A range of activities are accessible across both harbours

### Policy 3.2 More efficient land uses in the HAAs

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

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

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

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

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

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

Opportunities for more efficient and varied use of land include:

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



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

## Case Study 4

### Wapping Wharf, Bristol

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

Wapping Wharf is in Bristol's harbour-side district, and has undergone a transformation with the introduction of 194 residential apartments and 865m<sup>2</sup> of street-level retail units. The site was used as a successful shipyard for over 200 years, and then was used as railway sidings and then cargo sheds. Part of the wider site was also the location of the Gaol Gate and Gaol Walls (built in 1820s), and when the wider masterplan is completed, will incorporate these Grade II listed remnants of these 19th Century features.

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

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

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



Right: Wapping Wharf mixed-use development (Image © @JonCraig\_Photos)



### Policy 3.3 Creating coherent Development Zones

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

- a) Proposals Map A for St Peter Port HAA.
  - i) **St Peter Port Tourism and Leisure Zone** – focussing on Castle Pier/Albert/Victoria Pier. Softer leisure uses and visitor attractions and the retention of green space around Havelet Bay to the south of St Peter Port in the Havelet Bay Green Zone. Leisure uses and visitor attractions focussed within Havelet Bay Tourism and Leisure Zone around Havelet Bay.
  - ii) **North Beach Mixed Use Intensification Zone, and Salerie Corner Intensification Zone** supporting commercial, residential, tourism, leisure and cultural uses and the consolidation of car parking and operational port uses.
  - iii) **Central Esplanades Accessibility Improvement Zone** focussed on better public realm, outside areas for existing businesses and an improved transition between harbours and Town. More widely, the Esplanades Accessibility Zone encourages improvements to pedestrian infrastructure and sustainable and active travel.
- b) Proposals Map B for St Sampson HAA.
  - i) **The Bridge Core Mixed Use Zone** supporting the ongoing retail, restaurant, cafe and community focus of The Bridge, including exploring the potential for new homes and ancillary uses above ground floor.
  - ii) **North of St Sampson Mixed Use Regeneration Zone** which will retain a mix of employment and marine focussed industrial uses but which is also capable of accommodating carefully designed and planned new uses such as housing, bars and restaurants and other activities that improve the enjoyment of St Sampson Harbour.
  - iii) **Marine Industries, Energy and Industrial Use Zone** focussed around Longue Hougue and to the south of Bulwer Avenue within the HAA. This area is also intended at a potential location for any relocated bad neighbour uses that it is possible to move over time to this area from other parts of the HAAs in order to facilitate change in areas b i) and b ii). It is noted that some of this land may not yet be available for development due to ongoing landfill.

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

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

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

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

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

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



A well considered mix of water related uses is needed

## Theme 4: Culture, heritage, tourism and leisure

### Policy 4.1 Support for expanding tourism and leisure

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

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

**Reason:** to ensure that the leisure and tourism potential of the island and the eastern seaboard is maximised and that Guernsey and its two main harbours continue to be positive places to visit and enjoy. To expand the reasons to visit St Peter Port and St Sampson for visitors and to increase the positive contribution that this makes to the island economy. To support the vitality and vibrancy of the harbours and connected retail areas in Town and at The Bridge.

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

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

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

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

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

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

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

The visitor experience can be improved through various means



## Case Study 5

### Clyne Reserve, Sydney Australia

#### Outdoor facilities for tourists and locals

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

Like many public parks and beachside areas in Australia users are encouraged to stay and enjoy the space with facilities which are designed to encourage all generations to use the space. Facilities such as the public barbecues are free to use and do not typically need to be booked for use.

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



Credit to Paul Patterson / City of Sydney

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

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

- Improving how the various heritage assets within and around the HAAs are celebrated and to expand opportunities to do so. Development within either of the Conservation Areas must respond to IDP Policy GP4.
- Responding positively to the strong character of the harbours through materiality and good design as well as appropriate built form and character. This does not mean that all new development should necessarily look like the historic buildings in the HAAs and adjacent areas of Town, but that it should be of the highest design quality as appropriate for the proposed use and location and with a clear design response to the context. Key public or arts uses may be proposed as landmark buildings of the highest quality architecture and design (see Landmark Opportunity Zone in Proposals Map A).
- Careful consideration of key views within the HAAs and connections across the water, out to sea, and between different areas. It is likely that future flood risk mitigation may change the height and enclosure of the flood walls around the harbour affecting the internal views within the harbours. Careful consideration of the impacts of this, and what can be seen from where, will need to be taken.

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



Built heritage is an important asset across the HAAs

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

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

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

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

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

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

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



## Case Study 6

### Plymouth's Barbican and Sutton Harbour

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

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

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



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

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

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

### Policy 5.1 Improving facilities for active and sustainable travel

Development within the two HAAs should include proposals to improve access to sustainable and active travel. This should include:

- Supporting a dedicated bus link and improved cycle link between the two HAAs to improve the reliability and reliance on this important connection for the east coast.
- Encouraging and supporting the use of bicycles and E-bikes; which are already well used on the island. As well as improving routes and parking locations where these would further improve access to the HAAs and town centres.
- Enable the delivery of mobility hubs in St Peter Port and St Sampson that support and encourage the use of sustainable and active travel. This will make it easier for people to access the HAAs, to travel around and to make different transport choices. The mobility hubs must include a range of facilities and information related to all types of active and sustainable travel and how to use them.

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

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

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



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

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

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

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

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

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

## Case Study 7

### Ryde Transport Interchange

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

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

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

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

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

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



## Policy 5.2 Improve implementation of road user hierarchy

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

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

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

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

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

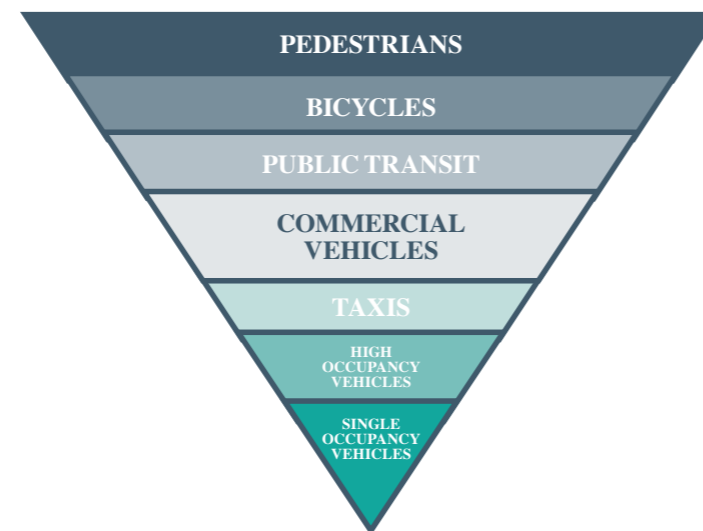
The Esplanades in St Peter Port, and The Bridge in St Sampson, are dominated by wide, busy roads. These roads sever the pedestrian connection between the town(s) and harbours, as well as being noisy, hostile environments to spend time.

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

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

For St Peter Port, this could include:

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



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

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

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

Left: Road User Hierarchy diagram as set out in the Integrated Transport Strategy 2014.

This approach encourages us to plan for those at the top of the diagram first and to allocate space accordingly. It also enables people that want to use sustainable travel to do so, and if planned well can mean that other road space works better for those that don't want to change.

## Case Study 8

### The hanging cycle path, Limone sul Garda, Italy

#### Dedicated cycle path at the water's edge

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



Image © visitlimonesulgarda.com

## Case Study 9

### Waterford car park conversion

#### Celebrating history, and turning car parks into public realm

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

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



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



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

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

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

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

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

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

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

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

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





## Theme 6: Climate resilience and the natural environment

### Policy 6.1 New development and necessary flood mitigation

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

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

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

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

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

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

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

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



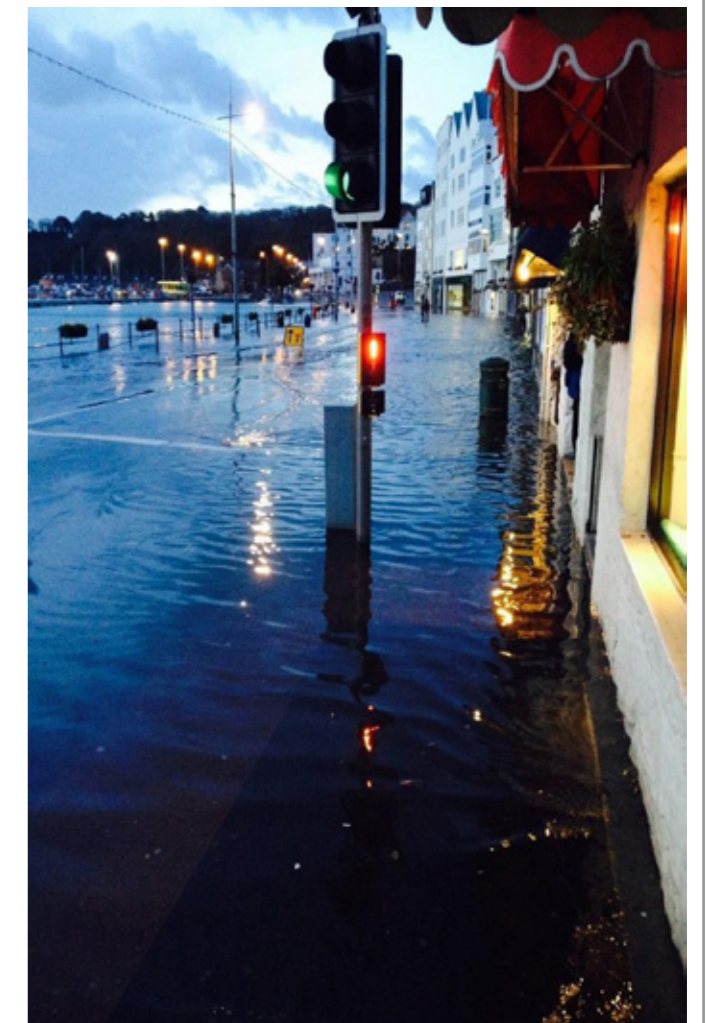
Flooding at The Bridge in the St Sampson HAA in 2021

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

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

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

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



Flooding at St Peter Port

**Table 6.1: Flood Vulnerability Classification**

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

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

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



## Case Study 10

### Shoreham Sea Wall

#### Multifunctional flood defences

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

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

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



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

## Case Study 11

### Living Breakwaters, Staten Island, NY

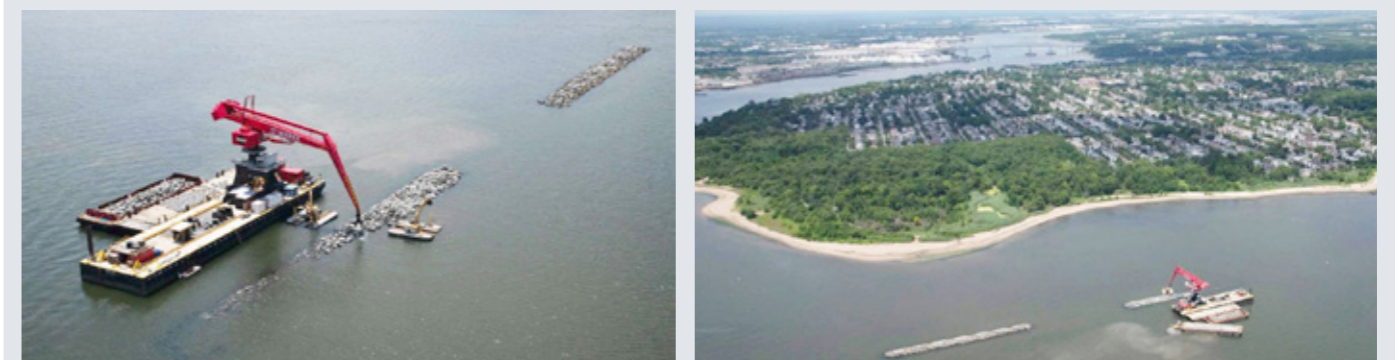
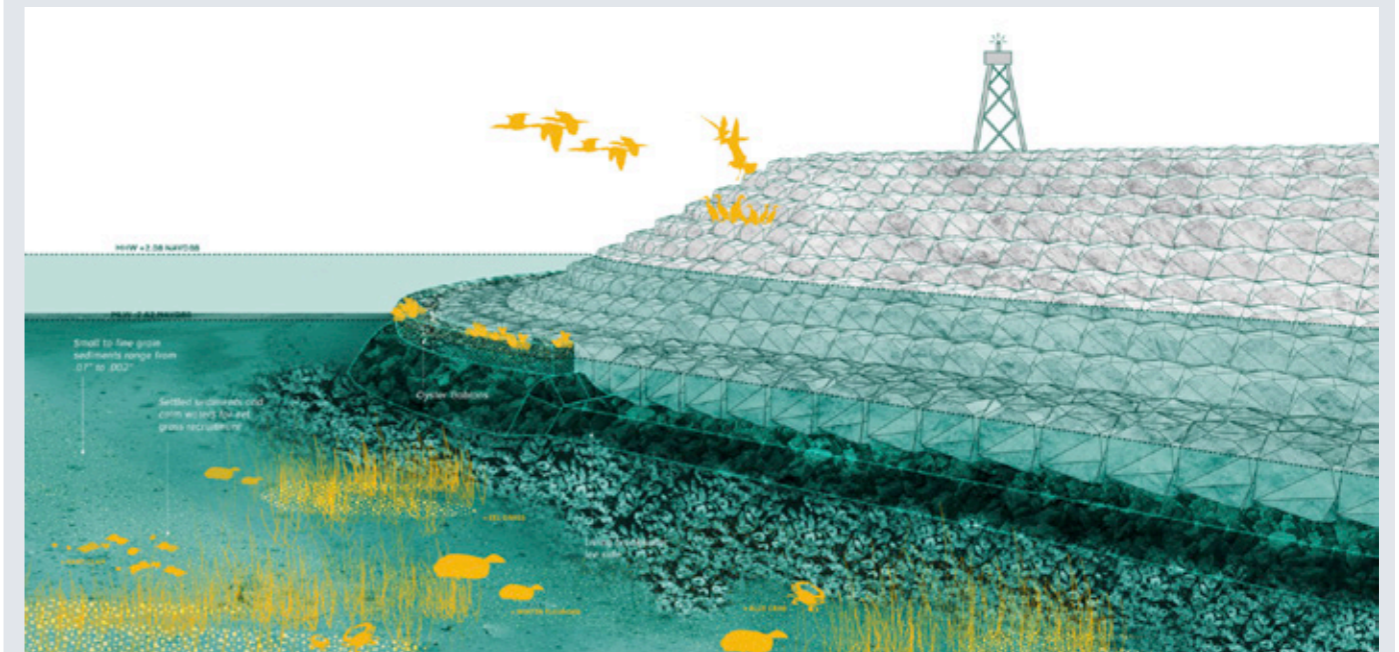
#### Combining flood resilience and habitat creation

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

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

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

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



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

## Policy 6.2: Contribution of new development towards decarbonisation

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

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

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

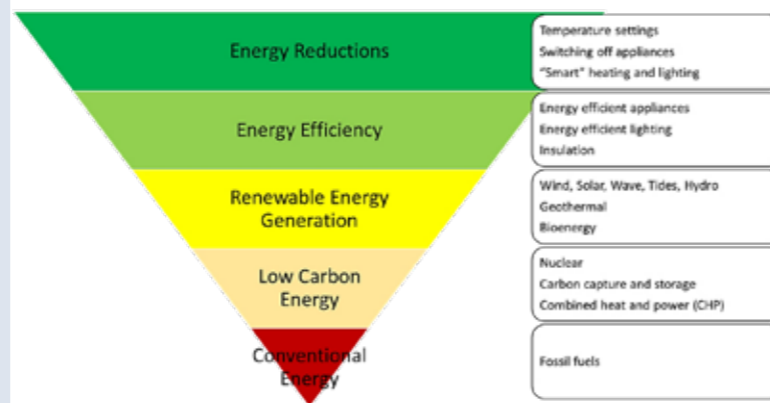
Furthermore, proposals within the HAAs will be expected to demonstrate that they have followed the principles of the emissions hierarchy, as follows:

- AVOIDING carbon intensive activities where possible.
- REDUCING carbon use through doing things more efficiently.
- REPLACING high carbon energy sources with low carbon energy sources.
- and finally OFFSETTING those emissions that can't be eliminated by the above.

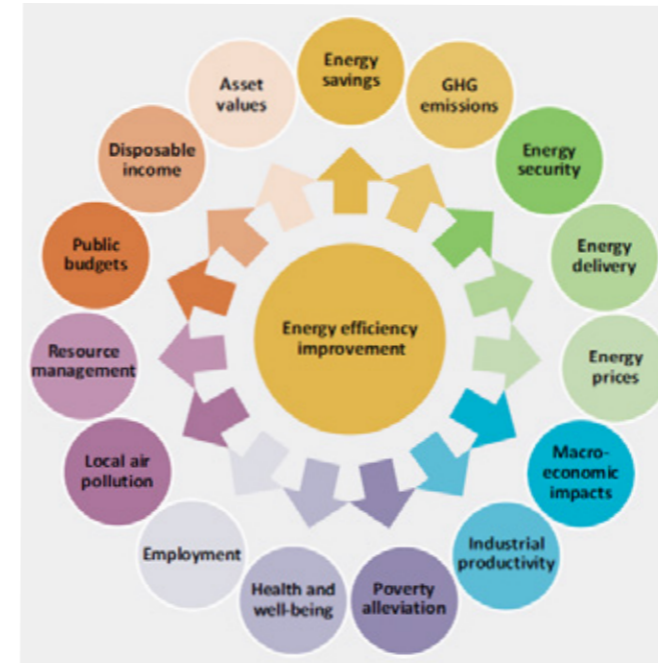
**Reason:** To minimise reliance on fossil fuels and contribution towards climate change. To ensure that all new development meets the objectives of the States' Climate Change Policy 2020 and to help ensure that the island is in a resilient, healthy position to serve its community and the needs of future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

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

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



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



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

Development proposals should consider the following:

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

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

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

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

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

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

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



### Policy 6.3: Increasing green infrastructure and biodiversity within the harbours

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

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

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

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

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

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

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

Opportunities for greening in the HAAs may include:

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

Existing green spaces will be protected, whether they are publicly accessible or for amenity or wildlife value and should be improved as part of any proposals. This may include additional planting as well as places for people to stop and enjoy their amenity. Any development that seeks to replace any green space, trees or other areas of biodiversity value should demonstrate a net gain as part of any re-provision.

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

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

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



## Proposals maps

### Proposals Map A St Peter Port Harbour

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

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

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

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

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

### Proposals Map B St Sampson Harbour

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

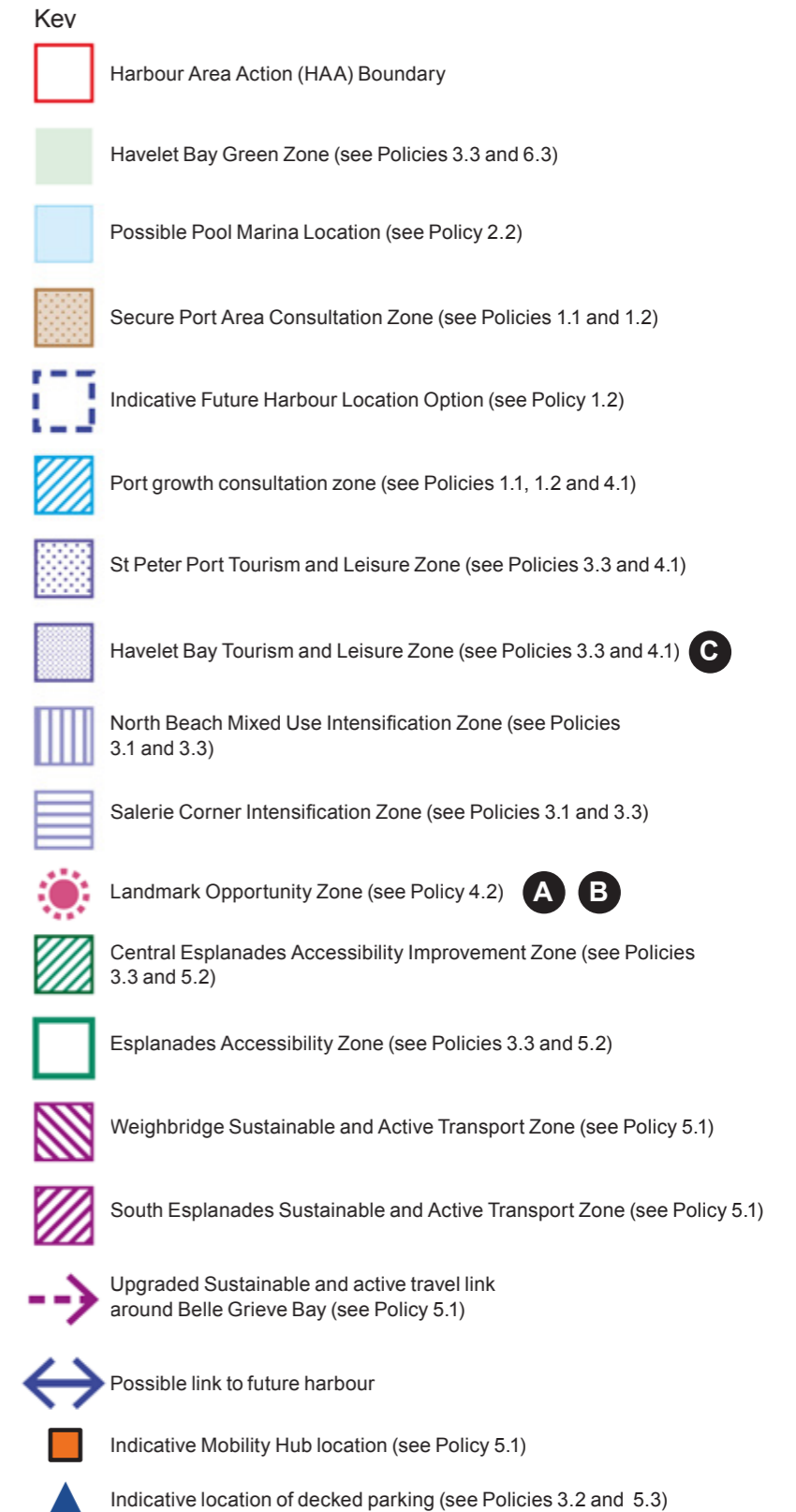
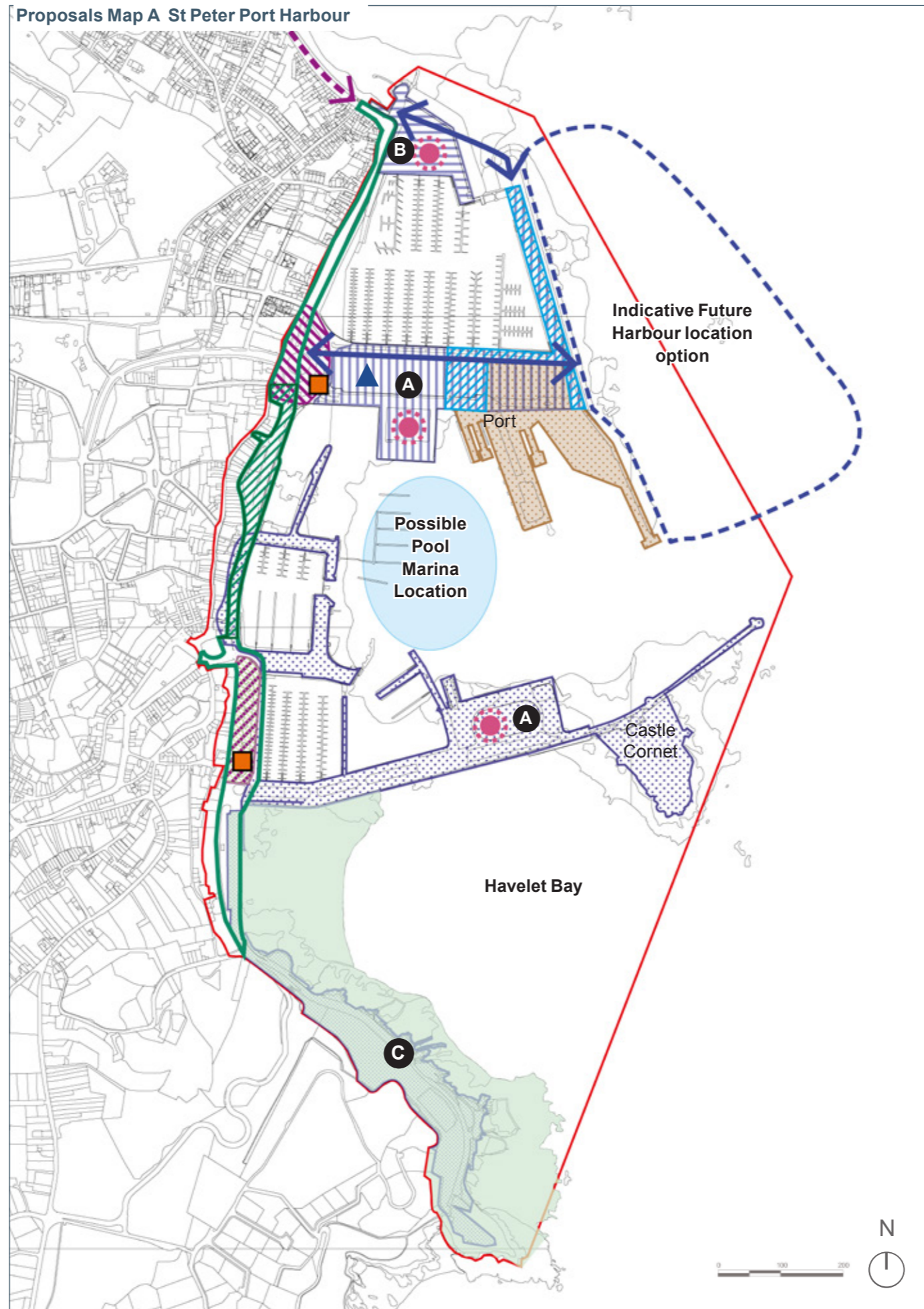
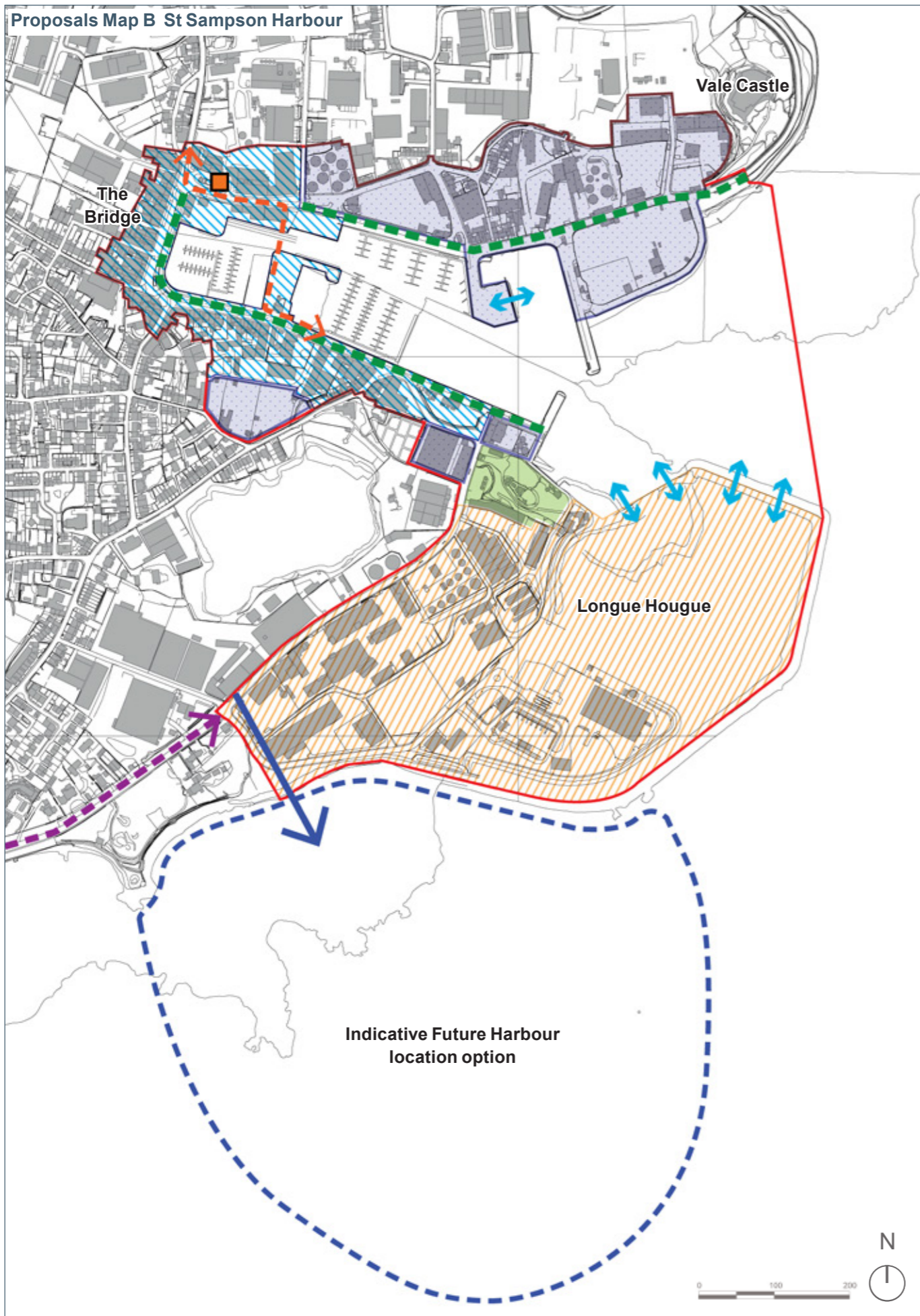


Figure 7.1: Proposals Map A St Peter Port Harbour















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

Figure 7.2: Proposals Map B St Sampson Harbour

