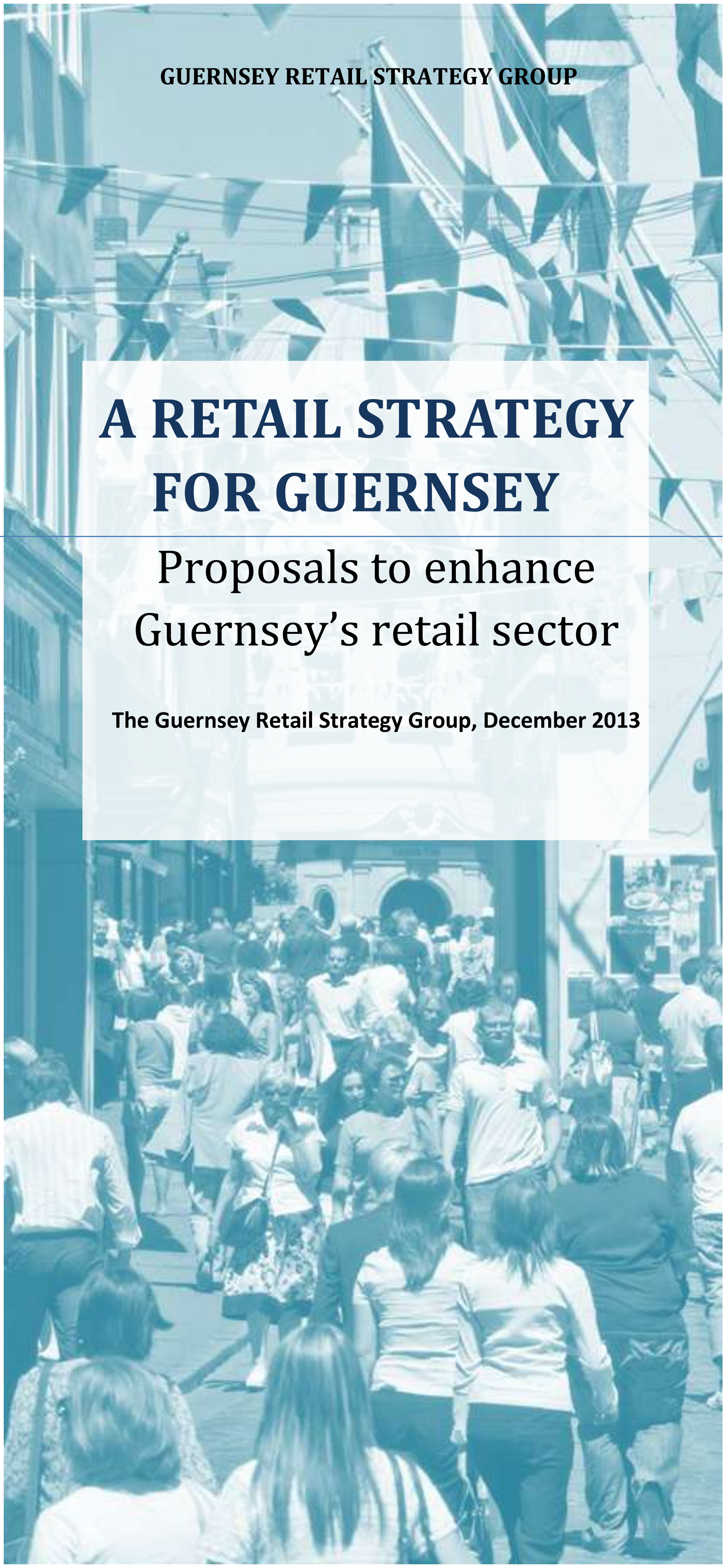
GUERNSEY RETAIL STRATEGY GROUP

A RETAIL STRATEGY FOR GUERNSEY

Proposals to enhance Guernsey's retail sector

The Guernsey Retail Strategy Group, December 2013



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Chairman's Statement

During the Group's work on Guernsey's Retail Strategy it was apparent to us, how important the retail sector is to the Island not only from an economic standpoint, but also how important it is to the social well being of our population.

It is evident and necessary to emphasise that we are all stakeholders in this important sector of the economy. At a time when Guernsey shoppers have more choice than ever before, principally through the internet, one key component of future success for retail in the Island, is quite simply how many of us choose to shop in Guernsey.

All stakeholders, including the States, landlords, retailers, staff and shoppers are important, and need to be seen to be playing their part in the ongoing success of Guernsey retail.

I hope that the Guernsey's Retail Strategy Group's proposals will help to enhance the offering in the Island. We are reluctant to elevate one Strategy proposal above the others: all are important and we encourage all stakeholders to see how they can be implemented. The more that can be implemented the better it will be for retail in Guernsey.

We will all be poorer without vibrant retail centres on this island and as Guernsey residents we need to make a conscious decision whether or not we support this key element of our economy.

Tony Rowbotham

Guernsey Retail Strategy Group Chairman

Introduction

1. In October 2009, the Commerce and Employment Department and the Environment Department jointly commissioned the production of the 'Guernsey Retail Study' undertaken by Roger Tym and Partners. This provided, for the Environment Department, an evaluation of an earlier assessment (carried out by consultants CACI) of the Leale's Yard development. For Commerce and Employment, Roger Tym and Partners were asked for *'a wider retail study for the Island. Both stages will feed into the development of a retail strategy for Guernsey.'*[1]

2. The full Roger Tym and Partners Report was presented to the Commerce and Employment Department in April 2010. Following that, meetings with key stakeholders were held. These focused on the findings of the Tym Report and as part of this process, a high-level 'Vision for retail in Guernsey'[2] statement received agreement from all the major parties involved in the discussions about retail at that time.

3. In late 2011 and the early part of 2012, the matter received renewed momentum when it was decided that a working party to investigate the matter should be created. That was approved at the 28th February 2012 Commerce and Employment Board meeting and the terms of reference for the working party [3] were subsequently approved by the Board at its meeting on the 20th March 2012. Since then the group has met on several occasions.

4. The group is chaired by the managing director of Montagu Evans, Commercial Property Agency and head of the Chamber of Commerce Retail sub-group, Tony Rowbotham. Its other members are: Jack Honeybill, Executive Officer of the Town Centre Partnership; Martin Search, owner and manager of Ray and Scott Jewellers in St Sampson's. Also on the group, **but in an advisory capacity,** are the following public sector personnel: Damon Hackley, Strategic Planning Officer at the Policy Council; Claire Barrett, the Environment Department's Policy and Environment Manager; Simone Whyte, Principal Forward Planning Officer also at the Environment Department and Andrew Carey, the Business Relationship Manager at the Commerce and Employment Department.

5. This document is the result of that group's work and has been approved by the Commerce and Employment Department Board. In due course, it is intended that it will be used by other (primarily States) bodies as they seek to obtain a point of reference about retail matters to help inform policy considerations of their own.

6. This document contains a series of 'Strategy Proposals' in a variety of different areas that the group considers as key to the success of any strategy.

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[1] Roger Tym Report, Volume One, page 1
[2] Appendix 1
[3] Appendix 2

Overview of retail in Guernsey in 2013

7. Retail is an important economic sector for the island. In terms of numbers employed, the Island's 'Wholesale, Retail and Repairs' sector is, behind Financial Services, Guernsey's second-largest economically active classification with 3,969 people at work in that sector in March 2013.

Shopper in St. Peter Port

8. The most recent Household Expenditure Survey (in 2006) which was, for the purposes of the Roger Tym Report, supplemented by a 2009 Island Analysis Survey, revealed that Guernsey's spend on all retail goods in 2009 was £5,099 per head. Based on a 2009 population of 62,184 people that provided an aggregate spend of £317 million. To this could be added £16 million spent by tourists in 2009, providing a total retail spend of £333 million[4].

9. The sea-change in the retail sector in the developed world occurred with the financial crash of late 2008. Since then, many European and developed world economies have slowed considerably. The retail sector which relies to a large degree on the consumer confidence levels and well-being of the wider economy has, in many places, been very badly hit. In the UK, many retail chains have gone out of business. Despite the well documented problems that have affected the retail sector in the UK, retail in Guernsey has by many measures generally performed well.

10. The demise of retail businesses in the UK has had an impact in two main areas. Firstly, many tens of thousands of workers in the retail sector have lost their jobs. Alongside this,

[4] Roger Tym Report, Volume One, page 33. Note that 2009 was the most recent year when multiple surveys of this nature were carried out enabling 'same year' comparisons to be made.

with shop closures affecting independent stores as well as regional and national chains, the effect has had a physical impact on the nation's shopping streets too.

11. While the effect of this latter phenomenon has been very marked indeed in many town centres in the UK, it has by no means been the same across the whole of the UK. Judging by the relatively low numbers of empty shops in what can be considered the 'primary area' of Town, Guernsey appears to have fared comparatively well. It's been more akin to a resilient, successful, probably southern, UK town centre than the experience of many mid-sized north of England centres, which have very often struggled and for many appear to have become the 'mind's eye' picture of UK retail in decline.

12. That's not to say that Guernsey does not face challenges in the retail sector. Some of the issues that retailers need to contend with today – generally low levels of consumer confidence, greater choice other than the traditional primary shopping location (the High Street), the accelerated rise of internet shopping and a population increasingly happy to purchase online – are as much a factor for Guernsey as they are for any other location.

13. But over the 2008 – 2012 period, probably the toughest ever for retail in the UK, Guernsey by comparison has fared well. This positive point of view is based on a number of different measures. As mentioned above the primary area of Guernsey's main shopping location, Town, has a relatively low level of empty premises. As of the end of 2013, the Town primary area (very roughly the Upper Pollet, the lower part of Smith Street, High Street and the Commercial Arcade) had **just three empty Ground Floor premises,** which is approximately 2% of the town centre premises[5]. There are a further three more premises available to lease but trading as of time of writing, representing a further 2% of ground floor premises. Compare this to the town centre vacancy rates of circa 10% in England and Scotland and approximately 17% in Wales and Northern Ireland.[6]

14. A second indicator would be for how long a property remains empty or occupied by a charity shop. Large numbers of retail properties that remain in this state for long periods are symptomatic of a retail area experiencing major problems. Again, for the primary area of Town, that does not appear to have been the case over recent years, despite the major economic downturn.

15. One can also look at numbers employed in a particular sector to get a sense of whether it is in decline. For the 2008 – 2012 period the numbers employed in the retail sector remained steady at a little over 4,300. The drop to 3,969 to March 2013 is understood to be a reflection of the impact of the changes to 'distance selling' as a result of the UK's changes to Low Value Consignment Relief.

16. But looking at other geographical areas of Guernsey's retail offering, it is less easy to be positive. The Bridge shopping area clearly has challenges and certain peripheral retail areas of Town have a much higher proportion of empty premises, relative to the town's

[5] Percentages calculated against Environment Department Town and the Bridge Retail Survey November 2012
[6] BBC Business Online, 19 February 2013

main shopping area. But overall, this retail strategy document takes a positive approach to its subject. While it is true that there are many challenges, Guernsey faces them from a position of relative strength and the Guernsey Retail Strategy Group is very optimistic about Guernsey's ability to meet these challenges and for retail in the island in the years ahead to continue to be a strong and vibrant part of the island economy.

17. The group's mindset is not '*retail in Guernsey is dying - how can we save it?'* instead the approach can be described as '*retail in Guernsey is generally in good shape – how can we make it better still?*'

18. For Town, the physical retail environment is both a strength and a weakness. On the positive side, Town is a very attractive centre, and the buildings in the main shopping streets generally have a pleasant physical appearance. Shoppers generally rate the physical environment of the town as the best aspect[7] of Town. By and large, people appear to enjoy shopping there.

19. But town also has some physical challenges, many of which relate to its topography. An 'ideal' town would not have physical barriers preventing expansion, but St Peter Port with the sea at its front and a steep hill behind much of the main retail area has generally had to grow in a linear north / south direction. That's made for a stretched out town, which isn't a particularly 'shopper-friendly' layout as it extends the walking distances from one end to the other. The topography also has an impact on the relatively small numbers of locations where there is the footprint to establish a large footplate store, which disinclines some UK multiples from investing in Town. To add to this issue, the majority of shoppers drive to Town and the majority of those drivers park at the North Beach car park, at the very northern end of the main St Peter Port 'strip'.

20. This presents a challenge for those shoppers – are they interested enough to go to the Arcade, Market Square or beyond to the Old Quarter? For the Guernsey Retail Strategy Group one of the key aims is to help Town's retail area to be a place where people wish to spend time and money.

21. Issues of access, transport and parking are important to the vibrancy of a retail centre. The image of the 'typical' shopper is someone who drives to and from the shops. Research suggests that this image is largely correct, with only a small proportion of shoppers using other forms of transport. Adequate parking, ideally close to the primary retail area, is therefore an important component of a successful retail location.

22. For the other key shopping areas of the Island, it is a mixed picture. St Sampson's is struggling and has been for some years. There are some causes for optimism: some stores are doing well, there is a nearby population concentration that supports the Bridge, it has significant passing trade, parking currently is adequate, the marina has the capacity to be a centrepiece in a very attractive waterfront development and a major landowner (the Channel Islands Co-operative Society) has a vested interest in the location performing well.

[7] Island Analysis Retail Research 2012 page 16

23. But there are, sadly, more reasons to be pessimistic. Much of the Bridge area itself has a very run-down feel and has little to please the eye; the actual shopping offering is poor, dominated by charity shops and very few - perhaps just two - destination stores; one of those, Quayside, is at least 300 yards from the main Bridge shopping area. The walk from there to the main part of the Bridge has very little to encourage any shopper to make the journey. Worst of all, the global economic conditions severely reduce the prospect of a multi-million pound retail investment that the area desperately needs. In the meantime, the uncertainty continues for residents, retailers and shoppers.

24. Another significant aspect of retail to mention is the supermarket sector. Traditionally, these would stock convenience goods only, but more recently that's changed and in Waitrose stores in particular shoppers have a growing range of comparison goods to buy should they choose to. Generally, the convenience goods sector in Guernsey appears to be doing well. (See Appendix 6 for comparison and convenience goods definitions).

25. The internet has had and continues to have a major effect on the retail sector. The global economic changes that have occurred since the 2008 crash have been significant enough, but many retailers have been affected by a fundamental change in shopping habits as the use of the internet has become more widespread. Guernsey shopping habits too have changed. Research has indicated that Guernsey consumers spend an above average amount online. The Roger Tym report suggested that internet spend by islanders represented 14.5% of the total annual spend on comparison goods, some £25.6 million in 2009.[8] More recent data from Guernsey Post about the upturn in its parcel delivery service over recent years only serves to underline this phenomenon. For an island retail sector this is a major issue as it is affected by geography and technology.

26. Recent data from the UK, though the Group acknowledges that this data varies, indicates that spending is in excess of £1000 per head of population and is growing at over 10% per annum. That may indicate expenditure in excess of £60 million on online shopping, expenditure that primarily leaves the island.

27. Guernsey shoppers don't just have to choose between a local store and the internet. Going off island to shop in other locations is also an option. Jersey, Southampton, London and Manchester are all destinations that are promoted to islanders as being good for shopping. This 'retail leakage' has been understood for some time. It supports the view that many islanders are so keen to shop in a location with a good range of stores that it's worth paying to travel away from the island to do so.

28. The 'typical' High Street also looks very different now to how it did even ten years ago. The trend has been the gradual reduction in the number of independent local retailers and the rise in the number of national retail chains or franchises. That's been the experience in the UK and it's also been noticeable in Town too. It reflects a phenomenon of multiples being able to afford good locations in prime shopping areas. While this

[8] Roger Tym Report, Volume One, page 34

reduces the 'localness' of a retail centre, it does answer a market demand and, for those stores that survive, it gives the spending public the shops they want.

29. This also underscores an important point: that retail, like any economic area, is subject to change. The difference with retail perhaps is that the change is much more visible. While many may lament the changes that have affected retail over the years, many others, (the majority of the shopping public, the Group would contend) are pleased that retailing in Guernsey has changed to reflect better what they want. It is a fact of life that change happens. It would be very surprising if the retail offering in 2013 (in whatever location) closely resembled the offering presented to shoppers 30, 20 or even 10 years before. By the same token, shopping in 10, 20 or 30 years' time is likely to be very different to that which we experience today. Shops and the goods they sell both change to reflect the changes in society.

St. Peter Port's primary shopping area

Inter-relationship with other States reports or strategies

30. As of late 2013, there are several other Strategy or consultation documents in various stages, the majority emanating from Government. Many of these have a connection of some sort to the world of retail.

31. These documents cover subjects such as transport, the harbour areas of Town and St Sampson's, and 'visioning documents' for Town, The Bridge and St Sampson's harbour. These are all important advisory documents that States Departments will pay heed to.

32. There is also the States-approved Strategic Land Use Plan from which the following excerpt is taken '*the Commerce and Employment Department is undertaking a review of the Island's retail strategy and its findings should be taken into account by the Environment Department in preparing retail policies within future Development Plans*'. This is a statutory document.

33. The Environment Department is in the consultation stages of preparing Guernsey's new Development Plan which will in time replace the Urban Area Plan and the Rural Area Plans.

34. The Group believes that the 'retail perspective' as outlined in this strategy document is inherently important for this key economic sector. With endorsement from the Commerce and Employment Board, the Group hopes that other parties responsible for the development of policy will pay due regard to the Strategy Proposals contained in this paper.

The changing roles of our centres

35. There have been a number of influencing factors that have contributed to the creation of this document. Below are listed what the Retail Strategy Group sees as the six most important principles that are fundamental to the creation of the Strategy.

Above all, retail is an economic activity

36. This Strategy proposes that getting the economic basics right should result in the other aspects of retail (the shopping environment, customer service, technology for example) all being right too. They are all inter-related, but the key driver is to see shopping as an economic activity and to focus on enhancing that. If the economic aspect fails, all the other aspects are likely to fail too.

Retail tomorrow will be very different to retail today

37. It would be naïve and foolhardy to expect that Guernsey's retail sector will successfully meet the challenges of a changing world without itself changing too. While affection for 'how things used to be' is natural, a better mindset is to want for a retail sector to be able to perform well economically. If Town and the Bridge can be seen as vibrant and exciting places where people want to spend time and money, then that presents the best chance of making a positive contribution for all the key stakeholders in retail: shoppers, the shops themselves and the wider Guernsey community.

38. On-island retailers, faced with consumers increasingly happy to shop in an online world, will have to work harder to get shoppers to part with their funds in the real world. Retailers will need to be more prepared to embrace change than perhaps they have been in the past when the internet was less of a threat. That is likely to place a greater emphasis on retailers investing in new technologies and staff training. Changes in retail and the growth in internet shopping is of course an opportunity as much as it is a threat, something that Guernsey's proactive and far-sighted retailers realise.

Retail centres have to offer more than just retail

39. The reasons for making a journey to a retail centre have changed over the years. In the past, it was a very straightforward matter that a particular good or service was required and a retail centre was the only place where one could obtain such a thing. That meant a journey was made and other items that might also be needed were obtained on the same trip.

40. While that approach is still true for many shoppers, the retail centre of today offers more than just retail. Those making a journey to Town, for example, might do so for other reasons (often social) and while there, would choose to make a purchase. Hospitality, leisure and other services are key elements to a vibrant retail centre.

The human interaction is very important

41. The interaction between shopper and shopkeeper is one of the few points of difference between shopping in the real world and online. It is therefore critical that this part of the shopping experience is as good as it can be for the shopper. Customer service, so often the subject of complaints, is now an area where expectations must be met and if possible, exceeded.

The Town centre must be supported

42. The major proportion of Guernsey's retail spending takes place in Town. In order for that centre to function well with the attendant benefits for the wider community, Town (and in particular the primary retail area) must be seen as Guernsey's most important element of retail. It sits atop the hierarchy of Guernsey's centres within the States-approved Strategic Land Use Plan. In retail terms it must have a similar ultimate position and policies and initiatives that could threaten the retail viability of Town should be resisted.

43. Very shortly after any economic effects are felt, the impact will be noticed in social and environmental terms as well, underscoring how critical it is to support the economic elements of town as a retail centre. If Town performs strongly as a retail centre, it also has positive economic benefits for other sectors of the Guernsey economy that have a strong connection to Town. These include the office, tourism and transport sectors of the Guernsey economy.

All parts of the retail community need to work together for the greater good

44. The Guernsey retail community is made up of a number of different components, all of which have to work symbiotically for the retail sector to function well. These component parts – the shoppers, the shopkeepers, landlords, suppliers, government, parishes and the wider non-retail economy – are all inter-related.

Research materials – Key influencing sources

45. This paper is the result of discussions held at various meetings of the Guernsey Retail Strategy Group during 2012 and 2013. In addition to these meetings, various other pieces of retail research have been included as input into this document. In some cases these were research items and exercises undertaken by the group members themselves with other stakeholders. In other instances these were pieces of research carried out by other parties which are relevant to retail in Guernsey and have been incorporated into the thinking that underpins this paper.

46. Aside from the six main areas of research mentioned below, there were a number of documents and studies that were used as helpful sources. These are listed in Appendix 5.

St. Peter Port shop window

Roger Tym Report

47. Commissioned by the Commerce & Employment and Environment Departments in 2009 and produced in 2010. This provided an overview of retail in Guernsey at that time and a recommendation that a Retail Strategy should be produced. It also provided (for the Environment Department) an independent assessment of a 2007 report which supported the mixed use proposals for Leale's Yard.

48. Note that the Group is aware that the economic conditions in 2013 are very different indeed to those of 2009 / 2010 when the Roger Tym report was commissioned and produced. Nevertheless, the main findings are shown below:

49. Town is, relative to St Helier in Jersey and Douglas in the Isle of Man, 'undershopped'. That is, for the size of the local and visiting population it should have more ground floor retail floorspace; (St Helier has 1,098,000 square feet, Douglas 667,000 square feet and St Peter Port 463,000 square feet[9]). The survey also reported that town is under-represented in the Department store subsector.

50. In terms of per capita comparisons, analysis reveals that Guernsey has a lower amount of floorspace per head of population, (using data from 2009):

- Jersey – 11.87 sq foot of retail floorspace per capita
- Isle of Man – 8.10 sq foot of retail floorspace per capita
- Guernsey – 7.45 sq foot of retail floorspace per capita

51. Units in Town are often too small for many retail investors, with UK multiples in particular finding it difficult to identify suitable retail locations.

52. Vacancies in Town were then (2009) thought to be high (but were predominantly located away from what the study considered to be town's retail primary area).

53. For the St Sampson's / Bridge area, the retail offering is patchy and tends to be dominated by 'value' stores. While the service offer is reasonable, the environmental quality of the whole area is poor.

54. The report suggests that £176m per annum is spent by locals on comparison goods, with 79% retained in Guernsey. Of the 'off-island spend' the authors believed that online spending accounted for some 15% of all Guernsey's comparison goods spending, a figure they believed to be approximately twice the UK average[10]. The authors believed that 79% retention figure could be increased through the implementation of effective strategies.

55. The authors also believed that a retail strategy needed to be introduced and wanted to see it focus on consolidating St Peter Port and improving its environment through to 2015. At the same time, efforts to identify suitable locations for retail development should also be undertaken. For the 2015 – 2020 period, the authors wanted to see

[9] Roger Tym Report Volume One, p13
[10] The Group acknowledges that these figures will have changed since that time.

development centred on Town and also the St Sampson's / Bridge area – albeit at a lower rate than was permitted in the (now lapsed) planning permission for Leale's Yard.

Island Analysis 'Retail Monitors'

56. Various reports from the retailers' and the shoppers' perspectives produced quarterly in 2011 and 2012 by Guernsey market research company Island Analysis. The key messages from these documents are as follows:

57. Research suggests that Guernsey is currently a 'Net Loser' under the 'Net Attracter/Net Loser' methodology; this implies that retail sales losses to the internet and off-island centres will continue to exceed the ability of the island to grow local sales to islanders and tourists.

58. As a percentage of retail sales internet shopping has doubled in four years. The lack of quality of service is one of the main reasons for island residents buying products on-line. With a small number of exceptions, Island-based retailers are not exploiting the internet to grow their sales.

59. The period between 5pm and 9pm will increasingly become more important with regard to town centre trading; especially as the early signs of a structural shift from in-town 'substantive product' retailing towards 'foodgrazing and entertainment' can be seen in St. Peter Port.

Island Analysis 'Retail Research 2012'

60. A larger bespoke piece of work covering shoppers' points of view undertaken during 2012. This revisited some of the questions asked as part of the earlier Roger Tym report. The main findings of the Island Analysis 'Retail Research 2012' were as follows:

61. Town was the most popular destination for non-food shopping (comparison shopping), indicated by over 80% of respondents, followed by St Sampson's (55%) and St Martin's (31%). Internet was indicated as the most popular "other" option in addition to specific out of town shops with examples including Aladdin's Cave and Keyprice.

62. The top four factors that influenced non-food shopping habits were; parking (49%), proximity to home (26%), convenient location en route to work/schools (25%), place of work (23%).

63. Almost 80% of respondents used their car when undertaking non-food shopping and indicated that car parking was important or very important in determining where they shopped.

64. The local retail offer was generally rated by respondents as average however the offer of children's clothing, men's footwear, household products and men's clothing were rated as particularly poor.

65. Just over 90% of respondents indicated that they currently used the internet for purchase of goods particularly entertainment products, books, cards and stationery, and clothing

and footwear (male and female). Often respondents had indicated that they had tried to purchase on-island but the items may not have been in stock and it was quicker, easier and cost effective to buy online.

66. Extended opening hours (including Sunday opening) was not the main contributing factor that would affect likelihood of shopping. The issue was with range and choice rather than the accessibility for purchase of goods.

67. General feedback on the St. Peter Port area was collected. Positive comments included the attractive streetscape and setting, with a historic town centre, characterful and pleasant environment and attractive buildings. The more social aspects such as the bars, cafes and restaurants were also well regarded. Negative comments received were focused primarily on the lack of parking spaces or too many cars/traffic, lack of choice and accessibility.

Chamber of Commerce Retail Survey 2012

68. Published in November 2012, this survey of retail members of Guernsey's Chamber of Commerce focused on indicators such as attitudes and expectations for the period ahead. The key findings from this report were:

69. The views on parking were balanced with no clear view on whether there is enough customer parking across the island. However, there was a clear view that paid parking should not be introduced.

70. Amongst the larger retailers there was a clear majority (83%) in favour of Sunday trading. 65% of small retailers, who formed the majority of the respondents were against Sunday trading, however of this number 26% wouldn't mind limited Sunday trading.

71. 75% of retailers were in favour of some form of late night opening, with Christmas/ New Year as the most popular (36%).

72. Many retailers reported that the internet had a negative impact on turnover with a mean impact of 15%. Fashion retailers were the worst hit. Interestingly, 66% of Guernsey's fashion retailers don't have internet sites; of this number, 83% are negatively affected by the internet, while the other 33% of retailers with internet sites, are either not affected, or don't know. There is an equal split between support and / or guidance to develop an internet site and those with no interest in internet site creation / support for negatively impacted businesses.

Guernsey Retail Strategy Group 'Place Check' exercises

73. Led by representatives of the Environment Department's Planning team, these two exercises took Retail Strategy Group members and other representatives of the retail sector on two walk-rounds through key areas of Town and the Bridge. These exercises helped bring to life the physical issues faced by each location and provided a method for retailers to input and discuss their views.

74. **The main findings from the St. Peter Port walk-around were:**

- The High Street and the Arcade were generally seen to be doing well with least investment required in those locations.
- Smith Street and Petit Carrefour (bottom of Mill Street, top of Market Street) were both seen as fairly 'quiet' retail areas. This was thought to be due to perceived barriers to shoppers such as; a change in road surface, steepness, poor signage and lack of 'destination' stores.
- Church Square, Lower Pollet, La Plaiderie, Market Buildings and North Plantation were all identified as needing improvement to enhance their retail offer. Suggestions included restricting traffic flow, encouragement of public events, incentives for landlords of empty units to encourage use and beautification.
- The Mansell Street retail offer was considered to be poor and a change of use might be worth considering.
- Most people drive to town whilst some walk. Adequate car parking seen as essential. Bus use is seemingly low. There were mixed views about the Taxi rank and whether the space could be better used.
- Access to shopping areas from North Beach car park is lengthy and exposed possibly deterring shoppers. The 'welcome' and signage shown by Town at the end of the Liberation Monument crossing is poor.
- More general points made included support for at least trialling later opening hours. The role of the landlord (and how the States could influence it) was highlighted. Guernsey retailers should make better use of the internet.

75. **The main findings from the Bridge walk-around were:**

- Proximity of parking is a real winner for the Bridge.
- The Bridge currently has an 'easy and convenient shopping' character to it differentiating it from St. Peter Port.
- Quayside is seen a separate destination to the Bridge, better linkage is needed.
- The view across the Marina is industrial and not pleasant.
- The Leale's Yard uncertainty is bad for all aspects of business on the Bridge.

The Mary Portas Report

76. The UK Government appointed Mary Portas in 2011 to advise on measures to assist the UK's ailing high streets. Her report made some 28 recommendations which were considered by the Guernsey Retail Strategy Group.

77. The Group considered the following to be of the greatest relevance to Guernsey**:**

- Put in place a town team: a visionary, strategic and strong operational team for high streets.
- Town teams to focus on making high streets accessible, attractive and safe
- Government should include high street deregulation as part of its ongoing work on freeing up red tape

- Encourage a contract of care between landlords and their commercial tenants by promoting the leasing code and supporting the use of lease structures other than upward only rent reviews, especially for small businesses
- Explore further disincentives to prevent landlords from leaving units vacant
- Local authorities should make more proactive use of Compulsory Purchase Order powers to encourage the redevelopment of key high street retail space.

Analysis and strategy proposals of key retail elements

79. This section looks in more detail at **five of Guernsey's key retail elements**. These are:

- Town
- The St Sampson's / Bridge area
- Guernsey's local centres (St Martin's, Cobo, L'Islet and St Peter's)
- Other retail sectors (Supermarkets, Garden Centres, Out of town comparison retail, bulky goods retail)
- Other matters (Sunday and extended trading, Cruise Ships, Technology and the internet, leases, skills, housing licences)

80. Each of the sections that follow provides a brief overview of these five key retail areas. This overview looks at the main factors that are present in each area, examines the relevant issues at play and how they impact on that area.

81. Where it is relevant, the strengths and weaknesses of each retail area are also shown. Each section also includes an analysis of the various key issues that have a bearing on the retail economy. What have been termed 'Strategy Proposals' have been included and highlighted throughout this section. It is these proposals that other Stakeholders and policy authors will be encouraged to note, consider and, where feasible, act on.

Town

Overview

83. Town has been described as the jewel in Guernsey's crown. While this is an emotive phrase, there is a great deal about it that is very strong indeed. The Strategy Group is very positive about Town's retail offering and some of the more challenging features mentioned below should not detract from what is generally a very pleasant place to shop and one that remains a popular place for islanders and visitors to spend time.

St. Peter Port High Street

84. Yet there are aspects of Town which could be seen as limiting its appeal. These include the elongated nature of the town due to its topography and the ‘disconnected’ nature of the Old Quarter. This is geographically distant from the centre and has an area around the top of Market Street where there are very few shops; this disinclines people from venturing beyond that locale.

85. Town is very much characterised by ‘small unit’ shops, which, though charming and making for an attractive main shopping area, do make it somewhat uniform. Compared to other retail areas of similar communities such as St Helier or Douglas in the Isle of Man, there is a relatively low number of medium-sized stores and just one shop (Creasey’s in the High Street) which can be considered as a Department Store. The relative lack of larger stores containing a broad range of goods, appears to have an impact in terms of limiting the appeal of the town[11].

86. The proliferation of smaller units also limits the appeal of Town to potential off-island investors in major retail brands that might be looking to gain a foothold in the main shopping area of a relatively affluent island. These larger name brands, should they gain a presence in Town, would have the capacity to act as additional ‘destination stores’, thereby providing extra reasons for shoppers to make the journey into Town to support the retail community.

87. Parking is often cited as an issue for Town. For most locations, parking to allow good shopper access to a retail centre is a balance of providing adequate parking, close to the main shopping area and at the same time pricing it in such a way that shoppers do not feel it’s too expensive. For Guernsey, with free parking, this last cost element is not an inhibiting factor.

88. Parking provision is generally adequate – it’s rare for drivers not to find a space on the North Beach – and most shoppers appear prepared to walk from that location. But the Group’s strongly held view is that **while parking might be adequate (most of the time) today, it may well be inadequate for tomorrow**. The Group’s view is positive about Town as a shopping location and it expects that it will continue to flourish as a retail centre. But integral to that positive viewpoint is adequate parking for town at a time when more people are using it.

[11] Island Analysis Retail Research 2012 page 17

89. There are also the other parking areas to supplement the main North Beach car park. Pedestrian access from the Crown and Albert Pier car parks to the main shopping is generally good, with shoppers who've driven to these locations doing so because of the proximity to the primary retail area. The downside is that there is limited parking at these places so at peak times the spaces that drivers hope to find are not available and as a result they are often congested. The end result is frequently that shoppers then have to drive to the North Beach anyway. The difficulties with the availability of spaces on the Crown and Albert Piers is that workers in Town park in these short term spaces and either move their clocks on or re-park several times a day. This compounds the difficulty for the shopper of finding available short term spaces and exacerbates problems of pedestrian and vehicle conflict.

90. The main shopping areas are largely pedestrianised and are all the better for it. In those areas where the car and the walking shopper have to share space, such as Church Square or the Lower Pollet, the shopping experience is less attractive and more dangerous.

91. One of the attractions of Town is its very pleasant appearance. A big part of this is its evident heritage and sense of history. While many shoppers may not realise this consciously, it does contribute to the view that the town is attractive and not just like another town centre in the UK, which are often seen as being without character.

Pedestrians and vehicles sharing space in the Lower Pollet

Strengths and Weaknesses

92. Strengths:

- An attractive town centre
- Very evidently Guernsey's main retail area
- Well supported primary retail area
- Relatively compact primary area
- Low levels of shop voids in the retail primary area
- Free parking
- An interesting mix of local and national retailers

93. Weaknesses:

- A lack of retail choice (particularly in the 'Department Store' category)
- A stretched-out town, elongated by the location's topography
- High proportion of small units making investment difficult
- The Old Quarter 'disconnected' from the centre
- Inadequate number of parking spaces located close to the primary retail area
- Exposed areas for pedestrians to walk from main car parks
- Moving traffic and pedestrians in too close proximity in certain areas

Strategy proposals

Zoning

94. The land planning status of different retail areas is a matter of considerable importance and influence with regard to retail. The Group believes that this is one of the most important aspects of the whole strategy. Different retail areas perform in different ways. Some have very high footfall, tend to be central areas with well known retail brands and would be perceived by most to be the primary retail areas.

95. Others are located further away from any primary area and have a very different character. These would tend to have significantly lower footfall and a greater proportion of non-retail outlets. In between these two extremes are other areas where defining a retail classification is a more nuanced exercise.

96. What's clear from the investigations of the Group is that a simple 'proximity to the primary area' yardstick is too crude a tool to be used to determine different sorts of retail areas. Classifications should be made up of a variety of different criteria with footfall as a major component. Other indicators such as the rental rates charged and the number and type of retail outlet should also be considered to help arrive at an accurate assessment.

97. The Group believes that, as now, different classifications should have different planning 'rules' that are applied to them. Primary, secondary and tertiary may be useful terminology.

98. The Group has considered that the three categories of zoning should broadly apply, as identified on the maps below and those in Appendix 3. For the most part, the Group considers that areas should merge into each other rather than adopting a fixed point of change from one zone to the next. The maps show colour, fading from one to the next to indicate how the perception of certain areas change and evolve. In broad terms, the Group believes that the following areas should be zoned within each group, noting the comments made above.

99. **Primary** - The High Street, the lower part of Smith Street, the Upper Pollet, Commercial Arcade.

100. **Secondary** - The upper part of Smith Street, the Lower Pollet, Church Square, Market Square, Market Street, the northern part of the South Esplanade, Fountain Street.

101. **Tertiary** - North Plantation, the southern part of the South Esplanade, the Bordage, La Charroterie and Trinity Square.

102. The zonings above do not include Mill Street and Mansell Street, which comprise the Old Quarter. The Group believes that the Old Quarter is an area that has a distinct character of its own (and some parts of it have seen an upturn in vibrancy over recent years) but it does not neatly lend itself to classification into any one zoning shown above. For that

reason, the Group felt it needed to be considered as an ‘exception district’ with land planning matters specific to it. These are shown later in the document.

103. The Group believes for each of these main zoning areas different rules should apply, with the proposals being:

104. **Primary**

- The presumption should be that there should be no change out of retail (which the Group takes to mean retail **and** catering and hospitality uses) for ground floor accommodation, except in exceptional circumstances.
- The presumption for any new development should focus on retail at the ground floor.
- In respect of upper or lower floors, the broad assumption should be that these should be retail focused or ancillary to retail.
- In respect of hospitality or catering units, these should primarily be focused on eat in restaurants, cafes (both for eat in and take away), but there should be presumption against hot food take away.
- Where possible Landlords, either solely or adjoining, should be encouraged to consider refurbishment or redevelopment to create a larger unit or a large, clean and space-efficient retail unit.
- Where buildings in other uses, offices for example, reach the end of their economic life, presumption on a change of use in the event of redevelopment should be for retail.

105. **Secondary**

- The Group believes that the general presumption should be for retail usage with the following to be different from the Primary area:
- Catering should be permitted particularly for hot food take away.
- The use of upper floors (anything above ground level) should not be presumed to be retail, other uses would include office and most particularly residential.
- The secondary area may have greater ability through the planning and land assembly process, to source accommodation for large scale retail units, particularly a department store.
- Residential development should be encouraged.
- Usage of residential upper parts linked to the operation of ground floor retail should be encouraged through a revision of the Housing Licence System.

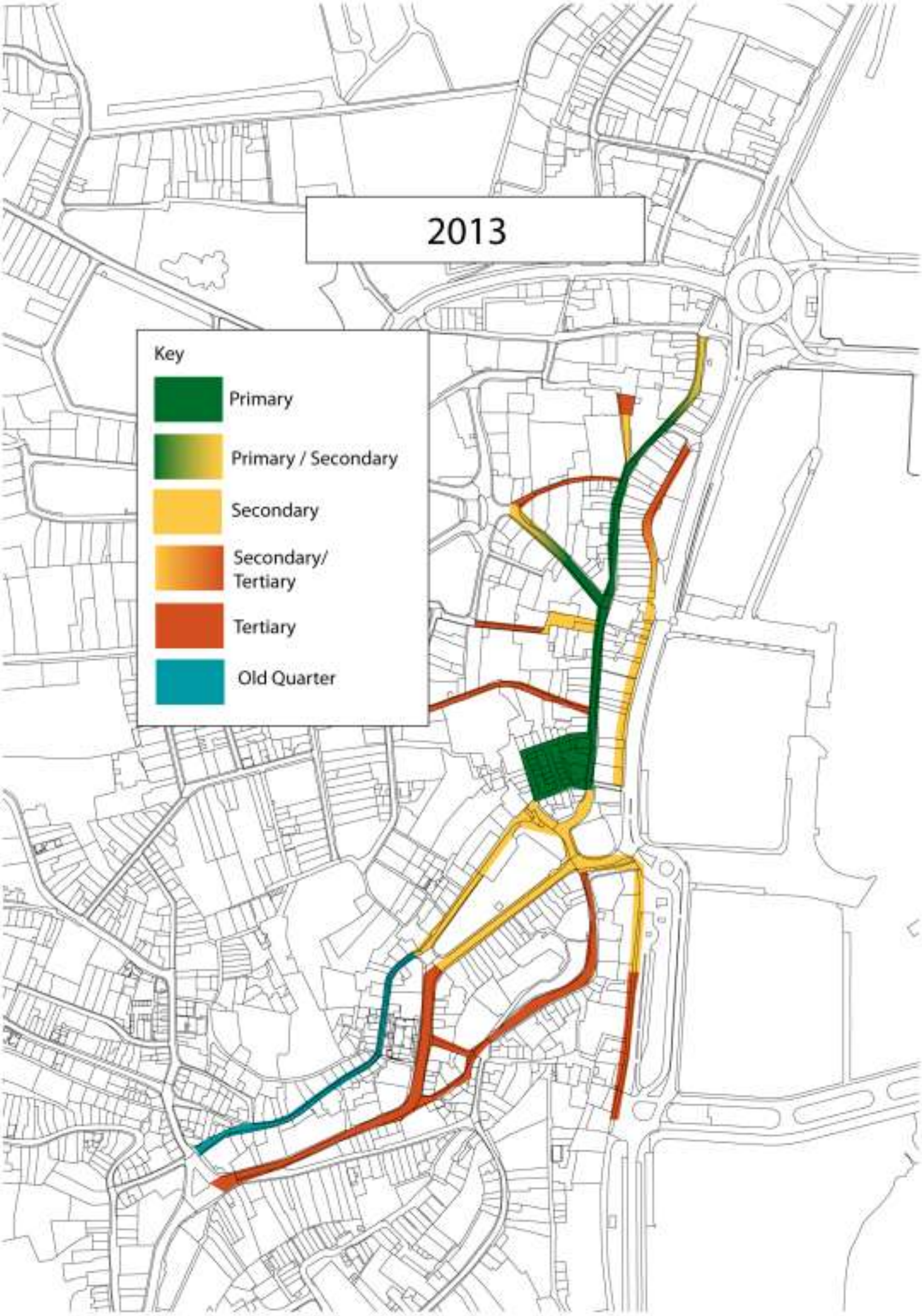
106. **Tertiary**

- The Group believes that in the tertiary areas there should be no presumption about the retention of existing retail use.
- These areas are considered to be suitable for change of use, whether it is to quasi retail uses, offices uses or particularly residential.
- The intention is to condense retail into the primary and secondary areas and if retailers from the tertiary areas move to the secondary areas, then these areas will benefit and in turn will encourage retailers in the secondary areas to move to the primary areas.

107. The maps shown later outline the Group's view of the different retail areas of Town. The map indicating the location of the primary, secondary and tertiary areas reflect firstly the Group's view as to their location today. Later maps (also shown below and also in Appendix 3) indicate how the town's different retail areas **could** be characterised in future, after various Strategy Proposals have been introduced.

108. The zoning of the 2013 map is based on a consideration of various factors including the types of shops, the number of shop units relative to other units, the distance from the main retail centrepoint (the High Street / Smith Street junction), typical annual rental rates and the 'busyness' and footfall of the location. All of these combine to build a picture, for the Group, of whether an area should be seen as primary, secondary or tertiary.

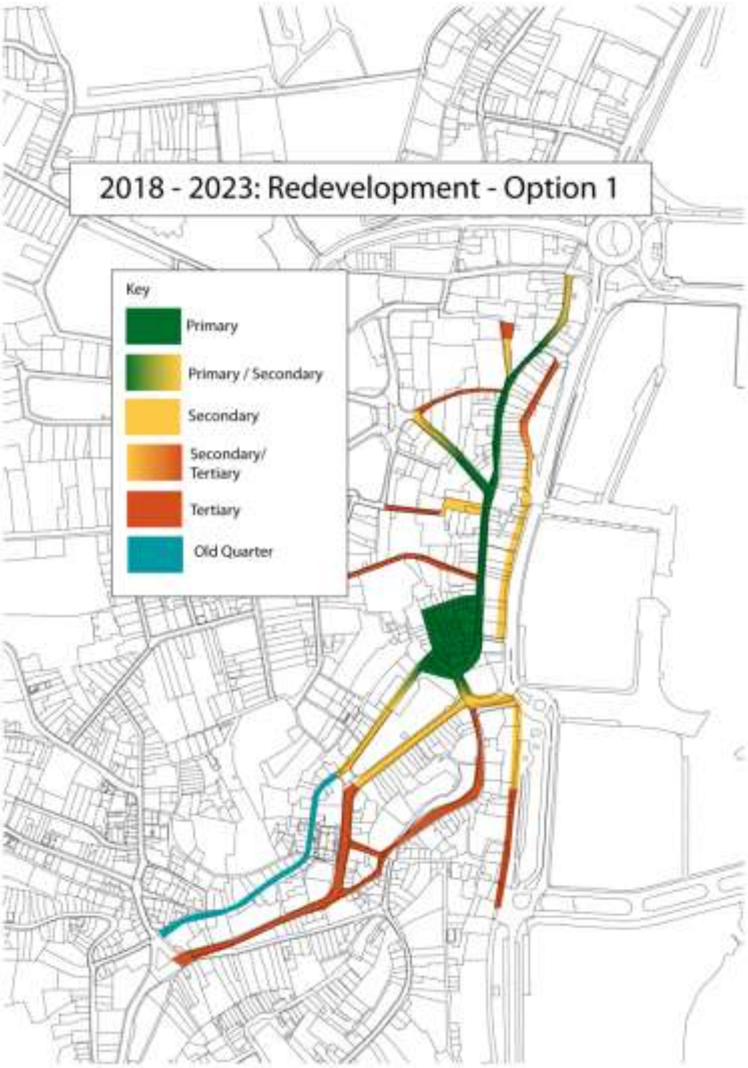
109. From the proposals contained within Paragraphs 104, 105 and 106, many of the Strategy Proposals that follow in this section have evolved.



Town's Retail Zones in 2013 as viewed by the Guernsey Retail Strategy Group

110. Note that the future look of the town – in terms of which areas can be seen as primary, secondary or tertiary – is driven to a large degree by where any future significant development is located. For example if the South Esplanade / Albany area is redeveloped, a shift of focus to the South would take place, which could have potentially negative effects on the northern part of Town's shopping areas, such as the Lower Pollet. While the primary retail area can be increased in size by any development of this scale, there remain limitations as to how big the primary area can become, given a largely static resident population and fairly constant number of visitors.

111. The Group believes that even without any significant additional retail development areas coming forward in the next five year period that central St Peter Port's primary retail area can be enhanced and enlarged slightly. This would make the area more of a draw for shoppers, which would be good for all retailers in Guernsey's main shopping district. This can be achieved largely through the introduction of the Strategy Proposals for Church Square, Lower Pollet and Weighbridge areas mentioned elsewhere. The outcome is shown in the map below.



Town's Retail Zones 2018 - 2023 as viewed by the Guernsey Retail Strategy Group

112. But, as described above, the retail profile of Town in terms of its primary, secondary and tertiary areas would be influenced very much by the location of any major redevelopment. The maps shown in Appendix 3 show this for three different example scenarios.

113. Another aspect of Town that is popular with shoppers is that the primary area is compact and long distances do not have to be travelled when shopping. There is a distance beyond which shoppers are unlikely to go, particularly if laden with their purchases, so in general terms, a retail centre spread thin over a great distance will perform less well than one which is compact and can offer the shopper a range of outlets in a smaller, easily walkable area.

114. The lifeblood of a retail centre is the movement of shoppers around it. If there are blockages to these flows, areas on the 'wrong' side of these blocks will suffer. A blockage could take a number of forms: the presence of a road with fast-moving traffic, an open space without shops, a steep hill or simply the invisible line that the shopper believes to be 'too far away from my car'. Town has all of these in various locations. All of them have a bearing on the numbers of shoppers who visit these areas. Understanding the nature of these blockages is important as that insight will help inform how such a blockage should be treated: accepted as impossible to change or considered as possible to adapt or mitigate against.

115. For generations, the retail centres of St Peter Port and St Sampson's have been helped by the proximity of nearby population centres. For the future, this fundamental relationship still holds true. This has a bearing on land planning matters for the future in that retail will be a beneficiary of policies which seek to locate new residential development predominantly within Guernsey's urban areas. This need not be restricted to large-scale developments: policies which allow residential use within retail areas - such as flats above shops for example - will also have a positive effect.

116. **STRATEGY PROPOSAL 1 – Through the review of the Island Development Plan, to make provision for and encourage the development of residential development within the main centres, in accordance with the requirements of the Strategic Land Use Plan.**

Additional retail development

117. It's a fact that the global economic situation is fundamentally different in 2013 compared to 2009, when the Roger Tym Report was produced. That document proposed that Town's retail floorspace offering should be larger, given the size of the island and visiting population.

118. The view of the Retail Strategy Group is that while the economics in the retail sector have been very challenging over recent years, investors would still be attracted to Town, provided the right locations can be identified and secured. It is hard to estimate quite how large any new development or developments could be, and is ultimately a matter of

an investor weighing up risk versus reward; but the Group believes that in the right central location and with a suitable 'uncomplicated' layout all one on level, developments totalling up to twenty thousand square feet could succeed.

119. That underscores the Group's view that identifying areas for redevelopment should be a priority for the States. That could include regeneration of offices which are not fit for purpose into residential accommodation or retail. With the States successfully identifying areas that could be suitable for redevelopment, the private sector would take the financial risk if it felt the potential rewards justified the investment.

120. The Guernsey Retail Strategy Group – with the support and endorsement of the Commerce and Employment Department – could raise and propose specific locations.

121. **STRATEGY PROPOSAL 2 – The emerging Island Development Plan should make provision in town for new retail developments of a scale, type and location to be discussed and agreed between the Commerce and Employment Department in liaison with the Guernsey Retail Strategy Group and Environment Departments.**

122. Town's topography and history do not assist in the identification of single site locations for retail development. The experience in the UK has very often been that a 'tired' central location or building is evidently in need of regeneration within a town central area. In these instances, a regeneration and redevelopment candidate is often obvious. That is not the case for Town, but, subject to the Strategy Proposal immediately above the Group believes that the following list of locations, (which is not exhaustive) to be potentially suitable for redevelopment consideration.

123. **The Albany / South Esplanade (bus terminus area).** The location is close to and roughly on the same level as much of the current primary shopping areas in and around Church Square. This is helpful to the many shoppers who are discouraged by what they see as difficult slopes (witness Smith Street). The current disconnect with the main part of town is caused primarily by the weight of traffic that uses Fountain Street and is a significant issue. Yet it's believed that the South Esplanade does have potential as an area where additional development could be successful - provided it was of a significant enough size and with enough destination stores to act as magnets for shoppers.

124. **North Beach**. Possibly it is too disconnected and too far away from Town's current retail primary area, but as a large States-owned flat area, North Beach does have redevelopment potential for, again, a development of sufficient size and mix to make it attractive to prospective investors and shoppers. North Beach also lends itself to establishing improved connections to the Lower Pollet and the Weighbridge area, an area that the Group believes is underperforming. With a different traffic flow arrangement and a development that incorporated retail, tourism facilities, other commercial facilities and, importantly, no loss of parking, this could provide a significant enhancement to the northern end of Town's current retail centre.

125. **The Lower Pollet**. This is an area that the Group believes could be so much better than it is at the moment. But possibly due to widespread acceptance that 'it's been like that for years' and the difficulty many people have with imagining a different possible future, it's been overlooked as a suitable location. The Group believes that its proximity to the primary retail area, the fact that it is flat, has many units of different size and is close to Town's main car park all give it credibility as a retail location waiting to fulfil its potential. Elsewhere in this Strategy, the Group underlines the importance of making sure shopping streets are for shoppers. That means removing or restricting the use of that area by vehicles, flattening out the street levels and introducing a shared street concept.

126. **Market Buildings and Square**. A mid-term opportunity may present itself to re-examine the layout and efficiency of the Market Building and the opportunities for connecting that building to the rest of that part of Town.

The physical retail environment

127. While it may seem to be intangible and not directly related to the spending of money in shops, it is very important that the retail area and its surroundings are pleasant for the shopper. Town's attractiveness is its strongest quality and must be enhanced. This extends beyond the 'mere' look of an area: the whole physical experience must be positive in order to give shoppers the best chance of favouring real-world spending over other forms of spending or not spending at all.

128. A good shopping environment is key to increasing footfall. Along with heritage issues, it is also very important to get the general ambience of the streetscape right (made up of matters such as the paving materials used in street surfaces; good signage; the appropriate use of street furniture and good lighting).

129. It's also important to make the journey from parked car to the main retail area as pleasant as possible. For longer journeys this is all the more important.

130. Retailers felt that the walk from North Beach to the main retail area suffered from being too exposed, unattractive, having a lack of signage and being intersected by a very busy road. Furthermore, the town frontage was considered unwelcoming once the road had been crossed. This is of key importance given that North Beach is the primary 'feeder' car park for Town, with many thousands of walked journeys made every day. Add to this that it is also the walked route undertaken by many visitors from Cruise liners and other ferries and the case for improving the experience is even more compelling. The Group's view was strongly echoed by views expressed by retailers on the 'Walk Rounds' of Town.

The walk from North Beach car park to Town

131. **STRATEGY PROPOSAL 3 – For the Environment Department and other key stakeholders to initiate major improvements to the pedestrian linkages between North Beach and the main part of Town to be created and in place by June 2015.**

Street surfaces

132. The Group is clear that a good physical environment is important to the long-term success of a retail centre. Therefore measures which will enhance the physical environment should be supported. Similarly, if changes are proposed which are likely to be to the detriment of a retail centre's physical appearance then they should be resisted.

133. The type and quality of Town's street surfaces vary considerably. The Group believes that good quality surfaces have a strong correlation to a generally good retail environment.

134. On only a short walk through Town's main shopping streets, one walks upon cobblestones from the 19^{th} century, unattractive, uneven tarmac, pavement slabs from the 1960's up to the present day and (throughout town), a great deal of chewing gum and discarded cigarette butts.

Discarded chewing gum in Le Pollet

135. In most parts of Town (even the prime retail area of the High Street,) pedestrians have the sense of being on a road given the presence of pavements. There is an opportunity to improve this by removing the pavements and levelling out the main shopping streets. This also plays a part in enabling the ‘shared streets’ concept that has been widely used elsewhere and is very effective in giving a sense that it is a shopping street, not a driving street. This will improve the experience for shoppers and in turn make the whole Town ‘offering’ much improved.

136. Note that the Group believes that the Arcade, Church Square, Market Street, the upper and lower sections of Le Pollet and the North Plantation are ‘priority locations’ where the street surfaces in particular are poor.

Examples of Shared Streets

137. **STRATEGY PROPOSAL 4 – Before the end of 2014, for the appropriate States Departments, in consultation with the Guernsey Retail Strategy Group to draw up and begin the implementation of a street surfaces improvements plan for Town.**

Signage

138. With regard to signage, the Group believes that at certain key areas, the signage needs to be modernised and in many areas introduced as there is currently an absence. This provides an opportunity to present 'a better face' to visitors to Town and also has an opportunity to exploit advances in technology. These will enable greater interactivity, an enhanced experience for shoppers and ultimately more custom for Town's retailers.

139. The Group would reject the argument that 'locals don't need signage'. While good signage is definitely of value to Guernsey's many visitors, local residents also would benefit as signage would help to draw them into other parts of town.

140. There are certain locations where improvements to signage are particularly important within Town. The Group believes these to be at key pedestrian intersections at Market Square, Church Square, the Arcade, Smith Street / High Street junction, the Pollet / Plaiderie junction and the Liberation Monument.

141. **STRATEGY PROPOSAL 5 – For the appropriate States Departments to research, draw up and implement a signage improvements plan for Town which should start its roll out in 2014.**

Urban environment

142. Retailers cite the proximity of cars to shoppers as being one of the main factors inhibiting a better retail environment in the Lower Pollet and Church Square and the surrounding areas. It is understood that vehicular access is required for all parts of town for shop goods to be unloaded at non-peak times for example. This is true of Town's central shopping areas, but areas such as the Lower Pollet and Church Square are used by traffic throughout the day.

Vehicles using Church Square during the day

143. The Retail Strategy Group believes that a better state of affairs is for these areas to be considered as shopping areas first and areas for vehicles second. This could take the form of restricting access times for vehicles (as per most retail parts of town). The Group notes that retailers in the Arcade appear to manage without door to door vehicle deliveries, at any time.

144. For Church Square, the Group believes that the presence of moving vehicles is the single most significant factor preventing the area from being much better; potentially a St Peter Port retail focal point. The Group contends that the area would be much improved for retail if the following changes were made:

- Through traffic prevented and a different traffic management system (potentially the shared streets idea) introduced
- The taxi waiting area moved to a different location such as the South Esplanade or Albert Pier
- Kerbs and pavements removed to provide a single-level, shopper-friendly area
- Disabled parking potentially moved elsewhere, but as close as possible to the primary retail area

145. The Group considers that the Lower Pollet generally defined as the area commencing at the Weighbridge running up to Christies / Moore's Hotel is the secondary area as noted on the plans in Appendix 3.

146. The Group considers that its primary weaknesses are:

- A poor and uneven streetscape with narrow pavements and poorly maintained kerbs.
- An uncomfortable and potentially dangerous mix between traffic, delivery vehicles, parked cars and pedestrians.
- A lack of linkage to the Upper Pollet and the High Street thereby creating a distinctly different and secondary flavour to the retail offering.

147. The Group considers that this area is important for the town, particularly as it in part provides the main route from the car parking on North Beach to the High Street. Due to its proximity to the primary area it has the opportunity to be enhanced. Both the Lower Pollet and Church Square provide a considerable opportunity (through the possible introduction of the Shared Streets concept and revised traffic management systems) for greater use of outdoor eating which would considerably improve the look and use of the area.

148. The Group consider that the area should be enhanced with the ultimate objective over the next five years of increasing the vitality of this area so that it becomes a prime retail and hospitality rather than a secondary area.

149. **STRATEGY PROPOSAL 6 – Bearing in mind the points made above, that before September 2014 the Environment Department reviews traffic movements in Church Square and the Lower Pollet with a view to introducing new arrangements that give pedestrians supremacy over vehicles.**

150. The Weighbridge Taxi rank is an area that is very busy indeed in the evenings but during the shopping opening hours, it is much less frequently used. This presents a possible opportunity for a change of use to be considered. On its walkround of Town, the Group considered whether the apparently occasional daytime appearance in the area by taxis was indeed the best use of the area. Could it be given over to other day-time uses that would be more beneficial for a greater number and be more attractive as well? That would appear to be a better result for retail and other uses in Town.

St. Peter Port Taxi Rank 10:30 Saturday 22nd June 2013

St. Peter Port Taxi Rank 18:30 Monday 1st July 2013

151. The Group's view is that a taxi rank may well be better located on the North Beach area, which would be positive for Cruise liner passengers as an additional benefit. Until more fundamental changes were introduced, the Group felt that the Weighbridge taxi area would be better used as a short-term car parking area, with an exit up Le Truchot and not onto Le Pollet.

152. The Group believes that the following suggestions (*to be considered together and not in isolation)* outline one way in which changes to that area could be introduced which would be positive for that part of town - and by extension, the whole of Town.

- Through traffic limited and a different traffic management system introduced (such as the shared streets concept)
- Kerbs and pavements removed to provide a single-level, shopper-friendly area
- Deliveries to be in line with the balance of Town, thereby restricting after 10.00am.
- Improved linkage with signage from North Beach to create a more pedestrian friendly link.
- Relocation of the Weighbridge taxi rank into North Beach, possibly either at the front of the two hours parking or in the strip opposite the Trident ferry. This may have advantages for cruise line passengers;
- The area thereby released at the Weighbridge could then be used for short term parking, say two to three hours. An approximate estimate would be that it could take 14 vehicles;
- The current short term car parking numbering 8 spaces in the Lower Pollet could therefore be removed;
- The taxi rank could make use of the Weighbridge area after say 10.00pm with short term parking suspended between 10.00 pm and 8.00 am;
- With a combination of the improved streetscape this would create a pedestrianized area, creating a far more pleasant retail environment, rather the cut-through that exists at present;
- It would also allow an expansion of hospitality units i.e. cafes and restaurants that could be licensed to use the street (and other primary and secondary areas);

- It is acknowledged that some vehicular access may be needed up La Tourgand to access the underground car park below Hirzel House;
- By enhancing the quality of the area and creating a more pedestrian and customer friendly environment, longer term opportunities for retail development may materialise in the Lower Pollet.

153. **STRATEGY PROPOSAL 7 – For the Environment Department and Public Services Department to research and implement the above suggestions by June 2015.**

Heritage and planning issues

154. One of the most positive aspects of shopping in Town is the attractiveness of the main retail area. It is a pleasant environment that has a strong sense of history. There is therefore a natural and quite correct desire on the part of Government to retain this historical charm of the area, not just for shoppers but for everyone who lives in, works in or visits Town.

155. There is a strong view expressed by some retailers and their representatives that the preservation of heritage has sometimes come to be seen as the most significant consideration when development is proposed and that other issues also critical to the future viability of Town (such as successful retail offering) are not given equal consideration. Although this evidence has generally been presented to the Group in a verbal format and whilst recognising the positive benefits the historic setting of Town has on retail, the Group considers that it is vital that retail viability, including where this may require clean, flat, regular shaped floor plates, is given equal importance when development proposals are considered in the future.

156. The Group believes that an approach that considers heritage issues as being of significantly greater importance than other factors is likely to be detrimental to Town in the long term. While the Group does not advocate abandoning heritage considerations, it does believe they should be more reasonably applied.

157. Retailers need clean, flat, regularly shaped floor plates to operate from and this behind the facade needs to be delivered without heritage restrictions.

158. **STRATEGY PROPOSAL 8 – The Group proposes that the Environment Department takes a flexible approach, better balanced with economic considerations, with regard to items of historic relevance when they are within a building and not visible from outside.**

Lack of retail choice

159. 21st century real-world retailers in Guernsey arguably face a greater challenge than at any other time in recent years, with a depressed general economy and a populace increasingly happy to shop online. In the face of these threats, it is important that any

additional on-island challenges to the viability of Guernsey's main centres should be minimised if Government is able to do so.

160. These on-island threats could take the form of a better comparison goods offering in other parts of Guernsey. A parish centre or other outlet with an enhanced comparison goods offering will succeed in taking custom away from Town and, to a lesser extent, St Sampson's.

161. This will be particularly the case if the comparison goods offered outside the main centres are the same as those offered in the main centres. In that circumstance, many shoppers will choose to favour an out-of-town outlet over a town outlet. This is true of parish centres, garden centres, stand-alone retailers and supermarkets.

162. **STRATEGY PROPOSAL 9 – For the Environment Department to review the current rules regarding effective restrictions placed on comparison goods sales outside Town and St Sampson's and, as part of the new Development Plan, to introduce a stronger regime to support the main centres.**

Use Classes Review

163. Guernsey's Environment Department, alongside the major review of the Detailed Development Plans (the Urban and Rural Area Plans) is also undertaking a review of the Use Classes system.

164. This review has the potential to be helpful for Guernsey's retail sector and a clearer indication of the two broad categories of retail – 'convenience' and 'comparison' – will be useful to be established.

165. **STRATEGY PROPOSAL 10 –The Environment Department should be encouraged to include 'convenience retail' and 'comparison retail' as distinct Use Classes as part of its forthcoming review of the Use Class ordinance.**

166. Increasing choice in the main retail areas can be achieved most effectively by the introduction of more shops. Given the points outlined earlier about Town's limited retail areas that are attractive to investors and the further difficulty in terms of the small size of many of the retail units, growing the floorspace size of Town appears problematic.

167. In that context, new developments featuring retail, leisure and ideally extra parking in the right locations may well be the best way of adding choice for the consumer. At the same time this enhances the full Town 'offering' and provides more reasons for the shopper and non-shopper to make the journey into town.

168. **STRATEGY PROPOSAL 11 –The Environment Department should put in place through its emerging Development Plan, policies that enhance the retail offer in Town in accordance with this and future versions of the Retail Strategy.**

Parking

169. As a means of bringing customers into Town, the car occupies a supreme position. Many retailers feel that additional, centrally placed car parks have the potential to vastly improve the likelihood of shoppers visiting town.

170. The car has both positive and negative connotations for shopping. The majority of Islanders travel by car to do their shopping. Yet for certain parts of Town's retail area, the proximity of moving cars to pedestrians makes the shopping experience worse and more dangerous.

171. Cars also need to be parked of course, which may have a detrimental visual impact on a retail centre. This strategy takes a general view that measures should be supported if they assist the free movement of vehicles to retail centres and also make parking more available and easier for shoppers to locate spaces. In areas where the pedestrian is the more important party, pro-car measures are unlikely to be supported.

172. The Group's view is that the number of short-term spaces in Town that could be used by shoppers is probably about right at the moment. It is very rare that a shopper cannot find a space to park. Some may not find the space they want if they choose first to park on the Crown or Albert Piers, but spaces elsewhere, in particular, North Beach are normally available.

173. The Group does have a concern about **future** parking provision in Town. Given that the car is the preferred mode of transport for most shoppers and that this Strategy document seeks to enhance and improve the town's retail offering, the Group is keen to ensure that a lack of parking is not an inhibiting factor for a better, busier Town in the future. The loss of car parking spaces at the North Beach car park (while work on the harbour is carried out) is unhelpful for retail in Town. Should that temporary loss become permanent, the Group's view is that an equivalent number of spaces at least as close to the primary area, would need to be created as compensation for that loss.

174. Parking also has other important aspects to it which could impact on retail matters. These include the availability of spaces, whether parking should be paid for and the various lengths of time that one is able to park in different locations. Taking a purely 'retail only' point of view, it is difficult to support the introduction of paid parking. The Group is of the view that adding an extra cost to the Guernsey shopping experience would be detrimental to retail at a time when it faces many other significant challenges. While paid parking may have many benefits from a traffic management perspective (and thereby for the overall shopping experience), the Group's view is that these benefits are generally outweighed by any additional cost that shoppers would need to bear.

175. Paid parking is a matter being considered by the Environment Department as it prepares a Traffic and Transport Strategy for the Island. Any introduction of paid parking in that document should be handled sensitively so as not to affect individuals' likelihood to go to Guernsey's retail centres. Paid parking for Town's existing car parks alone is not supported by the Group for that reason.

176. It is thought that shoppers **may** be more prepared to pay for parking in new, closely located areas – provided any such parking had a very high chance of providing available spaces. The use of new technology is imperative, to ensure that the 'repeat parking' phenomenon is eliminated.

177. **STRATEGY PROPOSAL 12 – It is important for Town's retail sector for short term parking close to the primary retail area of town to be retained and restricted purely to short-term use. Any additional short term parking to be used primarily by shoppers should also be located close to the primary area, in such a way as to not adversely affect the shopping experience of pedestrians, as set out within this strategy.**

178. One of the issues cited by retailers is the use of short term parking spaces for long term stays. This manifests itself as individuals (sometimes shop workers) leaving their place of work for a short break and either changing the parking clock or driving a few feet to find another available space. The effect of this is that those looking to spend money in Town are discouraged from doing so in the belief that finding a short term space close to the shops will be very difficult.

179. **STRATEGY PROPOSAL 13 – For the Environment Department's traffic section as part of its Traffic Strategy to investigate the feasibility and costs of a technology-led parking system that effectively tackles the 'repeat short-term parking' phenomenon.**

180. **STRATEGY PROPOSAL 14 – The introduction of paid parking that would affect shoppers should be resisted, *except for any areas that may provide additional parking close to the primary retail area.***

Town Centre Manager

181. Retail is a multi-faceted aspect of island life. It's rare that any single retail question has a single issue answer. That means that for a strategy to be effective it is likely to contain a variety of different aspects that need to be considered as part of any holistic answer. This could manifest itself as issues that impact upon the mandates of two or three different States Departments as well as the private sector in terms of the retailers themselves and the general public. All of the stakeholder groups cover a myriad of different attitudes, points of view and behaviours.

182. How best to move forward such a matter? Before the creation of the Guernsey Retail Strategy Group, there was no unifying and over-arching body that took account of these

views and ownership of any possible solutions. The Group's mandate was the production of this strategy document, but an entity is needed to take forward some aspects of this document and give energy, authority and credibility to the actual implementation of its recommendations.

183. Most UK retail centres of significant size have a town centre manager. St Helier has a town centre manager. The role of a town centre manager is one that has the potential (in the long term) to lead on many of the 'ownership' elements highlighted above. There are many retail issues that cut across several stakeholder groups often with no obvious lead agency or States Department. In those instances, it is quite possible for inactivity rather than activity to be the most likely outcome.

184. The Group considers that a town centre manager should be employed within Town.

185. The Group acknowledges that this was a key recommendation in the Mary Portas report and has been successfully introduced in Jersey.

186. The Group considers that there will be considerable benefits in a town centre manager to act as a liaison between landlords, retailers, shoppers, the cruise ship and hospitality industries.

187. The town centre manager, if the role is established on the correct footing, has the capacity to perform a very useful organisational role that helps traders, shoppers and the wider community. The focus of the role is likely to be one where co-ordination, communication and liaison are all key elements. Some, but not all, of the aspects of the role are outlined in more detail below:

- To act as a focal point for communication with all parties which have an involvement in the retail and hospitality sector within Town;
- Facilitate and encourage open air events, both summer and winter, to make better use of the streetscape, the open areas particularly the pedestrianized and proposed pedestrianized areas, streets and squares throughout Town;
- To assist retailers through research in understanding consumer habits, analysing supply and demand and encouraging retail usage where not represented, (thereby widening consumer choice);
- To work with landlords to assist with continuity of retail trade and understanding retailer requirements both in use, size and specification;
- To work with the appropriate States authorities, to assist with the introduction of appropriate signage throughout Town;
- To take control of and deliver a website for retail, allowing interaction with retailers' websites and ensure that new technology, with use of Apps, QR Readers etc. is allowed for;
- To work with the Retail Strategy Group, the Environment Department and other States Departments on the regeneration of the Old Quarter;
- To act as the liaison with retailers and the consumer to market and publicise special events, cruise ship visits etc

188. These initiatives are consistent with a major theme of the Portas report which underlined the importance of bringing life, vibrancy and activity into town centres, (thereby providing another reason for people to make a journey into town). Similarly with matters such as the arrival to the island of cruise liners which often bring hundreds of visitors to Town, a town centre manager would be well placed to ensure that retailers are able to offer a co-ordinated 'retail welcome' to such a large group of visitors.

189. The funding of such a role is a critical matter, as is the relationship with Guernsey's Town Centre Partnership, which currently performs some of the roles of a town centre manager.

190. The Group is unable to make a firm recommendation as to whether funding for the town centre manager should come from central funds at the States of Guernsey or from parish funds through the constables.

191. The Group is clear that the creation of a funded town centre manager role is one that has many benefits for the retail performance of Town. The duties listed above all contribute to Town performing better as a retail centre. While that would be very difficult to measure, the Group remains convinced that a town centre manager role would play a part in strengthening a key part of the Guernsey economy.

192. **STRATEGY PROPOSAL 15 – The Group recommends that the issue of funding and its source should be reviewed by the Commerce and Employment Department and decided upon before the end of March 2014.**

The Old Quarter

193. Guernsey's Old Quarter presented a challenging question for the Retail Strategy Group: How possible is it for the area to become a flourishing retail location?

194. The Old Quarter is considered to be the area westwards from the foot of Mill Street up to and including Trinity Square. Reaching the 'The Plateau', the area changes in character and Mansell Street is at present one sided, with much of the left hand side, (when approached from the Town) being blank or dead frontages.

195. The Group's considered view was that the Old Quarter in late 2013 has, in certain locations, much more vitality and vibrancy than has been the case for some years. It is an area, that in the primary, secondary and tertiary zoning terms used by the Group, does not neatly fit into any one categorization. Parts of it are in what one would consider secondary areas, other parts (further west towards Trinity Square) are in a tertiary zoning. Yet the area has a sense of its own identity.

196. It was these characteristics which led the Group to view the Old Quarter as an 'exception district, which would require, in some cases, an approach specific to it alone. The Group felt this approach was based on the reality of the situation on the ground. The majority of Mill Street appears vibrant with low levels of vacancies, but further up the hill the character changes and the area appears more tired.

197. While there have been some small-scale success stories with some of the units at the lower end of Mill Street, there are fundamental difficulties about the Old Quarter location which inhibit the site being as commercial a location as Town's primary retail area.

198. The Group does not believe that the Old Quarter can provide for the type and style of retailer seen in the primary area.

The Old Quarter

199. However the Group believes that the Old Quarter has potential through regeneration to provide an area for smaller retailers, start up retailers, retailers offering a product not so dependent upon heavy pedestrian flow and some residential developments. It is also a suitable location for emerging business, quasi-retail businesses and other businesses that require or would like street-facing representation, but do not wish to be in the primary area.

200. The main difficulty relates to its distance and inherent disconnect from the primary retail part of Town. Development at the Ideal Furnishings site (as described below), would greatly assist that part of town, but the Group believes the Old Quarter is unlikely to become as busy as Town's primary retail area. The disconnect looks very difficult to overcome simply by joining up the Old Quarter with Town's primary retail area. The

distance between the two is too great and would result in a stretched out retail area which would not be sustained by Guernsey's limited population of shoppers and visitors.

201. That means that the Old Quarter with appropriate investment and well-located redevelopment can become a more invigorated secondary shopping area, even though for many of Town's shoppers, is too far up the hill and distant from the primary retail area.

202. One location that could be suitable for redevelopment is that occupied by Ideal Furnishings and other adjoining buildings, which connects Market Street and Le Bordage. The Group is not prescriptive about how this might best work – it is included here merely as an example, like those locations referred to earlier in this Strategy document. But as a site of significant size it could be considered and, in broad terms, the Group believes that a development that incorporated retail, residential and parking could work well.

203. But there are some initiatives that can be introduced, which *while not specific for the Old Quarter*, do have the capacity to help that particular location. These are all mentioned in greater detail elsewhere in this Strategy document, but the following points will all have a positive impact on the Old Quarter and should be implemented:

- The Group considers that little effort is made to publicise the existence of the Old Quarter in the town centre. Maps of the town through use of better signage should be placed at strategic points, as noted elsewhere in this report, highlighting where the Old Quarter is and what it offers;
- Streetscape improvement to Market Street would help considerably. Currently Market Street presents as a service road / corridor which gives an impression that there is nothing beyond it;
- Streetscape improvements should be implemented to provide a road / pavement at single level and this should have the same loading restrictions as elsewhere in the town i.e. no service vehicles after 10.00a.m.;
- The Group considers that Market Street should become more vibrant and the street should after 10.00a.m. be allowed to be used by retailers and hospitality businesses;
- The upwards slope of Mill Street has seen considerable refurbishment over recent years and this should be continually encouraged and should be one of the roles of the Town Centre Manager;
- The Group considers that uses on the upper slope of Mill Street should be predominantly retail, but further residential development should be considered towards its western end;
- The Group considers that the area of land predominantly owned and / or occupied by Ideal Furnishings and Scope Furnishings presents an opportunity for urban regeneration;
- The Group considers that a development brief and / or master plan for the Ideal Furnishings / Scope Bedding site should be prepared, ideally within the next 12 months;

- The Group considers that the site would have potential partly as car parking principally utilising that part of the site accessed from the Bordage, with retail usage facing Mansell Street;
- The Group considers that an initiative should be introduced, through the relaxation of the Housing Licence legislation that allows upper floors above retail units to be occupied by incoming owners or operators of the retail shop below[12];
- Uses along Mansell Street and around the upper area at Trinity Square should not be solely retail, but should be encouraged to be uses that have a retail flavour;
- Above ground floor level and even at ground floor level residential development, and refurbishment should be encouraged particularly in highlighted tertiary areas.


Market Street leading up to the Old Quarter


Pedestrians and vehicles sharing Market Street

204. **STRATEGY PROPOSAL 16 – Based on the issues identified within this section, States Departments should implement and support measures that would maintain and enhance the overall economic contribution that the Old Quarter makes to the Town, where this is compatible with other policies of this Strategy.**

[12] The purpose is to encourage potential retailers possibly from the UK to bring their ideas and businesses to the Island and have this linked with an accommodation licence, to encourage new concepts and investment in the Old Quarter. The Group acknowledges that this would require considerable exploration, thought and liaison with the Housing Department prior to its implementation.

St Sampson's / Bridge area

Overview

205. Within the States approved Strategic Land Use Plan, the Bridge area of St Sampson's is classed as a main centre. With some exceptions, the Bridge area is generally currently not performing as well as it could as a retail location. But there are some reasons for optimism that this state of affairs could be improved.

206. While the picture in late 2013 may be challenging, there are two key factors in place which suggest that the Bridge's future may be brighter than has been the case for the last decade or so. The first is the high population level located close to the Bridge and the second is that the land-owner of the Leale's Yard development (the Channel Islands Co-operative Society) had earlier been given planning permission (admittedly now lapsed) to undertake large-scale investment to improve the area.

207. Furthermore, the St Sampson's marina has the capacity to be a very attractive centrepiece to any 'new' Bridge area. Parking currently appears to be adequate for those shopping in the area. While the reasons to be optimistic are reflective of 'what might be'; when one deals with the here and now, it is more difficult to be positive. There are also question marks over some of the positive factors mentioned above.

208. As far as 2013 is concerned, the Bridge can be described as 'under-performing' in retail terms. 'Quayside' on the Northside of the Bridge is a destination store that appears to be successful, but aside from this store (which is more than three hundred yards away from the main contiguous part of the Bridge) the picture is generally less positive.

209. The main part of the Bridge appears to be less successful and is a less attractive environment. Charity shops and 'value' shops dominate the east-facing part of the Bridge and on the Southside the offering is 'patchy' with little to entice the shopper looking for comparison goods.

210. The Bridge area is also unusual in that it has two very different uses – retail and heavy industry – in close proximity to one another. It is difficult to think of other locations, even outside Guernsey, where a power station, giant cooling towers and a major engineering facility would be gathered together so close to a retail centre. This reduces the chance of shoppers considering the Bridge area as an attractive and pleasant place to spend money.

211. The Channel Islands Co-operative Society as a major landowner in the area (of the Leale's Yard site) also has some major issues to contend with before it may be able to take forward its development plans for the area. While these plans have received planning permission (which has now lapsed), there has been no material development in the area. This lack of activity and attendant uncertainty is difficult for the Bridge area. With the major landowner not investing in the area, this effectively acts as a block on other parties' investment.

212. The Planning position as of November 2013 is that outline planning permission was granted for the redevelopment of the site to provide retail and residential units on 22nd February 2011. Detailed drawings were not however submitted and the application expired on 21st February 2013. No further application for the site has been submitted since that time. The landowners have been advised by the Department that any future application for the redevelopment of the site is likely to constitute development requiring an Environmental Impact Assessment in which case a full planning application would be required.

213. The site is the subject of a Local Planning Brief which expires on 24th November 2014. Arrangements for the review and the extension of the effective period of this Brief will be programmed to be concluded before the expiry date.

Strengths and Weaknesses

214. **Strengths**

- Considerable potential
- High population levels nearby
- A major landowner keen to see the area redeveloped (partly for their own use).
- Opportunity to play a complementary retail role to Town
- Parking provision currently adequate
- The marina-side development opportunity may have potential to transform the area
- Some retailers performing very well in that location

215. **Weaknesses**

- A generally underperforming centre
- Economic pressures leading to uncertainty about the future
- A lack of investment by landlords and retailers due to Leale's Yard uncertainty
- The planning permission for the Leale's Yard development has expired
- An Environmental Impact Assessment appears to be required for major development to proceed

New Master Plan required

216. The lapsing of the planning permission for the plans for the Leale's Yard development was not a major surprise, given the multi-million pound sums required and the very challenging economic conditions in the retail sector. The 'new reality' for retail – with fundamental changes to consumer confidence and the growth of online shopping – suggests that a retail development along the lines of the earlier planning permission simply will not take place.

217. The most concerning outlook for the Bridge / Leale's Yard area is a continuation of the uncertainty and lack of activity that has characterised the last decade or so. The new reality for retail and the economic headwinds are certainly strong enough to suggest that meaningful large-scale investment could be many years away. The Group believes that efforts to generate effective dialogue between the Land Owner, the Environment

Department, Commerce and Employment Department and the Retail Strategy Group have the best chance of yielding a positive outcome.

218. A new Local Planning Brief may not be required given that the current Brief has sufficient flexibility built into it and, it is hoped, may be extended before its November 2014 expiry. If it is not possible to extend it, a new brief will however be required. The Group is keen to see the Environment Department and the Co-operative Society of the Channel Islands (the landowner) working closely together for any future proposals to be workable, capable of transforming the area and, crucially, *economically achievable.*

219. The Guernsey Retail Strategy Group is of the view that there needs to be a fundamental change to the nature of any new Leale's Yard development. While it is a matter for the landowner and the Environment Department to discuss, the Group's view is that any Master plan should:

- Acknowledge the low likelihood of major 'aspirational' clothing brands wishing to have a presence on the Bridge
- Place a greater emphasis on 'value' brands being part of any development
- Place greater emphasis on the bulky goods sector (see Appendix 6 for a definition) being part of any development
- Ensure that the retail provision is at least in part focused on the needs of St Sampson's and its catchment area.
- Have a greater proportion of residential development as part of the scheme
- Make sure that the parking, traffic and pedestrian linkages between the main Bridge area and the Leale's Yard area are seen as a key to the success of the whole scheme

220. While it may seem counter-intuitive that a largely residential-led scheme may be better for the Bridge's shopping offering than a retail-led scheme, the Group does subscribe to this view. A scheme with a strong residential component has the capacity to invigorate the location, which would have positive effects for the area's retailers and, in turn, their shoppers.

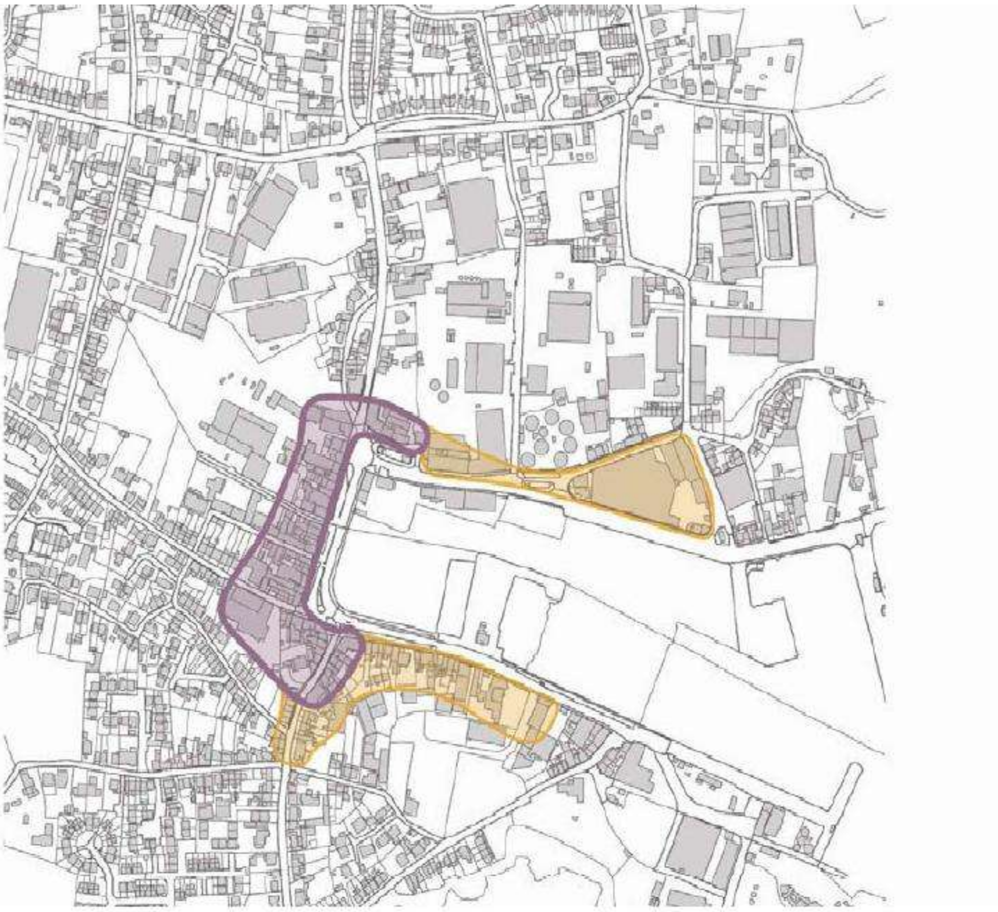
221. Critically, a predominantly residential-led scheme also has a much better chance of actually taking place. In simple terms, the Group believes a residential-led scheme that gets underway in, for example, 2016, is a much better outcome than a retail led-scheme that by 2023, may not have been advanced at all.

222. **STRATEGY PROPOSAL 17 – A new master plan for the area is to be encouraged and produced prior to June 2015 in conjunction with the landowner, the Environment Department and other various expert independent stake holders, such as the Guernsey Retail Strategy Group.**

223. While the Group would not want to pre-empt or unduly influence what any master plan might contain, from a retail perspective the map shown below, (with a primary zone in

purple and secondary areas in orange) represents the Group's views of the various retail zones on the Northside, Southside and the Bridge itself.

224. Primary and secondary retail locations for the St Sampson's Bridge area.



Why development is important for the island community

225. As mentioned above, arguably the very worst outcome for the Leale's Yard / St Sampson's area is the continuation of inactivity, uncertainty and decline that has characterised the area for the last decade or so. It's difficult to see any winners from a future scenario where the area has lain undeveloped for approximately twenty years.

226. The Group believes that Government should consider the option of a mechanism which ensures that further decades of inactivity cannot be an outcome. The Group is not prescriptive about what such a mechanism should be, other than to say that it should be something that will be effective in breaking an impasse such as that caused by a landowner of a publicly important area which appears unable to develop the site.

227. The Group is hopeful that such a mechanism would not be needed. Particularly if all parties engage in the delivery of a new master plan, as per Strategy Proposal 17, being a master plan reflecting the focus of the Retail Strategy Group's report and the current economic condition and the changing nature of the retail sector as a whole.

Guernsey’s local centres (St Martin’s, Cobo, L’Islet and St Peter’s)

Overview

228. The Strategic Land Use Plan makes much of the idea of Guernsey’s local centres and what role they could play in island life. From a retail perspective, the local centres are deemed to be: St Martin’s Village, Cobo, L’Islet and St Peter’s Village. The relevant policies contained in the SLUP focus on the Development Plan enabling ‘*small-scale economic development where it is appropriate to do so*.’ The same policy wording (LP10) also refers to enabling ‘*a flexible approach to the management of development that can adapt to more or less growth or change over time.*’

229. The outcome of this high-level approach is that Guernsey’s Development Plan will outline legislation and policies that support the enhancement of these centres. From a retail perspective this will enable a greater amount of convenience shopping to be located in those areas. The position is likely to be different for comparison goods shopping, however. In this regard, the presumption will be that increasing and improving the comparison goods retail offering in local centres is likely to be to the detriment of the island’s main centres (Town and the Bridge) and is therefore likely to be resisted. New Use Classes which define comparison and convenience retail as distinct from each other are being considered by the Environment Department. The Group is supportive of these changes which would apply throughout the island.

230. Each of the local centres has one centrepiece convenience food offering (although St Martin’s has two), around which many other services are offered. St Martin’s is the most developed of the local centres as it is the biggest, has two significant convenience food outlets (the Co-op and Marks & Spencer) also has a fair comparison goods offering in the form of the clothes retailers Ogier and George and Valpy’s general store.

St. Martin's Village

231. As one of the Strategy's guiding principles is to support the main centres and to diminish threats to them, the key retail issue with regard to Guernsey's local centres is for them to flourish without threatening St Peter Port or St Sampson's. This equates to support for local centre enhancement proposals – except for those which would improve the comparison retail offering in that centre, (as this would be to the detriment of Guernsey's two biggest retail areas).

232. **STRATEGY PROPOSAL 18 – For the Environment Department to strongly resist large scale comparison goods retail development applications in Guernsey's local centres.**

233. **STRATEGY PROPOSAL 19 – For the Environment Department to support small scale convenience goods retail development in Guernsey's local centres where this is required for community growth and / or the reinforcement of sustainable centres.**

Other retail sectors (Supermarkets, Garden Centres, Out of town comparison retail, Admiral Park)

Supermarkets

234. Guernsey's supermarket provision is dominated by four main players: Waitrose, the Channel Islands Co-op, Alliance and Marks & Spencer. Alongside these large-scale outlets (in Guernsey terms), there are a variety of locations where 'convenience essentials' can be bought. Many of these are in the local centres mentioned above.

235. The Waitrose offering is the two main stores at Admiral Park and the Rohais. Alliance, formerly a wholesale only outlet, is situated on the Braye Road Industrial Park. The Channel Islands Co-Operative has two somewhat smaller supermarkets, (what it calls 'Grande Marche' stores) located on the Bridge and in St Martin's. It also has a number of mid-range stores ('Co-op Locale') which are at the Longstore, Royal Terrace on the North Esplanade, the Market in Town and at Vazon. Marks & Spencer has three small or mid-sized food stores (in St Martin's, on the Town front at Quay Street and also a larger 'stand-alone' store on the Route Carre near L'Islet).

236. Across the island there is a variety of additional convenience retail outlets. There are the 'Food Halls', run by Sandpiper Channel Islands in the Cobo, L'Islet and St Peter's local centres. There are additionally two 'Iceland' value stores: one in St Martin's and one in Admiral Park.

237. There is also a large number of small-size, convenience goods stores. These include four 'Checkers Express' outlets with long opening hours throughout the week and weekend (one in Le Pollet in Town and three more attached to garages at Perelle, St Martin's and the Landes du Marche). The Co-op has a range of what it terms 'En Route' stores, again four in number: at the Forest Road, St Andrew's Road, L'Aumone and St Martin's. All four are open seven days a week from 7:00a.m. to 10:30p.m. and are attached to garages.

238. Finally there is also a number of small independent 'corner shops' at various locations - although these have declined in number over recent years. In addition to the categories mentioned above, there are also a number of specialist stores selling goods such as wines and spirits.

239. In recent years, it's been observed that the supermarket sector is offering its customers a higher proportion of comparison goods, alongside the convenience goods that predominate in the stores. Should this trend continue, it has the potential to undermine the performance and sustainability of Guernsey's main centres.

240. **STRATEGY PROPOSAL 20 – The Environment Department should be encouraged, possibly through the use of planning conditions attached to new planning consents, to ensure that future 'convenience retail' outlets are restricted to being predominately convenience.**

Garden Centres

241. There are some nine ‘Garden shops’ listed in the yellow pages of Guernsey’s main telephone directory. Of these, the majority provide goods associated with the garden as one would expect, but there is a small number that offer a range of goods that goes beyond what one would expect of a garden centre. These outlets, with Le Friquet Garden Centre and Earlswood being the most notable examples, also tend to be much bigger than the ‘conventional’ garden centres. Both are open seven days a week, have a café, a wide range of goods for sale and are very popular indeed with islanders.

242. **STRATEGY PROPOSAL 21 - The Environment Department is to be encouraged to continue to ensure that garden centres are predominately limited to selling goods and services broadly connected with gardening. Ancillary uses such as coffee shops are considered appropriate, but the sale of comparison goods that allows garden centres to compete with traditional retail outlets in Town, St Sampson’s and the local centres should be resisted. These types of uses should be considered incidental to the main use.**

243. **STRATEGY PROPOSAL 22 – The Environment Department should continue to ensure (through the Use Classes Ordinance) that plant centres remain primarily as plant centres and do not gravitate towards becoming garden centres.**

Out-of-town Comparison Retail

244. Not including very small stores located out of town and also out of the local centres, Guernsey still has a variety of different comparison goods retail outlets in a range of sizes and locations. These include long-standing establishments such as Aladdin’s Cave, which is a very busy outlet and smaller locations such as KeyPrice in the Vale which sells clothing, toys and other goods.

245. Also in this category would be those retailers such as Euronics in Admiral Park, Melodonia in the Castel and the Co-op Homemaker at the Lowlands industrial park in St Sampson’s which all offer less frequent but higher value purchases such as electronics and white goods. These are often ‘stand-alone’ stores and as such, are somewhat incongruous with their surroundings, but have in most cases have been in those locations for very many years.

246. There is an additional grouping of retailers that has a quasi-trade component; that is they are used by consumers, but can also be used by traders too, particularly those in the home improvement / furnishings sectors. These are often located singly rather than in groups with other retailers. Outlets such as DWA, Carpet Right, Capelles Building Stores, Norman Piette and Stan Brouard’s Garden and Leisure Store would all fall within this category. The Group can see merits in a land planning mechanism that brings together at the St Sampson’s Bridge area many of the uses mentioned in this Out of town comparison retail category. This could be a win-win situation which brings greater business and footfall to St Sampson’s, while, over the longer term, having the capacity to free up locations probably for greater residential use.

247. **STRATEGY PROPOSAL 23 – For the Environment Department to maintain its position on restrictions for change of use to comparison goods sales at out of town locations.**

Admiral Park

248. The Admiral Park area to the north of Town is a busy retail location. The main contributors to this are the Waitrose store and the large B&Q outlet which share a car park of several hundred spaces. The sheer size of the B&Q outlet underlines Admiral Park's significant 'bulky goods' offering and, as such, should therefore present no direct threat to other retail areas. Admiral Park also has the potential to become even busier still. Within the last twelve months, plans have been made public which could transform the area and could introduce more development of a variety of different types.

249. The Group's view is that it's important for Admiral Park to continue to maintain the retail character that it possesses in 2013 (a bulky goods outlet and a supermarket that has ideally no more than 10% of floorspace for comparison goods). If this character is maintained as the site grows and additional retail and other outlets are established then it should pose no threat to Guernsey's main retail centres.

250. But the site, thanks in part to its considerable parking offering, would be a threat to the main centres if comparison retail outlets became established. In that scenario it is easy to see a cluster of comparison goods shops appearing, becoming established, normalised, and over time giving shoppers more reasons to go there rather than to Town or St Sampson's.

251. There is currently a major outline planning permission granted for the vacant site at Admiral Park. This is predominately office based, with a supporting element of leisure. The Group believes that this is consistent with the SLUP and acknowledges that with time the landowner's thoughts may be subject to change. The Group would urge that if at a future date retail was introduced, that the Environment Department has particular regard to Strategy Proposal 24.

252. The Group feels that the site would have potential for a smaller scale development comprising of a higher element of leisure and supporting retail uses, with retail usage being in the bulky goods comparison sector with a particular restriction against "high fashion" operators. Other uses that may have merit would include residential.

253. **STRATEGY PROPOSAL 24 – The current retail outlets as built at Admiral Park to remain as an area where convenience goods and bulky comparison goods can be bought, but other comparison goods outlets to be resisted.**

Other matters (Sunday and extended trading, Cruise Ships, Technology and the internet, leases, skills, housing licences)

Sunday trading and extending opening hours

254. Sunday trading is a divisive subject. In the UK, Sunday is, in many locations, a very busy shopping day. Busy working lives mean fewer opportunities to go to the shops and the lack of time acts as another driver towards the quicker experience of buying online.

255. Yet in Guernsey there appear to be several strong factors against the introduction of an extension to Sunday trading. Surveys of shoppers and retailers in the Island show a majority are keen to retain the law broadly as it is now. The Mike Hadley requete to introduce a year-long trial of a more liberal Sunday-trading regime found very little support in the States. Note that the Commerce and Employment Department has given a commitment to the States of Guernsey that a full review of Sunday Trading will be undertaken within the current term of this Assembly, (i.e. before April 2016).

256. The view of the Guernsey Retail Strategy Group is that in the shorter term a half-way house may be an effective position to adopt. This would see the widespread liberalisation of Sunday trading on certain days only. These could be in the run-up to Christmas or on particular days during the main summer holiday season which may coincide with the arrival of cruise liners.

257. For the longer term, the Group's view is that sooner or later de-regulation is likely to be ushered in. The Group supports the principle that whether or not to open on a Sunday should be a decision made by the shopkeeper and this process should be as free as possible from any intervention by the State. In short, if a retailer wishes to open on a Sunday, it should be as simple as opening on a Saturday. Anything that makes this process more difficult – be it applying to various Government or parish authorities, having to plan weeks or months ahead or indeed any costs which come with this process – is an impediment to business for the retailer. While it's acknowledged that appropriate protections or considerations for staff will need to be tackled as part of any change, the Group's view is that full de-regulation is a better system for shopper, shopkeeper and the wider economy.

258. The laws relating to Sunday trading are not simple – something which some retailers will appreciate if the law has prevented them from opening on a Sunday owing to the category of the goods they sell. However Retail Traders in the Town are encouraged to apply at the start of the year for a licence to open on all Sundays when cruise ships are scheduled to call. This permission does not extend to Sunday closures of the seafront which has to be treated as a separate issue; (unless the organisers of the event related to the closure have specifically included Traders who set up their stalls along the seafront as part of the entertainment on offer).

Late night Christmas opening in St. Peter Port

259. There has been a call to extend this arrangement to the Market Terrace for traders who often attend the Fresh Friday initiative or trade on a Saturday on the Market Terrace with the permission of Bailiwick Estates Limited. In any event adopting the ‘open for business’ attitude is to be supported for visitors and locals alike.

260. The Group believes that, in the short term, a trial of a liberalised Sunday Trading regime could be introduced during certain summer months. It is important for traders that the ability to operate on these selected Sunday trial days should be free of other forms of restrictions in order to make the process as straightforward as possible. These include licences and any other form of restriction imposed by the parish constables.

261. The Group believes that the trial days should be selected to coincide with visits from Cruise Liners and the existing ‘Seafront Sundays’. The selection of the days for these trials should take place during the June to September period and involve stakeholders such as the Guernsey Retail Strategy Group, Commerce and Employment, Town constables and the Town Centre Partnership.

262. **STRATEGY PROPOSAL 25 – The Commerce and Employment Department to proceed with its intended major review of Sunday Trading and, as part of this review, to include the views of the Guernsey Retail Strategy Group which are in favour of the lifting of all restrictions.**

263. For extending opening hours for comparison goods stores, a 'selective' approach is likely to work best. This has similarities with the late night opening offered to shoppers in town and on the Bridge in the run-up to Christmas. Both of these are well supported by retailers and shoppers and there may be scope to extend this programme to other times of the year. Such an initiative would be likely to be co-ordinated by a Town Centre Manager.

Cruise Ships

264. It’s estimated that the arrival of Cruise ship passengers contributes approximately £1.5m annually to the Guernsey economy. The expectation is that St Peter Port will remain on many of the itineraries of Cruise Ship companies for the future, although some competition for Channel Islands stopovers is expected from Jersey as the St Helier port area is improved.

265. Every year several thousand foot passengers come ashore in Town. The “value added” of direct expenditure by cruise passengers on the Island is estimated at £708,958. Applying the multiplier effect gives this an estimated total economic impact of £1,328,763 in 2010.

266. Taking into account crew spending, income paid to handling agents, and payment of harbour dues increases the total economic impact to the £1.5m[13] mentioned above.

267. The Group believes that there is an opportunity to tie in the role of the Town Centre Manager more closely with the arrival of Cruise liners. This would include making retailers fully aware of the dates and timing of individual cruise ship visits, along with likely number of visitors anticipated to come ashore and their economic profile.

268. There is also a tie-in with improvements to signage, particularly electronic, using apps and QR readers to identify retail based walks around the town, shops of interest and shops which may be offering discounts to cruise liner visitors.

[13] The Retail Strategy Group believes that these figures – taken from the November 2011 Guernsey Cruise Industry Economic Impact study - may under-represent the spend and onward economic impact from this sector.

Cruise Ship moored off the coast of St. Peter Port

269. **STRATEGY PROPOSAL 26 – The Commerce and Employment Department and other relevant stakeholder Departments to work together to introduce an improved retail offering to ensure Cruise passengers create a higher per capita spend that is positive for both retailers and passengers.**

Technology and the internet

270. Guernsey retailers have, for the most part, treated the internet as a development that is more likely to benefit other retailers rather than themselves. Those other parties might be pure internet retailers or larger chains that have the financial resources to set up a comprehensive retail service for prospective customers.

271. Shopping for comparison goods online is something that is expected to increase in frequency and in value terms over the coming years. The parties that are expected to lose out as this trend accelerates are those retailers that have no internet presence or only a very basic website. Many Guernsey retailers would fall into this category.

272. That does not mean that traditional retail is dead however. It does mean that retailers should embrace new technologies. Advances in technology mean that different methods of shopping by customers and different ways of selling by retailers will increasingly become the norm. While that may present challenges for smaller independent retailers due to their size, alongside a more co-ordinated role undertaken by a town centre manager, initiatives for retailers such as seminars on topics like 'How Guernsey retailers can best sell online' for example could be offered to the retail community. This has a relationship with Guernsey's Skills and ICT Strategies.

273. Various opportunities may be presented by such initiatives. These include enhancing the web offering of Guernsey retailers, consideration of promotional social media

opportunities, mobile marketing including alerts or offers to shoppers in the vicinity of certain stores and 'click and collect' initiatives that will also bring online shoppers into stores thereby increasing footfall. It's likely that many Guernsey retailers are concerned about what online retailing may mean for them. They like the idea of the opportunity it may present, but are (reasonably enough) apprehensive about the cost and time implications of having an online presence.

274. One initiative which the Group favours investigating is the creation of a 'Shopping in Guernsey' website. This could achieve a number of things which would be positive for the island's retail sector. An online search for 'Shopping in Guernsey' or similar does not yield very positive results. Certainly, there appears to be an absence on the net of a site that provides an up to date listing of some sort of the retailers in the Island, or even in Town. This may be because it is a major undertaking and creating, maintaining and promoting such a site would be very time-consuming. But, cruise liner passengers definitely (and locals probably) will increasingly use the internet to find out about shopping in the Island. Given that context, the Group believes that an improved online presence of some sort is necessary.

275. Guernsey retailers should consider whether in, say, ten years' time, they are happy to be 'bricks and mortar' stores only while the world's shopping habits change fundamentally. (Other sectors, such as the visitor economy, have introduced these changes and have benefitted as a result.) To get past this impasse, a cultural change will need to be stimulated. The Town Centre Partnership or the Guernsey Retail Strategy Group could have a role to play in this arena. Government may well need to be the pump-primer and prepared to spend to assist with this transition. Alternatively, if private sector players with the resources and skills are able to make such an undertaking work economically then that also is a positive outcome. Ultimately this will be good for the retailers, good for the shoppers and good for the island economy.

276. Signage, as just one aspect of Town, represents an aspect that can incorporate new and emerging technologies to provide a better experience for shoppers. Other Guernsey centres are not thought to be big or busy enough to merit this sort of investment. Such changes could include making Town's signs and public display maps interactive which would provide shoppers with updates about, for example, offers that are available at that time. Mobile alerts to smartphones can similarly enhance the experience for shopper and shopkeeper.

277. **STRATEGY PROPOSAL 27 – For the Commerce and Employment Department and other relevant States Departments to look more closely at the opportunities presented for retailing by advances in new technologies and to instigate a programme of assistance for retailers to enable better exploitation of online opportunities**

Leases – encouragement for retailers / guidance for landowners

278. For many smaller retailers, getting their operation started is a difficult time of long hours and high costs before they receive any financial return. One of these costs is the dealings with various Guernsey law firms in the drawing up of leases for landlord and tenant.

These costs often fall disproportionately on to the tenant retailer. In certain parts of the UK, a 'sample short form lease' service has been offered which is helpful for both parties. While such documentation would not be suitable for large scale retailers in the Town's primary area, it would be a helpful service for smaller retailers.

279. The Group considers that the financial liabilities of leases, particularly their length and the repairing provisions are often seen to be onerous and so off-putting to retailers, particularly start up and small businesses.

280. The Group considers that Landlords should be encouraged in the secondary and tertiary areas to examine letting properties on much simpler internal repairing leases with shorter lease lengths.

281. It is considered that retailers would find that attractive in making it easier to set up new retail businesses, knowing that if they were not successful the retailer would not be left with a long term liability or if they did prove successful the ability to move into larger premises was not prejudiced.

282. **STRATEGY PROPOSAL 28 – For the Commerce and Employment Department to devise and have available (through Start Up Guernsey and the Chamber of Commerce) a sample / pro-forma short form lease for retailers below an agreed floorspace threshold located outside Town's primary retail area.**

Making sure retail staff are well-skilled

283. A professional and pleasant interaction with shop staff is important if shoppers are to continue to favour face-to-face spending over internet spending. But it should not be assumed that all shop staff have the inclination, aptitude and skills to be able to interact well with shoppers while at work. Therefore, in order to make the shopping experience as good as possible, customer service training should be part of the tool-kit offered to retail staff.

284. There is a tie-in with the Skills strategy which has identified the retail sector as a key area where skills need to be improved. If shoppers receive poor customer service, then the reasons to choose real world shopping are diminished further, as online wins by that measure – as well as price, choice, convenience and speed of delivery.

285. There are some initiatives in place already – some early stage work undertaken by the Skills Guernsey Implementation Group and the Customer Services Awards – both of which suggest that a sound platform is being built. But the Group believes these measures represent a start only. Skills Guernsey represents the most appropriate and best placed entity to develop this area and improve customer service skills. The Group would contend that aiming for Guernsey to be akin to a 'customer service centre of excellence' is a laudable aim. While measurement of customer service levels is difficult, the Group believes for the reasons outlined above, it is critical for Guernsey to be the best possible in this arena.

286. **STRATEGY PROPOSAL 29 – For Skills Guernsey to undertake as soon as practically possible a retail sector skills gap analysis and for training to be delivered in response (in order to achieve customer service improvements).**

Housing licence system changes for retail

287. Retail in Guernsey will be enhanced with the States taking a supportive approach to the issuing of housing licences to those in the retail trade. This could take a number of forms, from a greater preparedness to issue short term licences to customer-facing staff to a policy that results in licences being awarded to retailers wishing to come to the island to establish outlets (as outlined in the earlier 'Old Quarter' section).

288. **STRATEGY PROPOSAL 30 – For Guernsey's Housing Department to give greater levels of support to licence applications that relate to retailing in Town and St Sampson's.**

More public toilets in Town

289. Town has lost public toilets in Market Square that have not been replaced. This means that for many people, the appeal of the town as a shopping location is diminished. For some this may be reason enough not to visit town on a shopping trip, for many more it may be a reason to cut short a shopping trip. The Group considers that the provision of public toilets in Town's primary shopping area is inadequate in terms of numbers, location and condition. Certainly those on the North Beach, Crown Pier and the South Esplanade take shoppers away from the main retail areas. The Group would like to see public toilets in other more central parts of town. As important as extra toilets are, the condition and cleanliness of the toilets is also important.

290. **STRATEGY PROPOSAL 31 – For the Treasury and Resources Department and other stakeholder Departments to research suitable central locations for additional public toilets and baby changing facilities and to provide an implementation plan by the end of 2014.**

Summary

291. This document makes clear that retail is an important economic sector of the Guernsey economy and should be supported. Beyond the economic contribution that it makes, retail also plays an important wider role in the Island's social and environmental character.

292. Although retail in Guernsey - chiefly in Town - has been a strong economic sector for many decades, it faces 21st century challenges that could make life difficult for traditional retailers. Certainly that has been the experience in many parts of the UK.

293. A sustained recession has impacted upon consumer confidence, particularly in the comparison goods area. That type of purchase has also been affected by the advent of the internet and the ease with which consumers can buy online cheaply and easily. This trend appears likely to continue. This does not signal the end for traditional retailing, but does make clear that it may very well need to adapt if it is to survive.

294. Given that backdrop, this document provides a strategy for retail in Guernsey for the first time. It should be used as a reference point by other States and non-States entities which need to understand what the 'accepted retail position' may be on a variety of different subjects.

295. Once acceptance of this document has been secured from key stakeholder groups - such as the Commerce & Employment and Environment Departments - it can be shared with other groups to help inform their policy and implementation considerations with regard to matters that have a retail component.

296. The production of this document is therefore not an end point, but a key milestone and the Guernsey Retail Strategy Group will continue to exist, but may need to adapt somewhat so that it is well suited to the next phase of this project where influencing, implementation and monitoring are likely to be the defining aspects of the workload.

Appendices

Appendix 1, A Retail Vision for Guernsey

A RETAIL VISION FOR GUERNSEY

For shopping in Guernsey to be a positive experience for the shopper, shopkeeper and for Guernsey.

For the shopper: To wish to spend the greatest part of their ‘shopping budget’ within Guernsey. For the shopping experience to be a pleasant one with a wide range of goods available at competitive and value-for-money prices.

For the shopkeeper: To have a good level of footfall in store and for shoppers to be inclined to spend. For obstacles to spending to be minimised and for shoppers to favour ‘real world’ shopping over internet purchasing.

For Guernsey: For a vibrant and successful retail sector to function well for buyer and seller and to make an important contribution to Guernsey in economic, social and cultural terms.

Appendix 2, Terms of Reference

Guernsey Retail Strategy Group *(referred to below as the Guernsey Retail Forum, its original name)*

Terms of Reference

Name

The Guernsey Retail Forum

Background

The Guernsey Retail Forum was established following extensive investigations into the retail offering in Guernsey and various discussions involving stakeholders in the subject. Its creation was supported by the Commerce and Employment Department at its Board meeting of 28 February 2012 as a public / private entity with an industry representative as its Chair.

Members

Full membership is proposed to be a representative of the following:

1. Commerce and Employment Department
2. Planning section of the Environment Department
3. Strategic Planning team of the Policy Council
4. Town Centre Partnership
5. Chamber of Commerce Retail Sub-committee
6. Bridge Traders' Representative

Additional or alternative full members may be nominated by any group member and must be accepted by a majority to be co-opted onto the Forum. The membership shall be no greater than eight representative entities. Attendance relating to specific subjects is also permitted, subject to majority agreement.

Chairman

A Chairman, who is a representative of one of the private sector entities, shall be appointed by the members at the first meeting and shall hold office for a period of two years unless otherwise agreed. The Chairman will chair meetings, be the principal interface between the Retail sector and the States and set the agenda for meetings.

Scope

The scope shall cover all matters relating to retail in Guernsey as well as other forms of 'off-island' trading that may have an impact on the retail sector in the Island. The main emphasis will be on the comparison good sector, but it may also cover convenience goods and, where appropriate, the retailing of services as well. The Forum will have strategic matters as its main focus, but will also investigate or instigate activity in 'lower level' matters where that is required provided they are consistent with the objectives listed below.

Objectives

For the objectives to be aligned with the retail vision (see attached).

- For shoppers in Guernsey (locally resident and off-island) to favour on-island spending over other forms of retail spend
- To enhance the vitality and vibrancy of Guernsey's retail centres
- For retailers in Guernsey to meet the challenges of a changing marketplace
- To assist both the retail sector and government

Responsibilities of the Forum

1. To identify and agree a list of key areas for investigation
2. To agree the priorities within this list
3. To allocate the priority actions to Retail Forum members, so developing a series of desired outcomes
4. To produce an action plan that encapsulates bullets 1 to 3 above and, by 31st October 2012, is presented to the Commerce and Employment Department Board by the C&E representative on the Forum
5. To monitor and amend the action plan as necessary and for the Commerce and Employment Board to receive reports every six months from the C&E representative on the Forum's progress.

Funding

The Guernsey Retail Forum does not receive **ongoing** funding from the States of Guernsey to enable it to operate. Funding that may be required for various projects from time to time may be secured from different sources including private sector contributions.

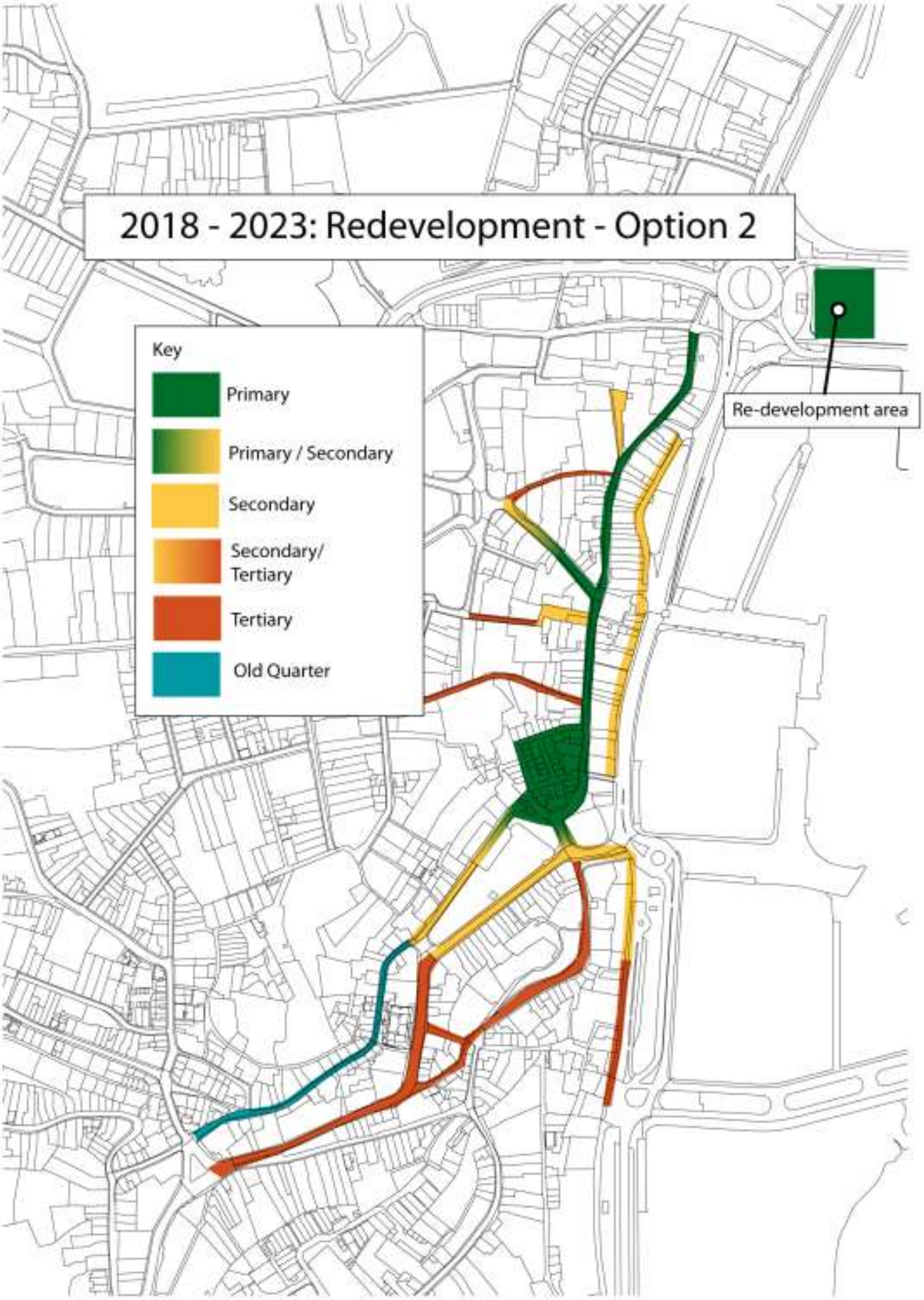
Meetings and Secretariat

The Commerce and Employment Department will provide administrative and secretarial support to enable the Forum to function. The Guernsey Retail Forum will meet monthly; frequency of meetings will be reviewed six months after the Forum's establishment.

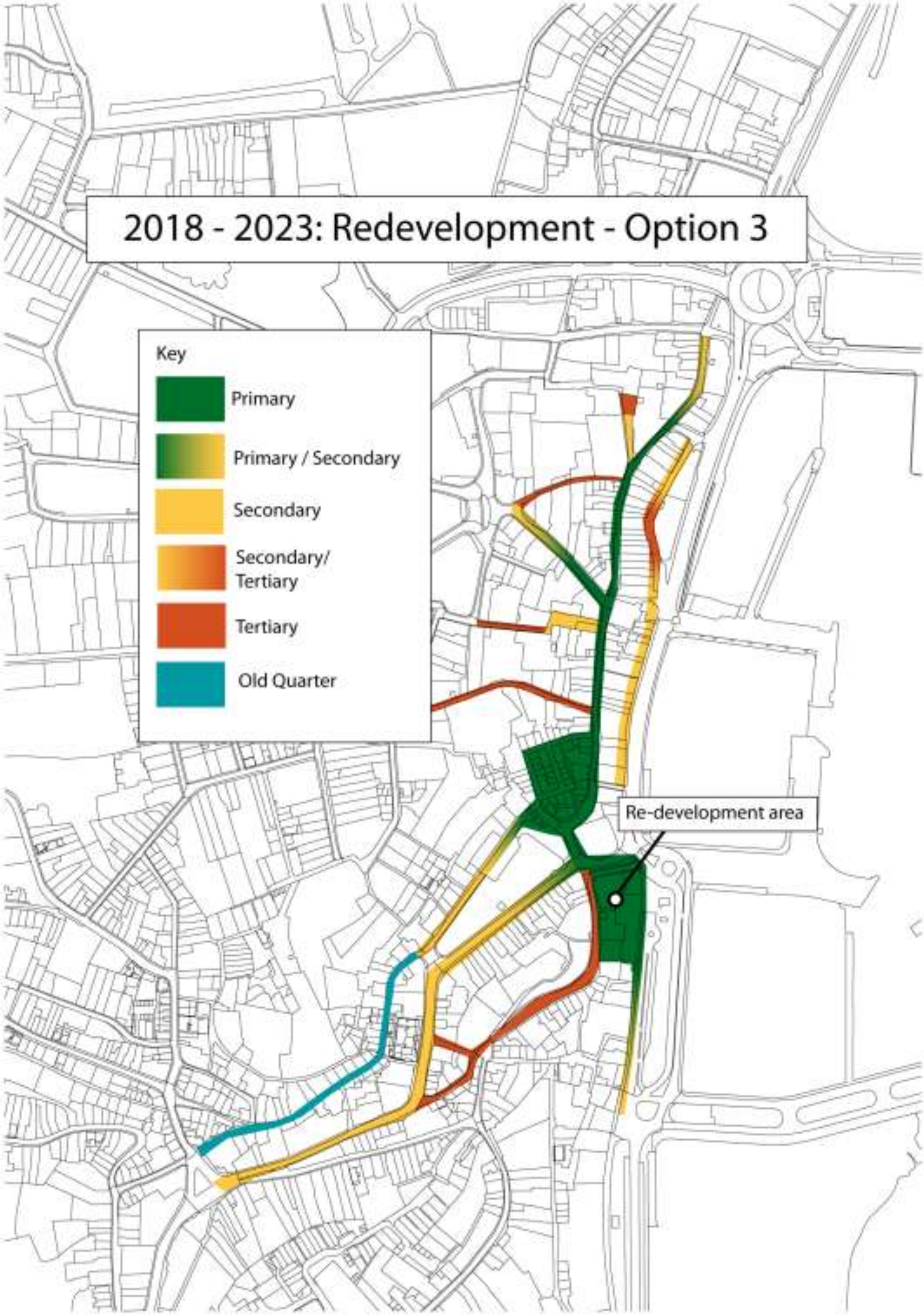
(Note the later change to 'Strategy Group' was a change in name only, the terms of reference were not amended.)

Appendix 3: Town Maps

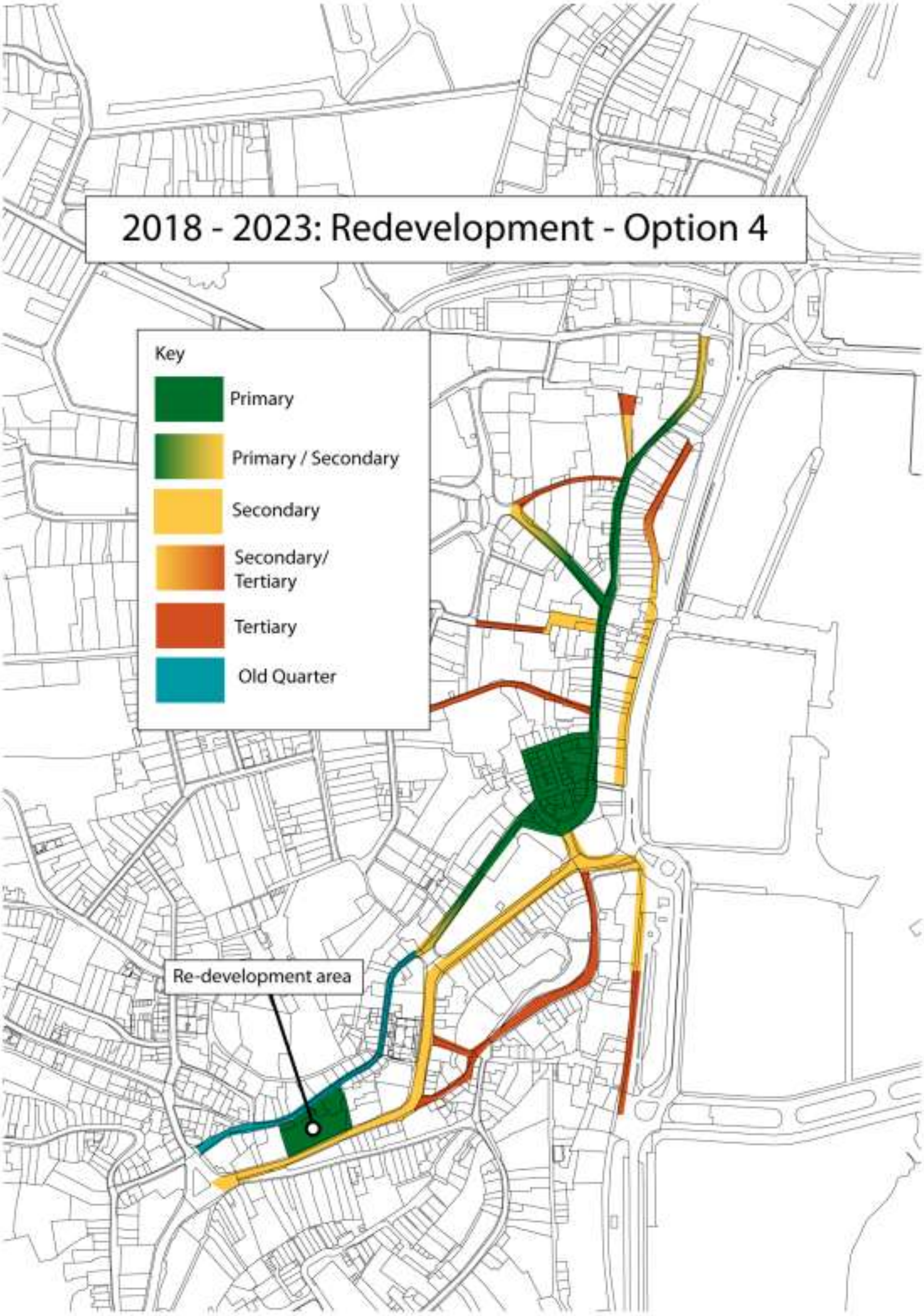
How Town's retail zones could be influenced by major redevelopment on the North Beach Car park area.



How Town's retail zones could be influenced by major redevelopment at the Albany / South Esplanade area.



How Town's retail zones could be influenced by major redevelopment at the Ideal Furnishings site at the Bordage / Mansell Street location



Appendix 4, Outline timeline for Strategy implementation

This Strategy document will be of no value if its proposals are not implemented. This outline timetable indicates how it is expected the Strategy will move through various key stages from its creation through consultation, revision, implementation and monitoring of its effectiveness.

Outline timing	Activity
2013 – 3rd quarter	Draft Strategy presented to C&E Board for comment
2013 – 3rd quarter	Draft Strategy circulated to selected key stakeholders for comment
2013 – 3rd quarter	Guernsey Retail Strategy Group to consider comments
2013 – 3rd quarter	(Revised) Strategy presented to C&E Board for sign off and endorsement
2013 – 4th quarter	Strategy shared with the public for comment
2013 – 4th quarter	Strategy implementation process starts
2014 – all year and onwards	Guernsey Retail Strategy Group to monitor actual implementation

Appendix 5, Source materials

This paper is the result of discussions held at various meetings of the Guernsey Retail Strategy Group during 2012 and into early 2013. In addition to these meetings, various other pieces of retail research have been included as input into this document. In some cases these were research items and exercises undertaken by the group members themselves with other stakeholders. In other instances these were pieces of research carried out by other parties which are relevant to retail in Guernsey and have been incorporated into the thinking that underpins this paper. The research material is as follows:

Roger Tym Report

Commissioned by the Commerce & Employment and Environment Departments in 2009 and produced in 2010. This provided an overview of retail in Guernsey at that time and a recommendation that a Retail Strategy should be produced. It also provided (for the Environment Department) an independent assessment of an earlier (2007) report which supported the mixed use proposals for Leale's Yard.

Island Analysis 'Retail Monitors'

Various reports from the retailers' and the shoppers' perspectives produced quarterly in 2011 and 2012 by Guernsey market research company Island Analysis.

Island Analysis 'Retail Research 2012'

A larger bespoke piece of work covering both retailers' and shoppers' points of view undertaken during 2012. This revisited some of the questions asked as part of the earlier Roger Tym report.

Chamber of Commerce Retail Survey 2012

Published in November 2012, this survey of retail members of Guernsey's Chamber of Commerce focused on indicators such as attitudes and expectations for the period ahead.

Guernsey Retail Strategy Group 'Place Check' exercises

Led by representatives of the Environment Department's Planning team, these two exercises took Retail Strategy Group members and other representatives of the retail sector on two walk-rounds through key areas of Town and the Bridge. These exercises helped bring to life the physical issues faced by each location and provided a method for retailers to discuss their views.

Visioning Exercises

These documents provide (for St Peter Port and for the Bridge) a long-term vision for what each location could be. The Visioning Group has representatives from both the public and private sector on it.

The Ports Master Plan

Produced for consultation by the Public Services Department in early 2013, this document outlines the issues facing the harbour areas of Town and St Sampson's and what possible solutions there might be.

The Strategic Land Use Plan (SLUP)

Debated and adopted by the States in November 2011, this States Report sets out the overarching principles that all land planning legislation must be consistent with. Currently the SLUP is 'live' but has not been put into effect. That will happen when the island's two main land planning publications, the Urban Area Plan and the Rural Area Plan, are replaced in the next two years by a new Island Development Plan. This Development Plan is currently being worked up and, as mentioned above, must be consistent with the SLUP.

The Land Use Modelling Report

Produced by the Policy Council's Policy and Research Unit, this document outlines the expected land and premises requirements for various different economic sectors in Guernsey.

Town and the Bridge Retail Survey 2012

This piece of research is undertaken by the Environment Department once a year and provides an audit of the number type of premises (including vacant premises) in the retail areas of Town and the Bridge.

'Towards an Economic Development Strategy for Guernsey' produced by Oxford Economics

This report was commissioned by the Commerce and Employment Department and published in March 2012.

The Mary Portas Report

The UK Government appointed Mary Portas in 2011 to advise on measures to assist the UK's ailing high streets. Her report made some 28 recommendations which were considered by the Guernsey Retail Strategy Group.

Household Expenditure Survey 2005 – 2006

This is Guernsey's most recent Household Expenditure Survey (the next is being undertaken at the time of writing). From this base point, household expenditure at 2013 levels can be calculated and a conservative figure for this year's annual expenditure on comparison and convenience revealed.

Guernsey Cruise Industry Economic Impact study

Published in November 2011, this Commerce and Employment Department report indicated that the UK Cruise market grew by 155% between 2001 and 2010. It also revealed that growth was expected to continue.

Appendix 6, Definitions of retail

For the purposes of this Strategy document, retail is taken to mean *the economic transaction between a buyer and a seller of goods and / or services*. This will generally be a physical transaction (that is, person to person, taking place within a shop), but it covers remote electronic or internet transactions too. These may or may not involve the physical presence of the seller (for example an online purchase or a self-service purchase).

There are two types of retail that are covered by the term retail in this paper. ***'Convenience retail'*** is characterised by purchases that are usually of food and drink or other household essential items. ***'Comparison retail'*** covers the purchasing of generally non-essential items such as clothing or electronic goods.

The definition used in Guernsey's Strategic Land Use Plan for these different types of goods is as follows: 'Comparison retail is the term used to describe the selling of goods including clothing and footwear, furnishings and household equipment, which generally involves comparing similar goods before buying. By contrast, convenience retail is the term used to describe the selling of often essential, daily items such as food and drink.'

This document deals with both types of retail, but comparison retail is the type that faces the greatest challenges and is therefore the primary focus of this strategy document. These are goods one could say that the purchaser doesn't *have* to buy; they are bought because the buyer *wants* to buy them.

'Bulky goods' are taken to be goods of a large physical nature (for example DIY, furniture, carpets, white goods) that sometimes require large areas for storage or display.

In geographical terms, for this paper, retail is deemed to cover the Island of Guernsey, but is not extended to other islands in the Bailiwick.