

# Amendments to the Town and Country Planning Act 1999

The Isle of Man government conducted a consultation on planning issues from October 2017 to January 2018. This was a wide-ranging consultation, seeking input from the public about many different aspects of the current legislation, issues of concern and potential legislative changes.

A summary of that consultation can be found <u>here</u>.

The government considered all the responses received and then published <u>an action plan to improve the planning system</u> in May 2018.

Implementing this action plan requires legislative amendments to the Town and Country Planning Act 1999. The form of that amendment is now available, and we now seek your views.

### Background

	Isle of Man planning f	Current Action	
I	Town and Country Planning Act 1999	This is the statute which governs land use planning on the Isle of Man.	Proposed amendment
	Island Development Plan	The development plan consists of two parts:-	No change
	Isle of Man Strategic Plan (2016)	a strategic plan, formulating the general policies in for the development and use of land on the Isle of Man	No change
	<u>Area Plans</u>	These are the locally-specific tools to implement the policies in the Strategic Plan.	No change

The <u>Programme for Government</u> 'Our Island - a special place to live and work' is the strategic plan for government's direction. It was agreed in Tynwald in January 2017, and has had minor amendments since.

The strategic objectives of the Programme for Government are:-

- An Inclusive and Caring Society
- An Island of Enterprise and Opportunity
- Financially Responsible Government

Distilled from these are outcomes, to be achieved by the government. There are twenty outcomes in total, grouped into five themes:-

- Enterprise and Opportunity Island
- Responsible Island
- Sustainable Island
- Inclusive and Caring Island
- Healthy and Safe Island

Each outcome is supported by a number of policy statements and these are intended to represent the Council of Ministers' commitments for each outcome.

A number of actions result from this, as instructed by the Council of Ministers, which help take Government into action to implement the objectives of the Programme for Government.

Once of these is the action plan to improve the planning system, <u>published</u> in May 2018, which sets out a series of things to be done by Government. The first of these is to bring forward amendments to the Town and Country Planning Act 1999. The amendments outlined in the action plan are:-

- 1. New powers for the subsequent introduction of National Policy Directives which, with Tynwald approval, could override the Development Plan to better meet our needs.
- 2. A new Community Infrastructure Levy taking effect in early 2020.
- 3. The powers to introduce a method for faster minor amendments to existing planning approvals by the end of 2019.
- 4. Introduce a definition of 'General Importance to the Island' as set out in Section 11(1)(a) of the Act.
- 5. Discretionary powers for the Cabinet Office to appoint a planning advisory body under Section 40 of the Act.
- 6. Explicitly define the statutory basis for Planning Committee(s) and their decisions

Please refer to the <u>Action Plan to Improve the Planning System</u> for the full outline of these and future actions.

# Town and Country Planning (Amendment) Bill 2018

This bill seeks to act upon two of the five Themes in the Programme for Government.

**Sustainable Island** - We have a planning system which supports sustainable growth and

**Inclusive and Caring Island** - We have open and transparent Government which engages effectively with Tynwald and the public

In order to facilitate sustainable economic growth through development, and continue to manage that development in an appropriate manner which is relevant to the Isle of Man and its particular economy and needs, the bill makes the following amendments to the Town and Country Planning Act 1999:-

Specific Themes and Outcomes	The Programme for Government  Action in the Town and Country Planning (Amendment) Bill 2018
Theme: Sustainable Island  Outcome: We have a planning system which supports sustainable growth	<ul> <li>creates the power for National Policy Directives to be made. These would be instruments approved by Tynwald, and would over-ride the existing provisions of the Isle of Man Development Plan; and,</li> <li>creates the power for a Community Infrastructure Levy to be set. This would be done by secondary instruments; and,</li> <li>establishes the ability for minor amendments to be made to planning approvals. At present, if changes are made to a proposal after planning approval has been granted, then a whole new approval must be sought. The proposed amendment would enable amendments to existing planning approvals to be made, and also allow definitions of what minor changes are to be set.</li> </ul>
Theme: Inclusive and Caring Island  Outcome: We have open and transparent Government which engages effectively with Tynwald and the public	<ul> <li>amends Section 11 of the Town and Country Planning Act 1999, which deals with referrals of applications for planning approval to the Council of Ministers. The amendment introduces a definition of <i>general importance to the island</i>, which is one of the criteria for an application being referred to the Council of Ministers; and,</li> <li>creates reference to the power to constitute the Planning Committee in the Town and Country Planning Act 1999 (this is currently established under delegation powers in the Government Departments Act 1987).</li> <li>clarifies the operation of Section 40 of the Town and Country Planning Act 1999 in relation to establishing an advisory body.</li> </ul>

Views on the draft Bill which is attached to this document are now sought. To assist readers of the Bill, explanatory notes of each amending clause are below.

## Explanation of Clauses in the Town and Country Planning (Amendment) Bill

REFERENCE	TEX	T in the BILL	EXPLANATORY NOTE
PART 1 –			
INTRODUCTORY	1	Short title	
		The short title of this Act is the Town and Country Planning (Amendment) Act 2018.	The short title reference to what the bill does, i.e. the purpose.
	2	Commencement	
		(1) This Act (other than section 1 and this section) comes into operation on such day or days as the Council of Ministers may by order appoint.	The amendment, if passed by Tynwald, would take effect on a date to be
		Tynwald procedure $-$ laying only.	determined.
		(2) An order under subsection (1) may include such consequential, incidental, supplementary, savings, transitional and transitory provision as the Council of Ministers considers necessary or expedient.	
PART 2 – TOWN AND COUNTRY PLANNING ACT 1999 AMENDED	3	Town and Country Planning Act 1999 amended The Town and Country Planning Act 1999 is amended as follows.	
DIVISION 1 — NATIONAL POLICY	4	Section 2 amended	
DIRECTIVES		(1) In section 2(2A) (development plan), after "Coastline Management Act 2005", insert — «and any national policy directive made under section 2A (national policy directives)».	New subsection inserted to create national policy directives.
		(2) After subsection (2A), insert —	

REFERENCE	TEXT in the	e BILL		EXPLANATORY NOTE
		«(2B)	Having taken a national policy directive into account in the preparation or revision of a development plan, the Cabinet Office shall recommend to the Council of Ministers that the national policy directive —	Duration of national policy directives.
			(a) remains in operation; or	
			(b) is revoked.».	
	5 Secti	ion 2A	inserted	
	After	section	2 (development plan), insert —	
	«2A	Natio	onal policy directives	
		(1)	The Council of Ministers may, whenever it is satisfied that it is in the national interest, by order, issue a national planning policy directive of such description as is specified in the order ("national policy directive").	Power for the Council of Ministers to issue a national policy directive.
		(2)	The Council of Ministers shall by regulations make further provision about the making of national policy directives under this section.	Regulations must be prepared to make administrative provisions for the process of making national policy directives.
		(3)	A national policy directive must give reasons for the policy set out in the directive.	Reasons must be stated for a national policy.
		(4)	The Council of Ministers must arrange for the publication of a national policy directive in a manner the Council considers will bring it to the attention of those likely to be affected by it.	National policy directives must be published and made known to the
		(5)	In the event of any inconsistency between a national policy directive and the matters referred to in paragraphs (a), (b) and (c) of section 10(4) (determination of planning applications), the relevant provisions of the national policy directive shall prevail.».	public.  When there is any inconsistency, the provisions of national policy directives shall prevail over the development plan, planning policy statements,

REFERENCE	TEXT in the BILL	EXPLANATORY NOTE
	<ul> <li>Section 10 amended         In section 10(4) (determination of planning applications), after paragraph (a), insert —</li></ul>	development orders / development procedure orders, but not all other material considerations as set out in section 10(4).  Changes to Section 10 of the act to insert reference to national policy directives.
DIVISION 2 — DEVELOPMENT PROCEDURE ORDERS	Box Section 10 amended  In section 10(6) (determination of planning applications – provisions which may be made in a development procedure order), after paragraph (e) insert –  « ; and  (f) the grant of minor changes to a planning approval and the procedure for the determination of applications for minor changes.».	This creates a power to amend existing planning approvals in order to incorporate minor changes. The procedures for this are to be contained in a development procedure order, to be made at a later time.  Minor changes would be things which do not transform what has been previously approved into something different.
DIVISION 3 — REFERRAL OF APPLICATIONS TO THE COUNCIL OF MINISTERS	9 Section 11 amended  For section 11(1) (reference of applications to Council of Ministers), substitute —	Clarified circumstances where applications for planning approval are referred to the Council of Ministers.

REFERENCE	<b>TEXT in the BILL</b>		EXPLANATORY NOTE
	«(1)	If —	
		(a) it appears to the Department that an application made to it for planning approval is an application to which subsection (1A) applies, it shall refer the application to the Council of Ministers and the Council may direct that the Council shall determine the application;	
		(b) it appears to the Council of Ministers that an application made to the Department for planning approval —	
		(i) is an application to which subsection (1A) applies; and	
		(ii) the application has not been referred to it under paragraph (a),	
		the Council of Ministers may direct that the application shall be referred to and determined by the Council.	
	(1A)	This subsection applies to an application which appears to the Department or to the Council of Ministers, as the case may be, —	
		(a) to raise considerations of general importance to the Island; or	
		(b) that for some other reason ought not to be determined by the Department.».	

REFERENCE T	EXT i	n the BIL	L		EXPLANATORY NOTE	
DIVISION 4 — COMMUNITY INFRASTRUCTURE LEVY	10		. <b>13A inse</b>	e <b>rted</b> greements regulating development of land), insert —		
		P2008/29/	/205-223 ar 1) The the	ty infrastructure levy d drafting Council of Ministers may make regulations providing for imposition of a charge to be known as Community estructure Levy ("CIL").	New power to create a community infrastructure levy.	
		(2	offic	Council of Ministers may delegate to any member or er of the Department, or any other person, its functions er this section.		
		(3	may	elegation by the Council of Ministers under subsection (2) impose conditions with which a person exercising a tion under the delegation must comply.		
		(4		ulations made under subsection (1) may include provision at procedures to be followed in connection with CIL.		
		(5	•	nout limiting subsection (4), the regulations may make rision about —		
			(a)	procedures to be followed by the Council in proposing to begin charging CIL;		
			(b)	procedures to be followed by the Council in relation to charging CIL;		
			(c)	procedures to be followed by the Council in proposing to stop charging CIL;		
			(d) (e)	consultation; the form and content of documents;		

REFERENCE TEXT in the BILL			EXPLANATORY NOTE
	(f)	setting rates or other criteria;	
	(g)	the collection of CIL and provision for payment on account or by instalments;	
	(h)	the repayment of CIL (with or without interest);	
	(i)	the matters to which received CIL may be applied;	
	(j)	the terms and conditions of appointment and remuneration of independent persons in relation to charging, collecting or the enforcement of CIL;	
	(k)	reimbursement of expenditure incurred by the Council (including provision for enforcement);	
	(1)	combining procedures in connection with CIL with procedures for another purpose of the Council (including a purpose of the Council in another capacity);	
	(m)	procedures to be followed in connection with actual or potential liability for CIL;	
	(n)	procedure to be followed in respect of an exemption from CIL or a reduction of CIL;	
	(o)	how the following powers are to be used, or are not to be used —	
		(i) section 13 (agreements regulating development of land); and	
	ļ	(ii) section 109A of the <i>Highways Act 1986</i> (execution of works);	
	(p)	the exercise of any other power relating to planning or development;	
	(q)	permit a person to exercise a discretion in respect of any matters specified in the regulations; and	

REFERENCE TEXT in the BILL			EXPLANATORY NOTE
	(r)	giving guidance by the Council about any matter connected with CIL;	
	(s)	provide for their contravention to be an offence and prescribe a penalty on summary conviction —	
		(i) where the offence comprises a failure to pay CIL, not exceeding twice the amount of the CIL due; and	
		(ii) in any other case a fine not exceeding level 4 on the standard scale.	
(6)	With	out limiting subsection (4), CIL regulations may —	
	(a)	make provision that applies generally or only to specified cases, circumstances or areas;	
	(b)	make different provision for different cases, circumstances or areas;	
	(c)	provide, or allow a charging schedule to provide, for exceptions;	
	(d)	confer, or allow a charging schedule to confer, a discretionary power on the Council or another specified person;	
	(e)	apply an enactment, with or without modifications; and	
	(f)	make incidental, consequential, supplementary, transitional or transitory provision or savings (and incidental, supplemental or consequential provision may include provision disapplying, modifying the effect of or amending an enactment).».	

REFERENCE	TEX	T in the BILL		EXPLANATORY NOTE
DIVISION 5 — PLANNING	11	Part 4A ins	artad	
COMMITTEE	11		Part 4 (enforcement of control) insert —	
		(1) After		
		«·	PART 4A –THE PLANNING COMMITTEE	
			Planning Committee	
		39B Plan	ning committee	
		(1)	Subject to this section, the Council of Ministers must, by order ("the constitution order"), constitute a committee (the "planning committee") to carry out any of the functions under this Act to which subsection (5) applies.	This provision inserts reference for the planning committee into the Town and Country Planning Act 1999.
		(2)	The constitution order may in particular provide for —  (a) the constitution of the committee;	The provisions ensure clarity and transparency for the operation of the planning committee. Savings provisions
			(b) the terms of office of members of the committee;	are also made to emphasise that this is
			(c) termination of membership of the committee;	not creating a new power, but consolidating the existing arrangement
			(d) committee proceedings and procedure;	into the one piece of legislation.
			(e) without limiting paragraph (d) —	
			(i) the appointment of a chairperson;	
			(ii) voting procedures; and	
			(iii) the quorum of the committee; and	
			(f) such transitional arrangements as the Council of Ministers considers necessary or expedient.	
		(3)	The Council of Ministers must appoint the members of the planning committee.	

REFERENCE	TEXT in the l	BILL		EXPLANATORY NOTE
		(4)	Schedule 2 to the <i>Government Departments Act 1987</i> applies to the planning committee as it applies to a Department and accordingly references in that Schedule to a Department shall be read as including a reference to the planning committee.	
		(5)	This subsection applies to any function —	
			(a) which the Department has authorised the planning committee to exercise under section 3 of the <i>Government Departments Act 1987</i> ; and	
			(b) which may be transferred to the planning committee by an order under Schedule 2 to the <i>Government Departments Act</i> 1987.	
		(6)	The Council of Ministers shall arrange for the publication of an authorisation of the Department referred to in subsection (5)(a) in a manner the Council considers will bring it to the attention of those likely to be affected by it.	
	39C	Powe	rs to delegate not affected	
	'	To avo	oid doubt section 39B does not prevent —	
			(a) the appointment of a deputy, in accordance with section 80 of the <i>Interpretation Act 2015</i> , to perform any planning functions of the Minister instead of the planning committee; or	Provision to ensure no doubt as to the effect of delegations.
	ı		(b) the authorisation of the exercise of functions under section 3 of the <i>Government Departments Act 1987</i> by a person other than the planning committee.	
	39D	Dofin	itions for sections 39E to 39G	
	ļ			
		In sect	ions 39E to 39G —	

REFERENCE	TEXT in th	e BILL		EXPLANATORY NOTE
		"exist	ting planning committee" means the body of persons known as the 'Planning Committee' to which the functions of the Department in determining applications for planning approval under this Act and any orders or regulations made under it were delegated immediately before the enactment of the <i>Town and</i> <i>Country Planning (Amendment) Act 2018</i> ; and	Definitions for the planning committee as it exists before the commencement of the provision, and after. This is to ensure the legislation can be clearly understood.
	ļ	"new	<b>planning committee</b> " means the planning committee established under section 39B.	
	39E		ing planning committee taken to be new planning nittee	
	ľ	(1)	From the commencement of this Part, until an order is made under section 39B(1), the existing planning committee is taken to be the new planning committee.	
		(2)	A person who immediately before the commencement of this Part was appointed to the existing planning committee is to be treated as having been appointed to the new planning committee on the same terms and conditions as applied immediately before that commencement.	
		(3)	This section does not prevent the terms and conditions being varied after that commencement.	
	I	(4)	A reference in any enactment or document in force or created before the commencement of this Part to the existing planning committee is to be taken to be a reference to the new planning committee.	
	39F	Tran	sitional provision about existing applications	
	I	(1)	This section applies <i>if</i> —	
			(a) an application under this Act was made before the commencement of this Part; and	

REFERENCE	TEXT	Γ in the BILL		EXPLANATORY NOTE
			(b) the application is to be determined by the existing planning committee.	For clarity – the existing planning committee remains: its statutory base is simply being consolidated into the same
		(2)	The application may, on or after commencement of this Part, be determined by the new planning committee in the same way as it would have been determined by the existing planning committee.	piece of legislation that it determines planning applications under.
			sitional provision about existing consents and minations	
		conser	and after the commencement of this Part, a planning approval, and or other determination under this Act given by the existing ing committee continues to have effect as if it had been given by w planning committee.».	
	12	Section 45 a	mended	
		(1) Section	n 45 (interpretation) is amended as follows.	
		(2) In sub	section (1), after the definition of "planning approval" insert —	
		«"planning a	nuthority" has the meaning given by subsection (3);»; and	
		«"planning o	committee" means the committee established under section 39B;».	
		(3) After	subsection (2) —	
		«(3)	A reference in a public document to a "planning authority" is a reference to any person responsible for determining an application for planning approval, giving a consent or otherwise making a determination in relation to a matter under this Act or an enactment that relates to town and country planning.	Definition of "planning authority".
			Here "person" includes a body whether corporate or not (and in particular includes the planning committee constituted by section 39B).»	

REFERENCE	TEXT	in the BILL			EXPLANATORY NOTE
DIVISION 6 — OUTSIDE ORGANISATIONS	13	Section 40 amended			
ORGANISATIONS		In section 4	l0 (invol	rement of outside organisations in planning) —	Minor amendment to this section. The
		(a)		osection (1), for "Council of Ministers shall", substitute neil of Ministers may»; and	use of this section would be rendered optional.
		(b)		section (3), for "Cabinet Office must", substitute «Cabinet may».	
DIVISION 7 — GENERAL IMPORTANCE	14	Section 45		serted erpretation), insert —	
		<ul><li>«45A General importance</li><li>(1) In this Act a consideration or matter of "general importance"</li></ul>			New definition of the term "general importance". This is used to identify what applications are referred to the
			mean	s a consideration or matter —	Council of Ministers to be determined. A
			(a)	which does not accord with the use for which the land is zoned as specified in $\boldsymbol{-}$	definition has not existed before.
				(i) the relevant area plan;	
				(ii) the relevant local plan; or	
				(iii) Isle of Man Planning Scheme (Development Plan) Order 1982;	
			(b)	which relates to —	
				(i) in the case of a commercial development, a site of 1,000 square metres or more;	
				(ii) in the case of a residential development, a development of more than 30 homes; or	
				(iii) in any other case, a development site of more than one hectare; and	

REFERENCE TEXT in the B	ILL		EXPLANATORY NOTE
	(c)	for which an environmental impact assessment is required under —  (i) any enactment;  (ii) a development plan policy;  (iii) a national policy directive; or  (iv) a planning policy statement.	
	respe	atter or consideration to which subsection (1)(a) applies, in ect of which there is a relevant national policy directive, is matter or consideration of general importance.	
		Council of Ministers may issue guidance about the nings of any of the terms in subsection (1)(b).	
		rd must be had to any guidance issued under subsection interpreting references to those terms.	
	subs	Council of Ministers may revise guidance issued under ection (3) and a reference to guidance includes a reference vised guidance.	
	Cour	ance issued under subsection (3) must be published by the acil of Ministers in a manner the Council considers will it to the attention of those likely to be affected by it.	
	(7) The	Council of Ministers may by order —	
	(a)	amend subsection (1) to add, amend or remove a consideration or matter;	
	(b)	make further provision, or amend or repeal existing provision, about a consideration or matter which is, and is not, within subsection (1).	
	(8) An o	rder under subsection (7)(b) may amend this Act.».	

REFERENCE	TEXT in the BILL		EXPLANATORY NOTE
PART 3 — GENERAL	In section 4	ntial amendments 4 of the <i>Town and Country Planning Act</i> 1999 (Tynwald control of regulations) —	Consequential amendments to ensure that terms used are consistent.
	(a)	for subsection (1), substitute —	
	«(1)	Development orders, orders under sections 2A, 6(3)(e) or (f), 45A(7) and regulations under this Act may not come into operation unless they are approved by Tynwald.»; and	
	(b)	in subsection (2), after "A development procedure order", insert «and an order made under section 39B(1)».	

### Responding to the consultation

Your views on the draft Bill which is attached to this document are now sought. Both specific and general comments on the Bill are welcome and you are encouraged to set out your response in a way you find most appropriate.

When submitting your comments please indicate whether you are responding on behalf of an organisation or putting forward your own views. Anonymous responses cannot be accepted.

Your privacy is important: please let us know whether we can publish your comments.

#### How can I submit my views?

Online	By post	Email		
We have created the Isle of	You can write to us at:	You can email us at:		
Man government consultation				
hub to enable you to access	The Cabinet Office	PlanningPolicy.CO@gov.im		
all documents and respond,	Planning Policy Unit			
all on the one webpage.	3rd Floor			
	<b>Government Office</b>			
The consultation hub is	<b>Bucks Road</b>			
	Douglas IM1 3PN			
https://consult.gov.im/				
TI 1 1 1 1 1 1 1 21 1 21 1 21 1 21 1 2				

The closing date for comments is the 31st of October, 2018.

## What happens next?

After this consultation closes a summary of matters raised in the consultation, with responses where appropriate, will be published and the draft Bill will be finalised with a view to it being introduced into Tynwald at the earliest practical opportunity.

### Bodies to be consulted directly

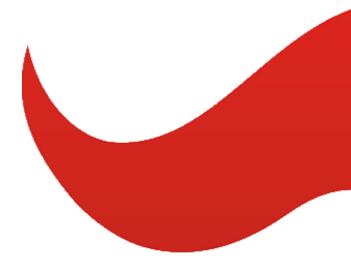
- Tynwald Members
- Isle of Man Chamber of Commerce, Construction Committee
- Isle of Man Law Society
- HM Attorney General's Chambers
- Local Authorities and Municipal Association
- Government Departments, Statutory Boards and other relevant entities including:
  - o the Department of the Environment, Food and Agriculture
  - the Department of Home Affairs
  - the Department of Infrastructure
  - the Treasury
  - Manx Utilities
  - Manx National Heritage
  - Manx Wildlife Trust

#### Consultation Criteria

The Council of Ministers' "Public engagement and consultation principles" were laid before the November 2017 sitting of Tynwald. In summary, the consultation principles are as follows:

- 1. Consultations have a purpose and offer genuine opportunities to make a difference
- 2. Consultations follow a clear and open process
- 3. Consultations are well planned and delivered in a reasonable timescale
- 4. We encourage and enable everyone affected to get involved, if they wish to
- 5. We provide jargon free and understandable information
- 6. Use suitable methods to deliver the consultation
- 7. We learn and share lessons to improve future consultations
- 8. We tell people the impact of their contribution





This document can be provided in large print and audio tape on request

Copyright

Isle of Man Government