

**The Cabinet Office
The Town and Country Planning Act 1999**



The Draft Area Plan for the East

Incorporating the local authority areas of the Borough of Douglas, the district of Onchan and the Parishes of Braddan, Garff (Laxey and Lonan Wards only), Marown and Santon

Written Statement

Draft Published 25th May 2018

Foreword

Our Island is a special place to live and work. Good planning can keep it that way. That is why Government committed to bringing an Area Plan for the East into operation by the end of 2019 as one of the priority actions for planning in its Programme for Government 2016 - 2021. This will sit alongside the Isle of Man Strategic Plan, planning guidance and procedures to provide a framework for how Douglas and the surrounding settlements grow and change in coming years, replacing all extant plans.

Publication of this draft area plan is the next step in a process which commenced in February 2017 with the preliminary publicity consultation. Further evidence is presented and analysed.

Highlighting “the significance of land classification and re-classification” during the area plan process was a recommendation of the Planning Select Committee I chaired after I picked up a Tynwald Hill Petition for Redress about planning in 2016. So raising awareness of this significance is an important aim of this document and of this foreword.

Preparing new plans takes time but it is vital to get it right. I would like to thank all those who have contributed so far and your participation is welcomed and invited as we move towards a Public Inquiry and eventual adoption of the Plan by Cabinet Office and approval in Tynwald Court.

Chris Thomas
Minister for Policy and Reform

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Chapter 1. An 'Area' approach to Plan making

1.1 What is an Area Plan?

1.1.1 The Cabinet Office has responsibility, afforded to it by Section 2 of the Town and Country Planning Act 1999, to prepare the Island Development Plan. The purpose of this Plan (which is separated into two types) is to set out the general policies in respect of the development and other use of land on the Isle of Man and also to identify the proposals which relate to specific places or localities, depending on the particular plan area. The two types of plan prepared and which make up the Island Development Plan are:

- a Strategic Plan, and
- one or more Area Plans

1.1.2 The Isle of Man Strategic Plan 2016 ("the Strategic Plan") was approved by Tynwald on 15th March 2016, coming into operation on 1st April 2016. The Strategic Plan sits at the top of the hierarchy in terms of statutory development plans on the Island and any Area Plans produced must be in general conformity with the Strategic Plan.

1.2 The implementation of Policy set out in the Isle of Man Strategic Plan

1.2.1 This Draft Area Plan for the East elaborates on the broad policies and proposals set out in the Isle of Man Strategic Plan relating them to precise areas of land. The content of the Plan has been drafted taking into account the Call for Sites exercise carried out in 2016, the Preliminary Publicity Consultation (published in 2017 and again for additional sites in 2018) as well as other evidence collated throughout this period.

1.2.2 The Area Plan is made up of a **Written Statement** (this document) and a series of **Maps**. The Written Statement contains '**Proposals**' which are either site specific or more in the nature of a policy statement for a specific area.

1.2.3 A number of '**Recommendations**' are also included. These are statements of intent where the Cabinet Office has no direct control over implementation. They are intended to act as encouragement to other Departments/bodies to work together to take action on or to deliver on particular matters/policy statements.

1.3 How many Area Plans will there be?

1.3.1 It is the intention to produce a limited number of Area Plans. There is already an Area Plan for the South which covers Castletown, Port Erin, Port St Mary, Rushen, Arbory, and Malew.

1.3.2 This Plan, to be known once approved as – The Area Plan for the East – represents the second in the series which will be supplemented in the next few years by Area Plans for the North and West. Current legislation allows an area plan to relate either to the whole of the Island or to such part as may be specified therein and so there could, in the future, be a different number of area plans to that originally anticipated. For instance, the North and West Plans could be combined or a decision could be made to produce one all-Island Area Plan. The geographical coverage of the area plans thought most likely at the time of the Isle of Man Strategic Plan 2007¹ was identified in the Island Spatial Strategy (Chapter 5) of the Strategic Plan which was carried forward to the Strategic Plan 2016. The Plan coverage of the Plans for the South, North and West is set out below:

Table 1. Area Plan Coverage

Area Plan	Coverage
Douglas and the East	Borough of Douglas, the district of Onchan and the Parishes of Braddan, Garff (Laxey and Lonan Wards only), Marown and Santon
The South	Parishes of Rushen, Arbory and Malew, Villages of Port Erin and Port St Mary and the town of Castletown
Peel and the West	Peel, and the Parishes of Patrick, German, and Michael
Ramsey and the North	Ramsey and the Parishes of Andreas, Ballaugh, Bride, Jurby, Lezayre, and the Maughold Ward of Garff

1.4 The Area Plan for the East’s geographical context

1.4.1. The Plan Area for the East, as defined on Map 3 includes Douglas, Onchan, Braddan, Garff (Laxey and Lonan Wards only), Marown, Santon, Braddan and adjoins the Parishes of Malew, Patrick, German, Michael, Lezayre and Maughold. Whilst these adjoining Parishes fall within other Plan areas, they also form part of the immediate geographical, topographical, and social context of the Eastern Area. The Department has therefore had regard to this context in the formulation of the Draft Plan. A diagram showing the geographical scope of the Area Plan is provided below.

¹ This was replaced by the Isle of Man Strategic Plan 2016

Scope of the Area Plan for the East



1.5 Stages in Plan Preparation

1.5.1 The publication of the Draft Area Plan for the East represents a key milestone in the process of producing a new development plan.² The stages are set out below in Table 2.

Table 2. Stages in Plan Preparation

Date	Stage	Main Activities
2016	Call for Sites <i>Public Consultation</i>	Evidence gathering Opportunity to submit sites for consideration
February 2017	Preliminary Publicity <i>Public Consultation</i>	Setting out of matters to be addressed Publication of: <ul style="list-style-type: none"> • Baseline information • Draft Site Assessment Reports on 187 sites • Base maps • Supplementary Consultation on 35 additional sites
May 2018	Publication of Draft Plan for the East <i>Public Consultation</i>	Publication of: <ul style="list-style-type: none"> • Draft Written Statement • Draft Maps • Supporting Evidence Papers • Summary of responses raised during the preliminary publicity consultation
Future Stages		
Examination at Public Inquiry		
Adoption of Draft Plan by Cabinet Office		
Approval of Area Plan by Tynwald		
Publication of Final Area Plan		



1.6 Documents which make up the Area Plan for the East

1.6.1 The Draft Area Plan is made up of this Written Statement, which sets out the background to the various topics together with some detailed Proposals and Recommendations, and a set of Maps which illustrates the localities and sites.

² Schedule 1, Development Plan Procedure, Town and Country Planning Act 1999

1.6.2 For this Draft Plan, Maps are provided at both large and small scale. Maps such as the Constraints Maps showing community, infrastructure and environmental constraints, the Landscape Character Assessment Map and the Proposals Map are better shown in small scale. The settlement maps have been produced in a larger scale. Two Maps of different scale are used for Douglas. The Maps illustrate the Proposals described in detail in the Written Statement and identify specific (numbered) sites, referred to as 'Proposal Sites' or 'Strategic Reserves.' The site numbers in this Draft Plan are the original numbers first assigned to the sites when they were first assessed.

Table 3. Maps which accompany this Written Statement

Map Title	Reference
Constraints Maps	Map 1A Map 1B Map 1C
Landscape Character Assessment Areas	Map 2
Proposals Map (Full Plan Area)	Map 3
Douglas (Main)	Map 4
Douglas Central	Map 5
Onchan	Map 6
Laxey	Map 7
Union Mills and Strang	Map 8
Crosby and Glen Vine	Map 9
Baldrine	Map 10
Newtown	Map 11

1.7 The Lifetime of the Area Plan

1.7.1 The Isle of Man Strategic Plan 2016 covers the period from 2011 to 2026. The Area Plan for the East matches this time span, as it represents the implementation of the strategic policies. This is known as the 'plan period'. It is anticipated that a full review of the Isle of Man Strategic Plan will begin ahead of the 2021 Full Census, in time duly incorporating any findings.

1.7.2 Whilst the Area Plan for the East will follow the current timescale in place for the Isle of Man Strategic Plan (2011 to 2026), this does not mean that the lifetime of the Plan or relevance of the Proposals within the Plan will automatically come to an end in 2026. Continuity is ensured, so that planning is orderly, and transitions between statutory plans

take place smoothly. The Plan contains 'Strategic Reserve' sites for both Residential and Employment uses which are intended for development in the longer-term (beyond 2026) or possibly before that, should there be a demonstrable need. The arrangements for the future release of such Reserve Sites have been set out in the relevant Chapters identifying the Proposal Sites.

1.8 Statutory Plans to be replaced by this Area Plan for the East

1.8.1 The Isle of Man Planning Scheme (Development Plan) Order 1982

The Planning Scheme, often referred to as the 1982 Development Plan is still operational in a number of rural areas on the Isle of Man and will remain so until replaced. It is currently the statutory development plan for both Marown and Santon. Elsewhere in the East, settlement based Local Plans have been prepared in the East dating back to 1991.

1.8.2 Local Plans

The Area Plan for the East will replace:

- The Braddan Local Plan 1991
- The Douglas Local Plan 1998
- The Onchan Local Plan 2000
- The Laxey and Lonan Local Plan 2005

1.9 Non-statutory plans and strategies which have informed the Draft Area Plan for the East³

- Programme for Government 2016 – 2021
- The Central Douglas Masterplan

1.9.1 In 2014, Tynwald gave its approval to the Central Douglas Masterplan⁴. This document, published by the then Department of Economic Development (now known as the Department for Enterprise) was approved *as a general framework for the development of Central Douglas, a material consideration in the determination of planning applications and the formation of planning policy, most notably the Area Plan for the East*. Although this Masterplan does not have a statutory basis, it does form part of the broad evidence base for the Area Plan for the East and has since its publication has carried material weight when determining applications. Much of the Masterplan has been incorporated into this Draft Area Plan.

³ A number of documents are relevant – these are referred to both supporting evidence/core documents

⁴ <https://www.gov.im/media/1346921/central-douglas-masterplan-final-version.pdf>

Chapter 2. The Role of the Area Plan for the East

2.1 Introduction

- 2.1.1 The Area Plans prepared under the Town and Country Planning Act are statutory planning documents. The process of preparing and reviewing an Area Plan, as with a Strategic Plan, is defined in primary legislation, the framework for which is set out in Chapter 1.
- 2.1.2 Once approved by Tynwald, the Area Plan for the East will be the main planning document within the defined plan boundary relied upon to implement the strategic policies set out for the Isle of Man. Its role is to set out locally-appropriate ways of managing and guiding development based on the broad approaches approved for the satisfying social, economic and environmental needs. The Plan will be a material consideration for as long as it remains in operation.

2.2 Plan Format

- 2.2.1 The format of the Draft Plan is intentionally straightforward and reflects comprehensive and detailed work which has been carried out over a number of years. It does not needlessly repeat policy where this is set out in the Strategic Plan, but rather implements that policy. It is specific in terms of development opportunities and sites but sets out an appropriate level of background information. It is spatial, meaning it addresses the interrelation of many issues affecting land use and buildings and the spaces between them and how they connect with one another. It seeks out the best options, puts forward solutions and strives to be a sustainable and responsible plan. It is map based which corresponds with the written parts of the plan: mapping is an essential tool to illustrate the location of and context for the proposals and aims to give the reader a clearer perspective about what the plan means.
- 2.2.2. During the preparation of this Draft Area Plan the Cabinet Office, as the responsible Government Department, sought input from many stakeholders including businesses, site owners, Government Departments, Local Authorities and members of the public. This was managed throughout the call for sites and the preliminary publicity stages.

2.3 The foundations of the Area Plan for the East

- 2.3.1 The Strategic Objectives and Policies in the Strategic Plan are guiding principles which underpin the 'Island Spatial Strategy (ISS)⁵'. It is essential that any foundations for the East reflect the principles and 'visioning' setting out in the ISS. These have therefore been summed up in a spatial vision for the East. This 'Vision', set out in Chapter 3, reflects these guiding principles to ensure that once the Area Plans are completed Island-wide, they will represent a complete, consistent and coherent Island Development Plan. The settlement hierarchy set out in the Strategic Plan feeds down to the East as it did in the South Plan and as it will in the Plans for the North and West.

⁵ Island Spatial Strategy, Chapter 5, The Isle of Man Strategic Plan (2016)

2.3.2 The current and future development pattern of the Island is based on Service Centres, key transport **Links** and the main **Gateways** of ports and Ronaldsway Airport (see Key Diagram (Table 5)).

2.3.3 The Centres comprise a hierarchy of service provision, with Douglas - the Capital of the Island, seat of Government and headquarters for most of the Island principal businesses and retail stores - as the Main Centre. In the East, Onchan acts as a 'Service Centre' for its respective hinterland. Laxey and Union Mills are identified as 'Service Villages.' Finally, there are a number of smaller settlements with the lowest level of service provision which currently rely on the other centres for various services. These are Baldrine, Crosby, Glen Vine, Newtown and Strang.

Table 4. Settlement Hierarchy and Policy Approach

Type of Settlement	Settlement	Spatial Policy
Main Centre	Douglas	The Douglas urban area will remain the main employment and services centre for the Island.
Service Centre	Onchan	The Area Plan will define the development boundaries of such Centres so as to provide a range of housing and employment opportunities at a scale appropriate to the settlement.
Service Villages	Laxey and Union Mills	The Area Plan will define the development boundaries of such Villages so as to maintain and where appropriate increase employment opportunities. Housing should be provided to meet local needs and in appropriate cases to broaden the choice of location of housing.
Villages	Baldrine, Crosby, Glen Vine, Newtown and Strang	Development should maintain the existing settlement character and should be of an appropriate scale to meet local needs for housing and employment opportunities. The Area Plan will define the development boundaries of such settlements so as to maintain their existing character.

2.3.4 The Key Diagram shows that Douglas is the Major Port as well as a Major Employment Area. It is connected to other settlements by four Strategic Links, north, south and west and connects north and south by the steam and electric railways.

2.3.5 The aim of the Centres, Links and Gateways approach is to give a strategic focus to future development and achieve balanced growth on the Island by developing:

- the key transport links as the skeletal framework for future physical development and the primary links to and between the gateway ports and the Airport;
- a compact and dynamic eastern area centred on Douglas, the major gateway and the focus of the strategic transport network;
- area service centres in the north and west based on Ramsey and Peel using regeneration opportunities to strengthen their employment and service base; and,

- a network of local centres in the south with new development focused on the regeneration of existing centres but recognising the growth potential around Ballasalla and the Airport Gateway.

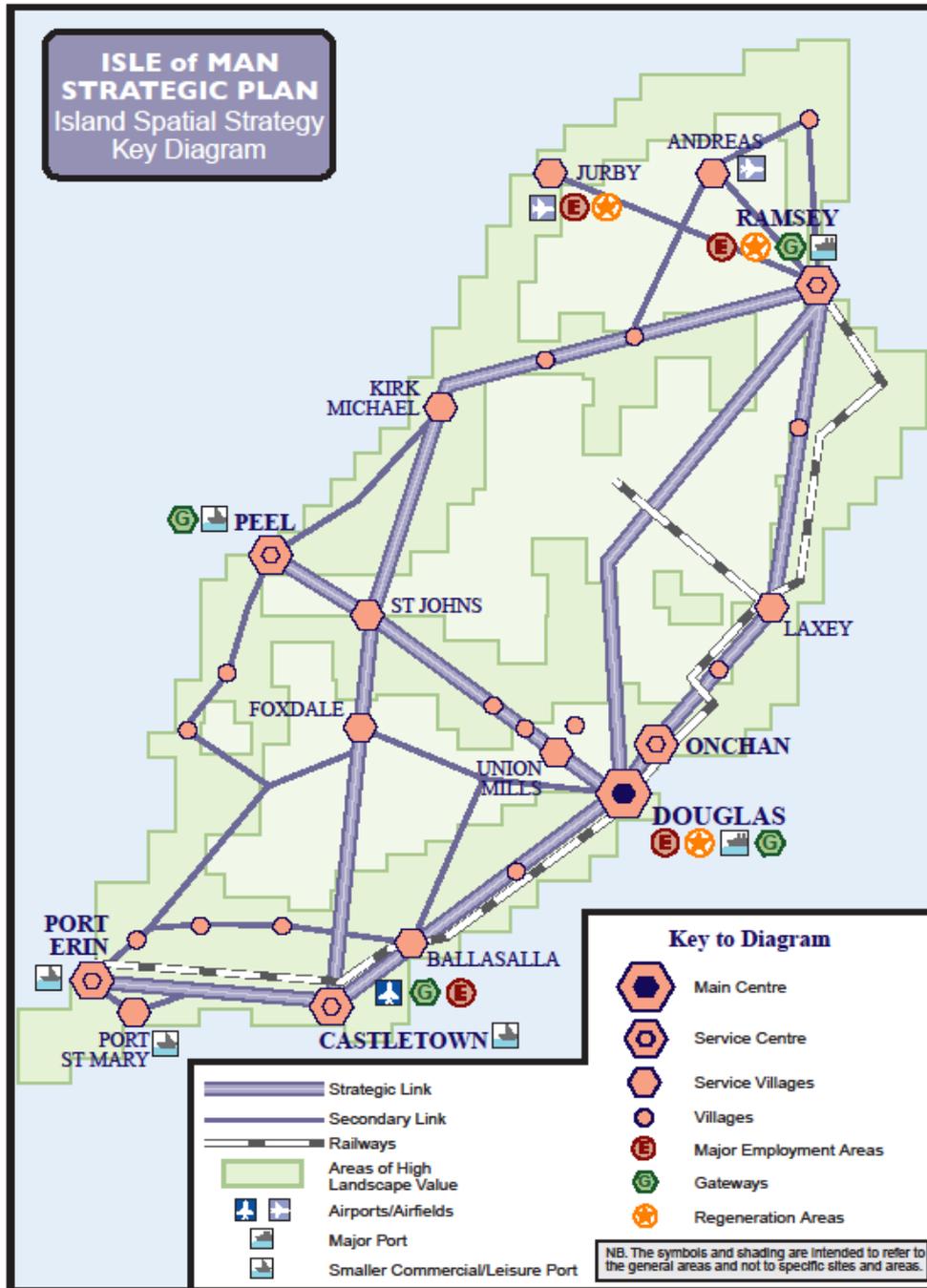
2.4 The Island Spatial Strategy for Douglas and the East

(as set out in the Isle of Man Strategic Plan 2016 which has not been reviewed since 2007)

2.4.1 “The focus of development will continue to be in and around Douglas. The current policy of constraining further greenfield development has aided the process of regeneration within the existing urban area. In terms of the Island Spatial Strategy (ISS) for Douglas and the East, the key elements are:

- continued regeneration within Douglas, particularly around the Promenades and Quayside and Douglas Regeneration Area to create further housing, employment, retail and leisure opportunities;
- maintaining the International Shipping Gateway role of Douglas Harbour; and
- continued policy of urban containment with the new Area Plan for the East examining the issue of maintaining the distinctive character of the various settlements.”

Table 5. Island Spatial Strategy (Key Diagram)



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Island Spatial Strategy Key Diagram, the Isle of Man Strategic Plan 2016

2.5 How will the Area Plan implement policy?

- 2.5.1 As set out in Chapter 1, this Area Plan will implement the Policies set out in the Isle of Man Strategic Plan and will do so in a locally-appropriate manner. It is in this document that the context of spatial understanding, landscape setting, development patterns and desired outcomes for the future become intertwined with the Policies.
- 2.5.2 Taking strategic policies and moving them towards local implementation requires a clear vision, one which answers the question: what should things be like, if this or that policy is to work? This is summed up in the broad Objective below and followed up with greater explanation in the next chapter.

2.6 Broad Plan Objective

- 2.6.1 Overall, the objective for the Area Plan is to:

Seek to ensure that the policies of the Isle of Man Strategic Plan 2016 are fostered through appropriate land use and development planning proposals and policy statements which link relevant environmental, social and economic factors together in the interests of net community benefit and sustainable development.

2.7 Desired Outcomes

- 2.7.1 Desired Outcomes are the illustration of the intent of a policy, or set of policies, in the local context. These desired outcomes allow decision makers on planning applications to action the policies set out in the Strategic Plan 2016 confidently, knowing that the local context has informed a choice of how to direct development.
- 2.7.2 The following Chapters, where appropriate, set out Objectives, to show how the policies in the Strategic Plan will be distilled, with a focus on the specific subject (for example, the Residential chapter will have a set of Objectives for residential development). Again, where appropriate, Desired Outcomes are set out to express how a particular focus can be supported by certain development i.e. first the policy, then the objective, then the local desired outcome.

2.8 How will the Area Plan for the East be used in decision making?

- 2.8.1 The policies contained in the Isle of Man Strategic Plan 2016 must be taken into account when decision makers make a decision on an application for planning approval. Those policies are given effect within a local context in this Area Plan, and so become applicable in respect of issues before the 'planning authority' to ensure applications are given full and proper consideration.

2.8.2 The proposals set out within this Area Plan are intended to guide development towards the outcomes and expressions of policy intent. They must be within general conformity with the contents of the Strategic Plan but, recognising that some flexibility is at times needed. Should there be any conflict between the contents, the more recently approved provisions will prevail.

Table 6. The development plan approach to site delivery



2.9 Development Briefs

2.9.1 Development Briefs are provided in this Area Plan where it would be helpful or are considered necessary and they aim to help in the application process on the 'Proposal Sites'. The development briefs have been prepared to provide guidance on how a site should be developed, taking into account the strategic policies and objectives and desired outcomes set out in this document. Development Briefs provide an indication of the kind of development which will be encouraged and supported. They may include general principles of good design, as well as specific requirements on particular matters. The Development Briefs are not intended to be exhaustive nor replace the requirements of the Isle of Man Strategic Plan: they are a useful means to guide in the preparation of planning applications and in decision making.

Chapter 3. Spatial Vision in the East

3.1 What is a Spatial Vision?

- 3.1.1 A vision is about thinking ahead and understanding how actions in the short term fit with long term goals. For many planning documents having a 'vision' helps to ensure consistency and direction. It shows that the future is being anticipated and it helps to instil confidence in policy approaches and proposals and may ultimately help to generate economic activity and public investment. The process of drafting any sort of planning vision is helped by having a bold and creative approach in terms of what needs to happen, the places we want to create and the best solutions.
- 3.1.2 The Spatial Vision for the East provides a framework to achieve sustainable development. It represents a forward planning approach by ensuring that development is directed to areas that have both the characteristics and the potential to sufficiently provide for those living, working, visiting and looking to invest in the Isle of Man.

3.2 Implementing the Strategic Plan

- 3.2.1 The Strategic Plan provides an overarching Spatial Vision for the whole of the Isle of Man and it is important to align the Spatial Vision for the East of the Island with this;
- 3.2.2 The Spatial Vision set out in the Strategic Plan states:

"The Island's communities will have become more sustainable, prosperous, safe, healthy and vibrant. People from all sections of society will have been provided with better access to a range and choice of homes, jobs and services. This will have been achieved in ways that reduce the impact of society on the environment, improve the quality of design and the built environment and enhance the Island's natural environment and heritage assets.

- 3.2.3 It continues:

"In the Douglas and the East Area the focus of development will continue to be in and around Douglas. The current policy of constraining further greenfield development has aided the process of regeneration within the existing urban area. In terms of the Island Spatial Strategy (ISS) for Douglas and the East, the key elements are:

- *continued regeneration within Douglas, particularly around the Promenades and Quayside and Douglas Regeneration Area to create further housing, employment, retail and leisure opportunities;*
- *maintaining the International Shipping Gateway role of Douglas Harbour and;*
- *continued policy of urban containment with the new Area Plan for the East examining the issue of maintaining the distinctive character of the various settlements."*

3.3 Shaping the Vision for the East

- 3.3.1 The process of shaping the Spatial Vision has been informed by the responses from Government Departments, other organisations and the general public received during the Preliminary Publicity stage.

3.4 The Spatial Vision Statement for the East

- 3.4.1 By 2026 the East will be a vibrant and sustainable place to live, work and visit. Optimal use will have been made of development opportunities identified creating an economically prosperous and attractive main urban core with well-connected and sustainable settlements offering a range of housing types to meet the needs of the population. A high quality natural and built environment will be maintained and enhanced through careful and sensitive design and landscaping.
- 3.4.2 Douglas will continue to grow as the commercial, social and cultural heart of the Island remaining the prime focus for development and growth. It will continue to be a thriving capital rich in historic interest with an international outlook which will grow to accommodate the demands for new employment opportunities within and close to the Town in a coordinated way. As the economic hub of the Island, it will maintain its role as the leading retail, entertainment, employment, sporting and learning centre. The town centre will be revitalised through regeneration work and encouraging high quality retail development. New leisure and hotel facilities will attract tourists and provide an attractive and vibrant mix of uses within Douglas.
- 3.4.3 The Peel Road 'corridor' will provide a mix of quality commercial, leisure and industrial premises surrounded by enhanced high quality urban landscapes. The Nunnery Corridor which in itself has become a creative, connected, technology corridor will help deliver the economic transformation of Douglas through its facilities and strong skills base. Supported by new employment uses along the Cooil Road Corridor, this whole area will have access to an efficient high quality transport route connecting Douglas port and the employment area around Ballasalla and the Airport. This entire corridor will strengthen the Island's competitive economic climate and allow for expansion, protection of land for large single users and the provision of the right service corridors and infrastructure from the outset. The East will provide a well maintained, serviced and connected employment hub offering a mix of employment sites of good quality to attract and maintain a diverse range of businesses in new economic sectors.
- 3.4.4 The East will see the delivery of significant new housing development to meet the needs of the Island's population. The provision of new homes is essential to support the population growth needed to underpin long-term economic growth and provide for residents' needs and aspirations. A broader choice of homes will provide the flexibility needed for individuals and families to remain on and be attracted to the Island.

- 3.4.5 The majority of these new homes will be located in and around Douglas and Onchan, making the best use of existing urban areas and previously developed land, and the sustainable expansion of some settlements. In the smaller settlements around Douglas and Onchan, their character will largely be retained but there will be some development to ensure the long term development of communities with the right services who will be given better chances to feel real connections to where they live. Settlements such as Baldrine, Crosby, Union Mills and Strang in particular will have opportunities in the short term and the long term through Strategic Reserves, for more services and an improved sense of community. The focus will be on high quality and well-designed housing developments that are supported by the right social (e.g. education and healthcare), green (e.g. open space and recreation) and grey infrastructure (e.g. transport and utilities).
- 3.4.6 Built heritage will continue to be recognised as being vital to the East's identity and its distinctive sense of place. There will be the sensitive reuse and protection of this built heritage wherever possible, to reinforce local character and the relationships between older and newer buildings connected by the spaces between them that people can enjoy.
- 3.4.7 By 2026, the green infrastructure network will be well established, connecting people with nature in a way that achieves the best shared outcomes for the urban and natural environment. Consideration at all levels of the development cycle will continue to be given to biodiversity, climate change and the best solutions to support ecology and the natural environment.
- 3.4.8 Growth will be supported by improvements in the integrated transport system and traffic management, with a focus on creating new opportunities for active transport. Development will positively contribute and improve to existing and new transport networks. Improvements in road networks, key junctions and better inter connections to electric rail, steam railway and horse trams will encourage use of public transport making it easier for people to access essential services. High quality design will ensure these connections are safe and accessible to all.
- 3.4.9 By 2026, the new Promenade development will have dramatically improved the front face of Douglas. It will represent a renewed pride and vigour in the town, and improve the image of the Island as a whole. The new promenade will have many positive benefits and connects to all elements of the vision; it essentially draws together the Vision for the East.

3.5 Achieving the Vision

- 3.5.1 To deliver this Vision and address associated challenges, the following Desired Outcomes are set out:

3.6 Desired Outcomes:

- i. To focus appropriate development within and adjacent to the main settlements in accordance with the settlement hierarchy;
- ii. To facilitate the delivery of a range of housing, sufficient in number with improved design standards, to meet the East's needs;

- iii. To support existing established employment areas and provide for a mix of additional employment land;
- iv. To recognise and build upon the tourism opportunities the East offers in respect of its unique position combining the Island's major urban zone with countryside and coastal scenery;
- v. To ensure that all new development avoids adverse environmental impact and is resource efficient to maintain sustainable growth of the East;
- vi. To safeguard and reinforce the distinctive character of the various settlements;
- vii. To make best use of existing infrastructure and secure new or improved infrastructure as part of new development sites;
- viii. To build upon the excellent opportunities for communities to access good quality open space and space for recreational purposes;
- ix. To enhance accessibility and connectivity to and from key services, between settlements;
- x. To encourage appropriate use of previously developed land;
- xi. To support the Promenade redevelopment scheme;
- xii. Together, the Spatial Vision and the Desired Outcomes underpin and guide the Proposals set out within the Area Plan for the East allowing short term actions to be achieved within clear, future focused goals.

Chapter 4. Landscape – Character and Appearance

4.1 Introduction

- 4.1.1 The East of the Isle of Man is characterised by a variety of landscapes; their scenic value is a quality valued and enjoyed by both residents and visitors to the Island. The protection and promotion of these landscapes is an important element in Government policy and this is carried through to the Strategic Plan. Strategic planning policy supports the view that the unique landscape characteristics of the Isle of Man be recognised and protected for the future, remaining free from inappropriate development.
- 4.1.2 Earlier statutory plans in the East used the landscape classification 'Areas of High Landscape or Coastal Value and Scenic Significance.' This Plan replaces this designation taking account of the Landscape Character Assessment Report. This Assessment was commissioned in 2005 to examine and assess the countryside of the Isle of Man with a view to classifying the various types of landscape. The aim was to describe the qualities and characteristics of each type and identify the special features worthy of protection and enhancement. The landscape 'Types' were then divided up into 59 Landscape Character 'Areas'.
- 4.1.3 The East has 5 of the 9 identifiable landscape 'types' on the Island and 20 of the 59 landscape character 'areas' (see Map 2 and annotated map below). Geographically, the coverage of the plan is limited to seven Local Authorities but landscape character and key views do not stop at the Local Authority boundary. There must be an appreciation of our landscape whether looking outwards from the eastern area or towards it. In terms of the Assessment Report, Douglas, Onchan and part of Lonan were identified only as 'Urban' and so not defined by either a landscape Type or Area. Again, the transition from one area to another is unlikely to be rigid but rather a gradual change. This should be noted in any interpretation of the landscape mapping.

4.2 The findings of the Landscape Character Assessment Report

- 4.2.1 The Landscape Character Assessment, in particular the landscape strategies and key views have informed a number of proposals that protect specific views and viewpoints. Where there are no specific Landscape Proposals for an Area, the Landscape Strategies and Key Views shall be taken to be the policy approach for the area i.e. the Landscape Proposal. The strategies and key views concentrate upon the aesthetic nature of 'the view'. The concept of a 'view' is somewhat challenging to identify in a paragraph but the Assessment Report highlights, which has been repeated here, a number of different landscape *features* that can be identified and distinguished from one area to the next. There is not a statutory right to 'a view'; it is rather a part of the concept of amenity, the charm of an overall setting. It is important therefore that in many places, such views should be recognised and protected from harm.

4.2.2 As stated above, while each landscape character area identified through the Assessment Report is valued, some areas require specific proposals due to the particular sensitivity to change and potential harm to their intrinsic landscape qualities from development. Some landscape character areas will have greater capacity to accept new development than others; it may be possible that landscape harm could be mitigated through careful design and landscaping measures.

4.3 Objectives

- i. To protect, and enhance where possible, the distinctiveness, special features or key views that contribute to the landscape character of identified Landscape Character Areas in the plan area.
- ii. Ensuring development respects and enhances and causes no adverse effect on, the scenic amenity, landscape features and view corridors of each settlement.
- iii. To protect landscapes and significant open spaces that contribute to character, identity and sustainable environments.

4.4 Desired Outcomes

- i. Sensitive landscape areas are protected so that new development does not detract from their natural quality.
- ii. Landscape qualities, open space linkages and environmental performance in non-urban areas is improved.
- iii. The natural landscape is recognised for its aesthetic value and as a fully functioning system.
- iv. Key features are protected and enhanced.

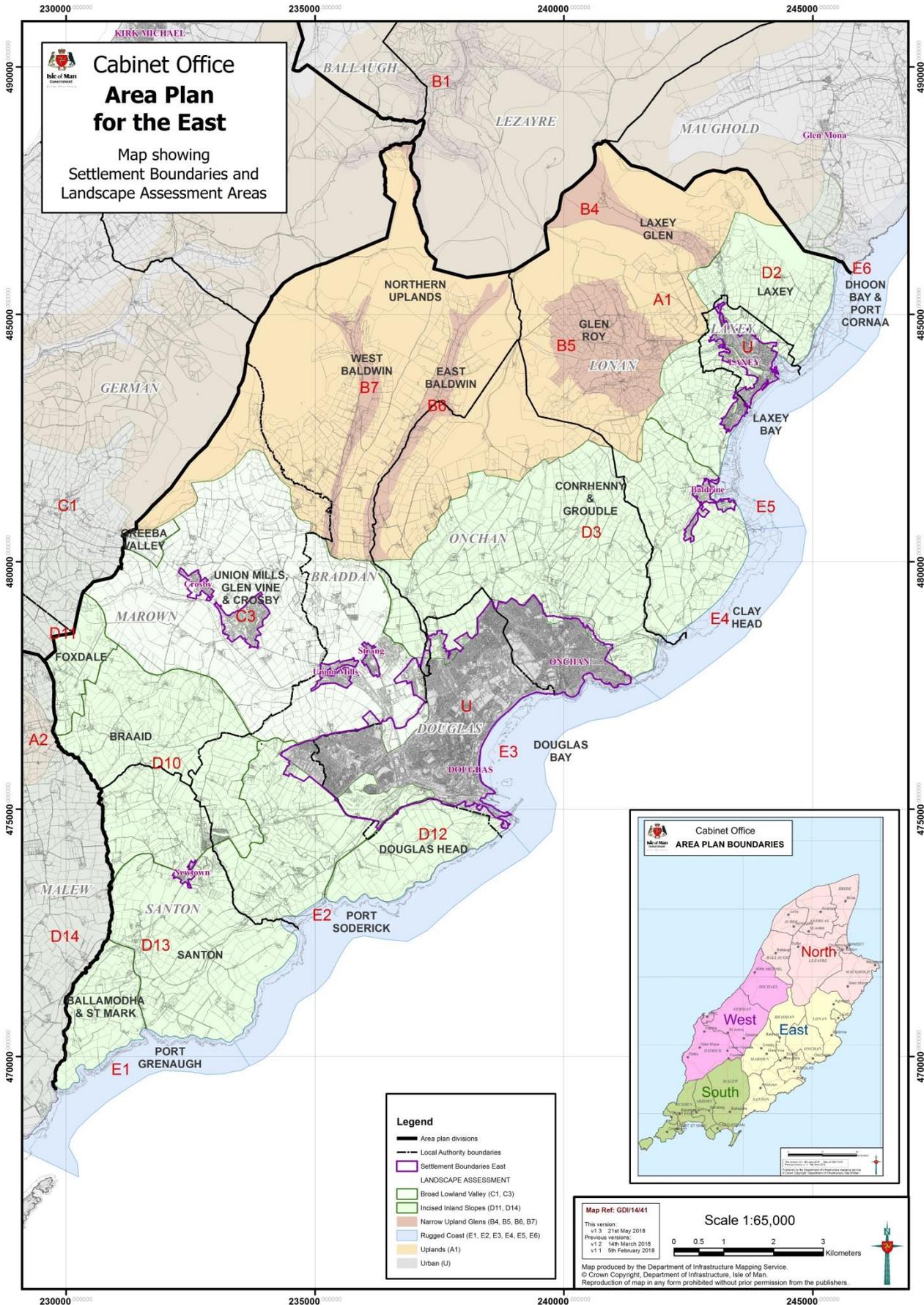
4.4.1 In order to support these desired outcomes, the following are intended:-

- All landscapes and locally important views will have been identified.
- Specific proposals will be made to seek to protect vulnerable views and viewpoints from inappropriate development.
- Where proposals support new development sites in this plan, development briefs will require applications for planning approval to provide a landscape assessment where appropriate, showing how the effect of any proposal on the overall landscape setting and appearance has been fully taken into account and how this is mitigated or even integrated into the overall design.

4.5 An overview of landscape character and appearance in the East

- 4.5.1 In order to allow a broad understanding the landscape character of the East, a fair description would be to start with the Northern Uplands and the peaks of Slieau Lhean, Slieau Ouyr and Slieau Ruy. These form a ridge separating the wards of Maughold and Laxey. Characterised by open moorland and upland streams, the hills then descend towards Laxey Bay, enclosed by the steep, wooded sides of the glen and valley. At Clay Head jagged cliffs lead to a rocky foreshore of Garwick Bay. Gently undulating topography leads through Groudle and Conrhenny towards Onchan, via a dense network of banks, Manx hedges and ditches. The two mile stretch of Douglas Bay dominates the eastern coast and is enclosed by Onchan Head and Douglas Head.
- 4.5.2 The central valley stretches from the southern edge of Douglas Bay to St John's, taking in the settlements of Union Mills, Glen Vine and Crosby and forming the Island's indiscernible 'north-south' dividing line. Inland, the valleys of the River Glass and River Dhoo are densely wooded. Further south the Chibbanagh coniferous plantation just north of Mount Murray is surrounded by gorse and rough grazing, changing to a geometric pattern of fields as the landscape slopes south-eastwards. Santon is characterised by an undulating landscape incised by gentle and deep valleys and glens and fragmented woodland. At Port Grenaugh fields meet grassy slopes and rocky outcrops at the cliff edge.

Map to show the context of settlements alongside the Landscape Areas



4.6 A Summary of Landscape Character Areas and Types, Key Views and general policy approach

- 4.6.1 The Isle of Man is replete with different settings and examples of views and landscapes which are prized for aesthetic appeal. These all contribute together towards the identity of certain areas, particularly approaches to settlements and areas of public access.
- 4.6.2 While it is not possible to identify all of these, some are nominated below in order to acknowledge their common appeal and association with identified places and settlements. Some relate to features introduced by development, such as the Isle of Man’s Steam Railway and also Electric Railway systems. Others relate to historical elements, such as the Lady Isabella water wheel at Laxey. Others still are natural features, gifted by the Earth and cherished by those who adapt to live around them.
- 4.6.3 The Landscape Character Areas which are nominated in this plan are set out below in tabular form and specific Landscape Proposals are integral throughout. Landscape Proposal 1 brings together the comments made in paragraph 4.2.1.

Landscape Proposal 1

The broad landscape strategies and key views set out in this Chapter for the Landscape Character Areas, shall be taken to be (in addition to any other landscape proposals set out for each Area), the relevant policy statements on matters of landscape in the East. Applications for development must demonstrate consideration has been given to such landscape strategies and key views.

4.7 Landscape Descriptions and Proposals

4.7.1 Northern Uplands (A1)

Landscape Character Area	Northern Uplands (A1)
Broad Landscape Strategy and Key Views	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the open and exposed character of the moorland b) its uninterrupted skyline and panoramic views, c) its sense of tranquillity and remoteness d) its wealth of cultural heritage features. <p>Key Views</p> <p>Panoramic and expansive views out to sea and across the whole Island from the summits.</p> <p>Distant coastal views enclosed by peaks from various points within the centre of the area.</p>

4.7.2 Laxey Glen (B4)

Landscape Character Area	Laxey Glen (B4)
Broad Landscape Strategy and Key Views	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the open valley, with valley bottom and riverside woodland b) the remote and tranquil character of the valley c) the character and appearance of Agneash d) winding roads enclosed by the grassy banks of Manx hedges. <p>Key Views</p> <p>Channelled views upstream to the surrounding uplands and peak of Snaefell and downstream to Laxey and the sea beyond.</p>

Landscape Proposal 2

Generally, further development in this area is unlikely to be supported. Where applications are made to develop in this area, proposals must demonstrate that they have considered the siting, scale, location and materials used in the design approach of the scheme which must not harm the character and appearance of Agneash.

It is understood that existing buildings and uses may require some form of planning approval from time to time in order to carry out necessary maintenance and keep up building standards.

4.7.3 Glen Roy (B5)

Landscape Character Area	Glen Roy (B5)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the tranquil rural valley, with its scattered houses and farmsteads surrounded by deciduous woodland b) its winding, narrow roads with small fords and bridges c) relatively continuous tree cover in the valley bottom d) strong field pattern on the lower valley sides. <p>Key Views</p> <p>Opened and channelled views up to the open uplands that surround the area.</p> <p>Channelled views over wooded valley towards Laxey.</p>

4.7.4 East Baldwin (B6)

Landscape Character Area	East Baldwin (B6)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the valley with its dense deciduous woodland in valley bottom b) its scattered hill farms and houses in the remote, rural and tranquil valley. <p>Key Views</p> <p>Reasonably enclosed views due to the relatively continuous roadside trees that grow on the grassed Manx hedges that line the road corridor and the dense woodland on the valley floor.</p> <p>Some glimpsed views through field gates up valley sides, and over wooded valley floor to the open upland areas that surround the valley.</p> <p>Expansive and panoramic views up to the surrounding upland areas and down the valley from the more open valley head.</p>

4.7.5 West Baldwin (B7)

Landscape Character Area	West Baldwin (B7)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the valley with its dense deciduous woodland in lower valley bottom b) the traditional character of West Baldwin Village c) the rural and tranquil character of the valley d) the open views across the West Baldwin Reservoir to the surrounding upland areas. <p>Key Views</p> <p>Enclosed views from the valley bottom.</p> <p>Glimpsed views between vegetation up the valley to the upland areas.</p> <p>Open views across the West Baldwin Reservoir.</p> <p>Glimpsed view of St. Luke's Church.</p>

Landscape Proposal 3

To preserve the character of West Baldwin village any application for planning approval must demonstrate that consideration has been given to scale, location and design of development in order to protect and enhance the village and its setting and that the proposed development can mitigate adverse effects.

Landscape Proposal 4

Any development that would be visible from the West Baldwin Reservoir must be so designed so as to integrate well into the landscape showing sensitive design towards its setting. Colours, materials and finishes must be of a non-reflective and complementary nature.

4.7.6 Greeba Valley (C1)

Landscape Character Area	Greeba Valley (C1)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the valley with its well-treed and enclosed character in the valley bottom b) its distinct rectilinear field pattern and small scattered hill farms on the rising valley sides. <p>Key Views</p> <p>Views from valley floor typically enclosed by the fragmented woodland and roadside trees on the valley floor.</p> <p>More open views from the valley sides along the valley and up to the peaks of the Northern Upland peaks and the upper slopes of Foxdale.</p>

4.7.7 Union Mills, Glen Vine & Crosby (C3)

Landscape Character Area	Union Mills, Glen Vine & Crosby (C3)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the well-treed valley with some scattered and nucleated settlements. <p>Key Views</p> <p>Open views up to the Northern Uplands and the upper slopes of Foxdale in places.</p> <p>Glimpsed views in the east towards the urban edge of Douglas</p>

4.7.8 Laxey (D2)

Landscape Character Area	Laxey (D2)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of this area, with its relatively sparse settlement other than the characteristic settlement of Laxey b) its distinct small-scale field pattern c) its valley bottom woodland along National Glens d) the setting of the various historic and archaeological features within the area. <p>Key Views</p> <p>Dramatic views to an Upland backdrop to the north and west.</p> <p>Channelled views east and west along the corridor of Laxey Glen.</p> <p>Views to the instantly recognisable Lady Isabella water wheel as a landmark within views to the area.</p> <p>Panoramic views eastwards across the sea from areas of higher land within the character area.</p>

Landscape Proposal 5

There is a presumption against development that would have an adverse impact on the setting of the landmark Lady Isabella water wheel.

Proposals for planning approval which would result in some development being visible from the Lady Isabella water wheel must demonstrate that the design is informed by the setting and has taken into account the effect, if any, on such views and responded to them.

Slope and landform must be taken into consideration in any design response – this must demonstrate how a proposal is to become appropriate in the landscape setting, not predominate upon it.

4.7.9 Conrhenny & Groudle (D3)

Landscape Character Area	Conrhenny & Groudle (D3)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of this area of relatively sparse settlement b) its valley bottom woodland c) its National Glens d) the various archaeological features within the area. <p>Key Views</p> <p>Dramatic views to an Upland backdrop to the north and west.</p> <p>Dramatic, panoramic views eastwards across the ever-changing colour and nature of the sea and sky, contribute to strongly recognisable sense of place.</p> <p>Close and distant views to the northern edge of Onchan/Douglas settlement, which is visually harsh in places.</p> <p>Channelled views along the corridor of the Groudle River, which is enclosed in places.</p>

4.7.10 Braaid (D10)

Landscape Character Area	Braaid (D10)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the area, with its open large pastoral fields b) its Manx hedges c) its scattered farm houses fringed by trees, d) its sunken and enclosed rural road network and its numerous archaeological features. <p>Key Views</p> <p>Extensive uninterrupted panoramic views from higher points over large open fields and Greeba Valley and the northern Uplands and eastwards to the built-up edge of Douglas.</p> <p>Some glimpsed views over fields from most sections of roads, which are enclosed by high grassed Manx hedgerows for the most part.</p>

4.7.11 Foxdale (D11)

Landscape Character Area	Foxdale (D11)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the area, with its wooded valley bottoms, its strong geometric field patterns delineated by Manx hedges b) its numerous traditional buildings and its network of small roads and lanes. c) Restoration of landscapes distributed by former mining activities. <p>Key Views</p> <p>Open views down and across the valley towards St Johns, the Greeba Valley and beyond to the peaks of the Northern Uplands from areas of higher ground.</p> <p>Enclosed views up to the surrounding Southern Upland areas and Stoney Mountain Plantation.</p>

4.7.12 Douglas Head (D12)

Landscape Character Area	Douglas Head (D12)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the area, with its open and panoramic views over large rectilinear fields b) its steep winding small lanes enclosed by grassed Manx hedges c) its scattered hill farms fringed by trees. <p>Key Views</p> <p>Open and expansive views from most of the area out to sea, along the coast, over Douglas Bay and inland over the incised inland plateau up to the northern uplands.</p> <p>Telecommunications tower on hill top forms highly visible landmark in surrounding areas.</p>

Landscape Proposal 6

Douglas Headland is exposed and prominent from many viewpoints. This is considered an outstanding natural feature and one which should be conserved. In order to conserve this vista of seascape and coastal views, applications for planning approval for new development in this area will generally not be supported. It is acknowledged that maintenance and upkeep to standard may lead some existing development to seek planning approval from time to time.

In cases where new development is proposed, applications must demonstrate that it can be suitably integrated into the surrounding landscape setting through reasonable mitigation measures and include considering siting, colours, materials, finishes and the general scale.

4.7.13 Santon (D13)

Landscape Character Area	Santon (D13)
Landscape Strategy	<p>Conserve and enhance</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the area, with its wooded valley bottoms and wooded horizons b) its scattered settlement pattern c) its Victorian garden and the railway. <p>Key Views</p> <p>Open and expansive views from the higher areas along the rugged coast in the east and inland towards the upland areas over Braaid.</p> <p>Incinerator chimney forms a notable landmark in the immediate area.</p> <p>Glimpsed views framed by vegetation in the valley bottoms and along the main roads where they follow the wooded valley bottoms.</p> <p>Views in the northern part of the area up to the Transmitting Masts on top of Douglas Head hill top.</p> <p>Views from Isle of Man Steam Railway.</p>

Landscape Proposal 7

In cases where new development is proposed, applications must demonstrate that it can be suitably integrated into the surrounding landscape setting through reasonable mitigation measures and considering siting, colours, materials, finishes and the general scale.

4.7.14 Ballamodha, Earystane & St Mark's (D14)

Landscape Character Area	Ballamodha, Earystane & St Mark's (D14)
Landscape Strategy	<p>Conserve and enhance the</p> <ul style="list-style-type: none"> a) character, quality and distinctiveness of this farmed landscape with various field patterns defined by different hedges b) scattered settlement pattern of traditional hamlets, farmsteads and nucleated settlements fringed by trees c) varied road network enclosed by grassed Manx hedges and roadside vegetation d) numerous wooded valleys and glens e) physical structure and setting of upstanding heritage features such as the Silverdale watermill. <p>Key Views</p> <p>Distant views prevented at times by dense woodland in river valleys and by the cumulative screening effect of hedgerow trees, which tend to create wooded horizons.</p> <p>Open and panoramic views out to sea from the higher areas on the upper western parts of the area where there are few trees to interrupt.</p>

4.7.15 Port Grenaugh (E1)

Landscape Character Area	Port Grenaugh (E1)
Landscape Strategy	<p>Conserve</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of this remote and tranquil coastal area with its rich ecological habitats, open and expansive panoramic views and numerous sites of archaeological importance. <p>Key Views</p> <p>Panoramic and open views out to sea from the Raad ny Foillan coastal footpath, south towards Langness and the School Tower in Castletown and north up the jagged coastline towards Santon Head.</p>

4.7.16 Port Soderick (E2)

Landscape Character Area	Port Soderick (E2)
Landscape Strategy	<p>Conserve</p> <p>a) the character, quality and distinctiveness of the tranquil coastal area with its rich ecological habitats, open and expansive panoramic views and numerous sites of archaeological importance.</p> <p>Key Views</p> <p>Open expansive and panoramic views out to sea from Marine Drive and from coastal footpaths including Raad ny Foillan.</p> <p>Views along the rocky coastline over various prominent headlands.</p> <p>View out to sea from Port Soderick framed by rocky cliffs.</p>

4.7.17 Douglas Bay (E3)

Landscape Character Area	Douglas Bay (E3)
Landscape Strategy	<p>Conserve and enhance</p> <p>a) the character, quality and distinctiveness of Douglas harbour, promenade and beach</p> <p>b) the urban setting between two large open headlands</p> <p>c) and to maintain the rich maritime and coastal habitats of the area.</p> <p>Key Views</p> <p>Inter-visibility is possible in numerous places along the sea front from the coastal path around Onchan to the various piers and at the lighthouse at Douglas Point.</p> <p>Views inland are dominated almost exclusively by the built form of Douglas with its terrace of white Victorian hotels, the built form of Onchan on the cliff tops and the various paraphernalia associated with the Harbour.</p> <p>Views along the coast constrained and dominated by the two large headlands that enclose the area.</p>

Landscape Proposal 8

The open, expansive headlands of Douglas and Onchan shall be protected from visual intrusion.

4.7.18 Clay Head (E4)

Landscape Character Area	Clay Head (E4)
Landscape Strategy	<p>Conserve</p> <p>a) the character, quality and distinctiveness of the tranquil coastal area with its rich ecological habitats, open and expansive panoramic views and numerous sites of archaeological importance.</p> <p>Key Views</p> <p>Channelled views out to sea from the beach at Port Groudle.</p> <p>Extensive panoramic views out to sea and across Douglas Bay from the A11 around Howstrake Camp Electric railway stop and at the periphery of the settlement of Onchan.</p> <p>Glimpsed views towards Laxey Bay and up to the Northern Uplands over heathland from the eastern end of Clay Head Road.</p>

Landscape Proposal 9

The open, expansive panoramic views across Douglas Bay and towards Port Groudle appreciated from the Howstrake Camp Electric tramway stop shall be protected from any development that would have a visual intrusion.

4.7.19 Laxey Bay (E5)

Landscape Character Area	Laxey Bay (E5)
Landscape Strategy	<p>Conserve and enhance</p> <p>a) the character, quality and distinctiveness of Laxey bay, with its harbour, beach and urban setting and to maintain the area's rich maritime and coastal habitats.</p> <p>Key Views</p> <p>Extensive, panoramic open views eastwards across the ever-changing seascape.</p> <p>Grey stone wall of the harbour is a landmark within views westwards.</p> <p>Views across the bay contained by protruding headlands to the north and south.</p>

4.7.20 Dhoon Bay & Port Cornaa (E6)

Landscape Character Area	Dhoon Bay & Port Cornaa (E6)
Landscape Strategy	<p>Conserve</p> <p>a) the character, quality and distinctiveness of the tranquil and remote coastal area with its rich ecological habitats, open and expansive panoramic views and numerous sites of archaeological importance.</p> <p>Key Views</p> <p>Extensive, panoramic views across the sweeping and ever-changing seascape to the east can be gained from the rugged coastal edge.</p> <p>Within the bays, views are more greatly limited by protruding headlands.</p> <p>Panoramic, open views from the top of the series of rugged cliffs, eastwards across the sea and westwards towards the dramatic Northern Upland backdrop.</p> <p>Dramatic recognisable views northwards along the course of Ballaglass Glen from Port Cornaa.</p>

**Landscape Proposal 10
(for the Manx Electric Railway, the Mountain Railway and the Isle of Man Steam Railway)**

This is applicable to those linear corridors for the named railway forms, the lines-of-sight required for their safe and continued operation and also as a consideration to sites proximate to those corridors and where the predominant view is of those corridors.

For the Isle of Man Steam Railway - Views as seen from Isle of Man Steam Railway are to be preserved; development which would significantly intrude on such view paths will generally not be supported. Safety and continued operability will require some clear line-of-sight corridors, and these shall be maintained.

For the Manx Electric Railway (including the Mountain Railway) - Views as seen from the Manx Electric Railway are to be preserved; development which would significantly intrude on such view paths views will generally not be supported. Safety and continued operability will require some clear line-of-sight corridors, and these shall be maintained.

4.7.21 Features, vistas and landscapes which are not nominated here are still important. Where applications for planning approval come forward for consideration outside settlements, it is required that each design response demonstrate how the landscape is understood, how the design responds to that and how colours, materials and finishes are selected that are suitable and within the contextual setting. This chapter does not elaborate on the character of urban landscapes of the East, protection and enhancement on these features can be found in Chapter 6 - Urban Environment.

Chapter 5. The Natural Environment

5.1 Introduction

- 5.1.1 Planning for the environment exists at the crucial juncture between human settlements and natural ecosystems. The East has a wealth of both. Dominated by the major settlements of Douglas and Onchan, the East contains nine distinct towns and villages in all, as well as smaller settlements and scattered dwellings and farmsteads.
- 5.1.2 Centuries of agricultural practice has left behind a distinctive landscape of small fields and managed uplands dotted with standing stones and tholtans, demonstrating the visible impact of human influence on the natural environment of the plan area. An array of semi-natural environments surround these human features, from rugged coastline at Port Soderick to wetlands in Onchan to exposed heather heath leading to Slieau Ruy and Injebreck Hill.
- 5.1.3 The separation between the built environment and the natural environment can be physically abrupt, separation coming at times in the form of a road such as at the northern end of Johnny Watterson's Lane in Douglas. In other places this may be in the form of a natural interruption such as Groudle Glen/Molly Quirk's Glen providing a wide break in the form of a valley before the land rises up again into Lonan towards Baldrine and Laxey. Elsewhere, a more gentle graduation can be found, such as where the busy junction at St Ninian's with its urban feel, gives way to semi-detached and detached housing, mature gardens, morphing into trees and fields as one travels along Ballanard Road.
- 5.1.4 As pressure on settlements increases and new development at the edges is increasingly justified, the aim will always be to soften the impact of the divide between urban and rural and to prevent unnecessary encroachment into the countryside.

5.2 Implementing the Strategic Plan

- 5.2.1 This Chapter of the Area Plan for the East will set out locally-applicable means for implementing the policies set out in the Isle of Man Strategic Plan 2016. In that Strategic Plan, we find the Environment policies.
- 5.2.2 Environment Policy 1 states:

The countryside and its ecology will be protected for its own sake. For the purposes of this policy, the countryside comprises all land which is outside the settlements defined in Appendix 3 at A.3.6 or which is not designated for future development on an Area Plan. Development which would adversely affect the countryside will not be permitted unless there is an over-riding national need in land use planning terms which outweighs the requirement to protect these areas and for which there is no reasonable and acceptable alternative.

5.2.3 Maintaining the purpose of this area plan as a means of implementation, there is some further direction to be found in the Strategic Plan, at 7.2.1:

'Whilst landscape and coastal change is inevitable, and in some cases desirable, the emphasis must be on the appropriateness of this change and the balance or equity between the needs of conservation and those of development. The primary goal must therefore be to respect, maintain and enhance the natural and cultural environment including nature conservation and landscape and coastal quality, and ensure its protection from inappropriate development.'

5.2.4 Given the comprehensive nature of the Isle of Man Strategic Plan's Environmental Policies, only a small number of additional Proposals and Recommendations are necessary.

5.2.5 In order to produce an implementable Area Plan for the East it is necessary to recognise those statutory designations and strategies which whilst having an Island-wide scope are highly relevant to the protection of environments within the Plan Area. An example is the UNESCO Biosphere status afforded to the Isle of Man. Island-level strategies identify cross-border issues and take account of the cumulative impacts of human engagement with nature.

5.3 Objectives

- i. To protect, conserve and enhance the natural environment of the plan area and promote biodiversity.
- ii. To improve the function, usability and provision of our green infrastructure and public spaces by providing a network of green spaces and features which are connected and where possible, accessible to the public.
- iii. To manage and improve flood risk and improve drainage conditions.
- iv. To support the working countryside and its custodians in maintaining a sustainable rural economy.

5.4 Desired Outcomes

- i. Beyond the towns and villages, the area as a whole will retain its landscape setting including its important visual interaction with the central uplands, central valley, coast and marine environment.
- ii. Where approved, development will be ecologically sustainable and designed to protect and where possible enhance biodiversity as well as mitigate and adapt to the effects of climate change.
- iii. The Green Infrastructure network will be established and fostered, connecting people with nature in a way that achieves the best shared outcomes for the urban and natural environment.

- iv. Statutory and non-statutory designations will continue to provide protection to the most important and most vulnerable habitats and environments in the plan area.

5.5 UNESCO Biosphere

- 5.5.1 In 2017 the Isle of Man became the first ever entire nation to achieve UNESCO Biosphere status. Project partners pledge to take steps to protect natural resources, develop the economy in a sustainable way and promote outstanding living landscapes. UNESCO Biosphere Reserves are established to connect people and the economy with nature, wildlife, culture, heritage and communities. Biosphere reserves have three functions:

Conservation: contribute to the conservation of landscapes, ecosystems, species and genetic variation.

Development: foster economic and human development which is socio-culturally and ecologically sustainable.

Logistic support: support for demonstration projects, environmental education and training, research and monitoring related to local, regional, national and global issues of conservation and sustainable development.

- 5.5.2 The Isle of Man Biosphere is zoned into six areas and examples of all of these can be found in the Eastern area: Terrestrial Core areas, Marine Core areas, Terrestrial Buffer zone, Marine Buffer zone, Terrestrial Transition areas and Marine Transition areas. There is some overlap with *The Isle of Man's First Biodiversity Strategy 2015-2025 - Managing our Natural Wealth*. This strategy states: '*Manx biodiversity will be valued, conserved, restored and managed sustainably, able to adapt to unavoidable change, provide essential services and contribute to a high quality of life for all.*' No specific proposals need to be set out in this Plan as strategic planning policy and other measures provide sufficient protection.

5.6 Statutory Designations

- 5.6.1 Environment Policy 4 of the Strategic Plan lists the range of statutory designations which exist on the Isle of Man. Those relevant to the East are shown on the Environmental Constraints Map (Map 1a) and are discussed below.

5.7 Areas of Special Scientific Interest

- 5.7.1 There are, within the Plan Area, three Areas of Special Scientific Interest (ASSIs) which have been designated as such under the Wildlife Act 1990:
- **Eary Vane** - for protection of a species-rich rush pasture in a localised mire.
 - **Greeba Mountain and Central Hills** - for its assemblage of upland breeding birds, and its upland wildlife habitats: dwarf shrub heath (heather moorland), acid grassland, mire (including blanket bog and acid hillside flushes), and river catchment.
 - **Santon Gorge and Port Soldrick** for semi-natural woodland that exists on the gorge cliffs on either side of the Santon Burn, as well as other habitats including scrub, coastal

grassland, species-rich neutral marsh, flushes, saltmarsh and intertidal habitat supports a large number of breeding birds.

5.8 Manx Wildlife Trust Reserves

5.8.1 The Manx Wildlife Trust manages 24 nature reserves on the Isle of Man, nine of which are open to the public. The reserves are designed to protect the most precious and vulnerable habitats on the Island. The East contains the following Reserves (see Map 1a):

- **Curragh Kiondroghad (Onchan Wetlands)** is an urban nature reserve in Central Onchan which is managed by the Manx Wildlife Trust. This mixed wetland and grassland habitat is home to nearly one hundred species of flowering plants and is being allowed to develop into woodland. Ringed by silver birch, ash, holly and rowan trees and mixed hedgerows, the wetlands are dominated by grey and white willow, but also boast marsh marigold, woody nightshade and cuckoo flowers. The Curragh has rich invertebrate life, supporting bats, frogs and common garden species of birds as well as goldcrests, chiffchaffs and grey wagtails.
- **Ballacreech, known locally as Dobbie's Meadow**, is a four hectare wet tussocky grassland containing orchid and other wetland species. It sits at the head of a stream that feeds into the River Glass and provide valuable habitat for a range of invertebrates.
- **Ballachrink** is a 10.7 hectare reserve in West Baldwin which forms part of a larger area of the Renscault and Ballachrink Bird Sanctuary. It comprises two lakes, three open meadows and a mixed broadleaved wood containing a number of specimen trees and rhododendron. The lakes provided nesting habitat and flight ponds for winter migrating wildfowl and the meadows are suitable for geese.
- **Ballannette Nature Reserve** is a wetland site owned and managed by the Ballannette Trust.

5.9 Bird Sanctuaries

5.9.1 Renscault and Ballachrink (West Baldwin) Wild Bird Sanctuary provides important habitat for breeding birds with its semi-natural habitats, hard cliffs and slopes, acid grassland and scrub (Map 1a).

5.10 Areas of Ecological Interest (AEI)

5.10.1 Areas of Ecological Interest (AEI) are marked on the Constraints Map (Map 1a) to indicate places of known wildlife interest which have not yet been surveyed in detail or scientifically evaluated. Until Wildlife Sites, Areas of Special Scientific Interest or other designations have been identified within them, Areas of Ecological Interest will be subject to a precautionary approach when development is proposed in such areas. Proposed development which affects any designated Wildlife Sites will also be considered from a precautionary view point.

5.11 Wildlife Sites

- 5.11.1 'Wildlife Sites' are designated by the Manx Wildlife Trust with the support of DEFA (see Constraints Map 1a). They are places considered to have high wildlife value but they are not statutorily designated or recognised by law. They are therefore simply important places for wildlife outside legally protected land. Designation as a Wildlife Site does not preclude a site from being designated as an ASSI in the future.
- 5.11.2 In recent years survey work has been scaled back. However, possible wildlife sites have been identified in Douglas, Onchan and Braddan. It is important to note that several of these sites already receive protection under existing designations, such as registered woodland or National Glens or contain species which are protected under the Wildlife Act 1991.
- 5.11.3 Currently, the designated wildlife sites are:-
- Lag Birragh- South of Kind Edward Bay golf course
 - Port Walberry- South of Marine Drive
 - Quarterbridge- Douglas
 - Summerhill Quarry- Douglas
 - Tromode Dam- Along the River Glass, N. Douglas
 - Christchurch- Laxey Village
 - Clay Head- South of Baldrine
 - Braggan Point- Baldrine
 - Gob ny Silvas- North of Garwick Bay, Baldrine
 - Kings Forrest (Greeba Plantation)- Greeba
 - Marown Telephone Exchange- Glen Vine
 - Gob Lhiack- Near Port Soderick Glen
 - Santon Head- Santon
 - Traie ny Gill- Near Port Soldrick

5.11.4 Potential future Wildlife Sites in Douglas, Onchan and Braddan

<i>Onchan</i>	Molly Quirks Glen Onchan Head Onchan Wetlands-Curragh Kiodroghad Groudle Glen Summerhill Glen (Onchan / Douglas Boundary)
<i>Douglas</i>	Douglas River Confluence (Douglas NSC) Farmhill Woodlands Governor's Hill Ponds (Governor's Hill, Douglas) Tromode Dam Glade Kirby Park Middle River - Cafe River Section (Pulrose, Douglas) The Nunnery and Lower Douglas River River Glass Port-e-Chee Section Ballacreech (Ballanard, Douglas) Douglas Head and Marine Drive (Douglas and Braddan)
<i>Braddan</i>	Kirk Braddan Cemetery (Braddan) Middle River- Middle Farm Section (Kewaigue, Braddan)

5.12 Manx National Trust Land

5.12.1 Manx National Trust Land (which is valued for a variety of reasons) is shown on Constraints Map 1a:

- **Marine Drive:** Marine Drive links Douglas with Port Soderick and is a Marine Scene viewing site.
- **The Braid:** The countryside looking over Glen Vine contains an example of an abandoned farmstead comprising of, an Iron Age round house, two Norse long houses, Iron Age buildings and Viking styles that were used together and survive today.
- **Dhoon and Bulgham Brooghs:** The land at the Dhoon and Bulgham Brooghs is the main home for the Island's larger feral goat flock. The impressive Manx slate cliffs are home to chough, ravens and peregrines.
- **Upper Ballaharry and Keeill Vreeshey:** An early Christian chapel site and ruined farm visible from the eastern slopes of Greeba Mountain and Slieau Ruy.

Natural Environmental Recommendation 1

The Department will support any further work undertaken in order to progress the proposed additional Wildlife Sites in the plan area. It is expected that this would be as part of an overall environmental strategy.

5.13 National Glens and Plantations

5.13.1 The National Glens are managed by the Forestry, Amenity and Lands Directorate of the Department of Environment, Food and Agriculture. These as well as the plantations have significant recreational amenity and there is scope to develop this further. Most of the working forests are open to the public and are popular with walkers, horse riders and cyclists and several are being developed for further recreation purposes through the addition of car parks and other facilities.

Glens Laxey Glen
Groudle Glen
Molly Quirk's Glen and Bibaloe Walk
Port Soderick

Plantations Eyreton Forest, Crosby
Axnfell
Conrhenny
Injebreck
Colden
Greeba (King's Forest)
Archallagan
Chibbanagh
Ennamona

5.14 Registered Trees and Woodland

5.14.1 Areas of Woodland and Registered Trees are shown on the Constraints Map accompanying this plan. All 'Low Density Housing in Parkland' sites (which are rolled forward as part of this Plan) are deemed to be areas of Registered Trees.

5.14.2 Environment Policy 3 in the Strategic Plan protects woodland areas from unacceptable loss or damage and it is unnecessary to add to this policy approach. However, new development in the East should be designed to take existing tree coverage and woodland areas into account during any design schemes and use such areas as a starting point for additional landscaping. Development Briefs (which are yet to be finalised) are used in this Plan to identify where tree surveys, mixed tree planting schedules and structural landscaping may be required.

5.15 Green Gaps

5.15.1 The Isle of Man Strategic Plan sets out in Strategic Policy 3 and Spatial Policy 7 the requirement to protect settlements from coalescence and enables the Area Plans to identify 'Green Gaps'.

5.15.2 These Green Gaps can be described as multi-functional green infrastructure areas which stand out as strategically important open land areas between settlements. They normally represent a physical separation between settlements, often being natural/semi-natural green spaces which have public amenity value. Consciously or unconsciously, these areas contribute to feeling of leaving one place and going into another. It is these areas that help to keep settlements distinct. Green Gaps can be important wildlife corridors, helping to limit habitat fragmentation and providing migration routes. It is not necessary to identify green gaps between all of the settlements; some are more threatened by coalescence than others. Taking into consideration the characteristics of the settlements in the East and particular landscape features, a number of important 'Green Gaps' have been identified:

- Douglas and Onchan (Blackberry Lane)
- Baldrine and Laxey
- Glen Vine and Crosby

5.15.3 The Green Gaps are identified on Map 3. There are, by design, no precise boundaries. They are intended to represent a buffer area within which any development proposals will be scrutinised in terms of the potential impacts on the recognised openness and whether such development would lead to greater coalescence between settlements.

5.15.4 Douglas and Onchan (Blackberry Lane) - The existing green space separating Douglas and Onchan consists of well-maintained farmland, sports pitches and a seasonal campsite. It provides valuable recreational space for the inhabitants of both settlements and is the last remaining physical break between Douglas and Onchan. It is however recognised that part of this area has been mooted as being potentially suitable for key social infrastructure. Any future applications will be considered on their merits taking into account the proposals set out in this plan and the Strategic Plan.

Natural Environment Proposal 1 (Green Gap)

Between the settlements of Douglas and Onchan in the area straddling Blackberry Lane, development which would erode the separation and detract from the openness between the settlements will not normally be supported. Applications may be considered favourably if reason for an exception can be demonstrated in line with General Policy 3(g).

5.15.5 Laxey and Baldrine - Encroaching ribbon development along the A2 coast road which connects Laxey and Baldrine has the potential to connect the two settlements. At present this area largely retains its sense of being in the open countryside with clear sea views. Additionally, services for networked water supply and other essential utilities would be difficult to provide for additional development in this area.

Natural Environment Proposal 2 (Green Gap)

Between the settlements of Laxey and Baldrine, development which would erode the separation and detract from the openness between the settlements will not be supported.

- 5.15.6 Glen Vine and Crosby - These two settlements, although proximate in location, are separate and distinct in many ways. Consultation has clearly demonstrated this through the views of the public during the Preliminary Publicity stage. In cases such as this, the breaks in the urban fabric and the features of nature which provide a sense of openness should be protected from development which would erode this.

Natural Environment Proposal 3 (Green Gap)

Between the settlements of Glen Vine and Crosby, development which would erode the separation and detract from the openness between the settlements is unlikely to be supported.

5.16 The Upland Environment

- 5.16.1 The Manx uplands are an iconic part of our landscape and heritage. Reference to the 'sweet mountain air' and 'green hills and rocks' are enshrined in our national anthem and the colours of the heather and gorse are woven into the very fabric of Manx tartan. The hills are a place of great beauty, yet for some they are also a place to work and for others a place to exercise or simply enjoy open space. Our uplands are also home to plants and animals that whilst familiar to us, are rare and important in a global and European context.
- 5.16.2 Production of food is an important and obvious function of hill land. But surprisingly, the Manx hills provide everyday functions that most people take for granted. Peatlands, which cover most of our hills reduce the impacts of climate change by locking up carbon dioxide, collect and filter our drinking water and slow the passage of rainfall into streams and rivers, thus reducing downstream flood risk.
- 5.16.3 These multiple uses are of great benefit to the economy of the Isle of Man and the well-being of its people. It is important that the hills continue to provide these benefits long into the future.
- 5.16.4 Ensuring sustainable management of such a wide range of uses to the satisfaction of all interested parties whilst retaining functions essential to the well being of the Isle of Man is of paramount importance.
- 5.16.5 The Isle of Man Government is the owner and landlord for the majority of the region and is therefore in a position to implement policy which will deliver the optimum range of ecosystem services.
- 5.16.6 Appropriate and positive upland management such as controlled rotational burning/cutting of heather and low intensity grazing helps to reduce the fuel load of the hill, provides firebreaks and reduces the risk of unplanned wildfires that further protects the sites biodiversity, but also the vast amounts of carbon locked away in the peat soils. The majority of this work is carried out The Department of Environment, Food & Agriculture's grazing and shooting tenants.

- 5.16.7 The Manx uplands are critically important from a habitat and biodiversity perspective. The hills in the east support a significant number of breeding hen harrier; however, other native upland breeding birds such as curlew and red grouse have suffered severe declines in recent decades and as such are of high conservation concern.
- 5.16.8 Strict control of access and recreational activity on vulnerable soils should be implemented to reduce soil erosion and subsequent carbon loss.
- 5.16.9 Curlew and hen harriers are recognised as an internationally important species, while (within the EU) upland heather moorland is designated as a priority habitat. In order to ensure protection and positive management of the uplands, the following proposal is appropriate:

Environment Proposal 4

Uses of the uplands that contribute to the management and preservation of this distinctive environment will be supported.

5.17 Dark Skies

- 5.17.1 On the Isle of Man, 26 Dark Sky Discovery Sites have been identified, of which nine are located in the East. They are classified as Milky Way Sites meaning that at these sites the Milky Way is visible to the naked eye. The sites are accessible and light pollution is limited. The following Dark Sky Discovery Sites are located within the East:
- Port Soderick Upper Car Park
 - Port Soderick Brooghs, Little Ness Car Park
 - Mount Murray Golf Club
 - Onchan Park
 - West Baldwin Reservoir Car Park
 - Clype Kerrowdhoo Reservoir Car Park
 - Conrhenny Car Park
 - Ballanette Nature Reserve
 - Axnfell Plantation

Natural Environment Proposal 5

Proposals for development in the vicinity of Dark Sky Discovery Sites are to have minimal outdoor lighting, and be encouraged to have a design response which is non-intrusive into the darkness of night. Baffling and directionality of lighting must be sensitive to contain any necessary lighting within a subject site only.

5.18 Watercourses and Wetlands

5.18.1 The collection of hills in the East has produced a network of mountain streams which gradually join and widen to become the rivers flowing out into Douglas Bay, Port Groudle and Laxey Bay. Several of these rivers form the natural boundaries between the Eastern parishes.

5.18.2 A non-exhaustive list of streams and rivers in the East includes:

Crammag River Injebreck River Creg-y-Cown River West Baldwin River Awin Ny Darragh Baldwin River River Glass Greeba River River Dhoo	Santon Burn Grogga River Middle River Laxey River River Glenroy Groudle River Ballacottier River Sulby River River Douglas
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5.18.3 It is likely that these streams and rivers, like most of the Island's watercourses, support populations of European Eels - classified by the International Union for the Conservation of Nature (IUCN) as Critically Endangered - and Brown Trout. Most rivers with good fish passage from the sea, including the Dhoo, Glass, Laxey and Santon Burn, contain populations of salmon and sea trout. The Dhoo and Glass are known also to support populations of brook (and possibly river) lamprey. Many of the tributary streams to the major rivers, although small, provide valuable additional spawning and nursery areas for salmonids and lampreys.

5.18.4 There are four reservoirs in the East: Eairy Dam, Injebreck, Clypse and Kerrowdhoo. The proposals in this plan for additional housing in the East are likely to have an impact on the water levels in these reservoirs and consequently on the compensation flows within the downstream rivers. DEFA reports that in recent years there has been evidence of low summer flow below Injebreck reservoir in the River Glass. It is suggested that any reduction in flow in the River Glass could have consequences for the ecology of the river, including fish populations. DEFA has highlighted evidence that artificial light from new housing close to rivers may have a detrimental impact on migratory salmonids.

5.18.5 The reservoirs in the East are home to wild brown trout and Injebreck, Clypse and Kerrowdhoo are stocked with rainbow trout for visiting anglers. This Plan recognises that the economic value of the recreational fishing industry depends both on healthy fish stocks and high recreation and visual amenity.

5.18.6 The ecological services provided by the Island's watercourses and wetlands are considerable, including carbon storage and natural flood mitigation. An undeveloped corridor of land between the river bank (measured from the edge of the river channel) and any riverside development is required to allow for natural changes in the position of the river channel, as well as in water levels. The natural vegetation and physical structure of a river bank also provides a wildlife corridor for non-aquatic species.

Natural Environment Proposal 6

Proposals for new development in the Plan Area which intend a connection to the Injebreck Reservoir for its water supply must demonstrate that as a consequence of this new development, water levels will not be so affected as to have a detrimental effect on normal flows.

Natural Environment Recommendation 2

It is recommended that ahead of making any applications for development close to the reservoirs, watercourses and wetlands in the East, applicants must discuss such proposals with DEFA to establish the need for specific design elements to be taken into account. This may include: the impact of artificial light from the development on migratory fish species, buffer distances from the river bank and visual amenity.

5.19 Marine Protected Areas and Marine Conservation Zones

- 5.19.1 Increased efforts are being made to protect the health and biodiversity of the marine environment as well as the economic and social benefits which effective management of marine resources brings. While offshore developments such as wind farms and tidal energy bring benefits to our Island's economy, negative environmental impacts include noise pollution on fish and cetaceans, sediment pathway changes and increasing introduction of invasive non-native species. Inappropriate on-shore development, particularly in coastal areas can contribute to marine pollution which has both environmental and human health implications. Conversely, offshore developments such as the laying of cables and pipelines and disposal of wastes, although outside of the land-based planning system, require connectivity to the shore and the subsequent effect on coastal areas must be considered.
- 5.19.2 Marine protected areas are areas of the sea that are protected from fishing and other impacts, with the aim of restoring habitats and supporting sustainable fisheries. The Isle of Man currently has ten Marine Protected Areas around our coast, encompassing 10.4% of Manx waters. One of these is the Sea Fisheries Restricted Area at Laxey Bay which was established in 2009 with the intention of enhancing the scallop stock and later seeded with juvenile scallops.
- 5.19.3 In 2008 Douglas Bay closed to mobile fishing gear. Its current status is as a Marine Conservation Zone, though there is an intention to designate the Bay as a Marine Nature Reserve. Marine Nature Reserves are designated to conserve their flora, fauna or geological, or physiographic features, or to provide special opportunities for the study of matters relating to these interests.
- 5.19.4 This Plan does not propose any specific Proposals at this time.

5.20 Areas subject to flooding and erosion

- 5.20.1 In 2016 the National Strategy on Sea Defences, Flooding and Coastal Erosion Evidence Report was published⁶. It identified areas at risk of fluvial, surface water and coastal flooding and coastal erosion now and in the future taking into account climate change, economic growth and development, and population growth. The Evidence Report included a comprehensive Risk Assessment to assess the impacts of coastal, fluvial and surface water flooding and coastal erosion on key economic, infrastructure, environmental and social receptors. Within the Eastern area, Douglas (comprising Douglas Bay, Douglas Harbour, Glass/Douglas/Dhoo/Middle River Confluence, River Glass and Upper Dhoo) and Laxey were identified as being at high risk both now and in the future and requiring urgent consideration, further investigation and potential intervention to reduce the evident risk.
- 5.20.2 Flooding can threaten life and cause damage to property and public infrastructure and it is essential that the Isle of Man builds its economic, environmental and social resilience with regard to flooding. The effects of weather events can be increased by decisions about the location, design, and nature of development, and may be affected by future climate change. Consideration of flood risk has therefore formed an integral part of both the process of allocating land for development in the Area Plan for East, with flood risk acting as a 'critical constraint' in the Site Assessment Framework used to assess proposed sites.
- 5.20.3 Flood Risk Maps have been produced by the MUA and the data contained therein has been used to identify Flood Risk Areas in the plan area. The risk areas shown relate to tidal flooding and fluvial flooding. The fluvial flooding maps illustrate a 100 year return period and for tidal a 200 year return period. Land outside of these areas is considered to be at low risk of flooding from main rivers and the sea, although it may be at risk from other sources such as surface water and groundwater flooding.

Natural Environment Recommendation 3

The Department supports further consideration and investigation of the impacts of coastal, fluvial and surface water flooding and coastal erosion on key economic, infrastructure, environmental and social receptors. This includes the areas of Douglas (comprising Douglas Bay, Douglas Harbour, Glass/Douglas/Dhoo/Middle River Confluence, River Glass and Upper Dhoo) and Laxey, all identified as being at high risk both now and in the future.

⁶ <https://www.gov.im/media/1352048/national-strategy-on-sea-defences-flooding-and-coastal-erosion.pdf>

Chapter 6. The Urban Environment

6.1 Introduction

- 6.1.1 Our towns and villages should be places that bind communities together. Place making is driven by making the most of existing urban fabric, maintaining it well and making incremental improvements. A high quality urban environment contributes to a good quality of life and encourages walking, cycling and public transport as instinctive and attractive options. Good quality urban areas are designed, built and maintained on the principle that people come first.

6.2 Urban places in the East

- 6.2.1 The urban environment of the East is diverse and represents a multi-layering of the Island's past, present and future. All of the East's settlements compare favourably with those of neighbouring nations in terms of safety and in general quality of life is perceived as being high, reflective in many ways of the close proximity of our urban areas to the great outdoors. High quality Georgian and Victorian architecture shares space with the Manx vernacular and a range of Twentieth Century styles, covering a span of uses stretching from residential, to business premises, office spaces, shops, civic buildings and public realm.
- 6.2.2 The urban environment faces significant challenges: the mixed quality and upkeep of much of the East's building stock can give an impression of a lack of unity in the built environment. Challenging topography, particularly in Douglas and Laxey, places a significant constraint on creating attractive, viable and usable places. Making space for residents, visitors, cars, public transport and bicycles in the built up capital sets a challenge which needs addressing sooner rather than later.
- 6.2.3 Growth in new employment sectors and changes in our working practices will have a significant impact on the demands we place on our urban spaces in the future. Retail patterns are shifting away from the traditional high street forcing questions to be posed about the future of our town centres and established shopping area. As the location for a number of overseas business holdings, the commercial built environment of Douglas is vulnerable to external shocks which could leave properties suddenly vacant.
- 6.2.4 Coastal communities are at the greatest risk from climate change as the threat from coastal flooding and erosion increases. As part of a long-term sustainable approach to designing resilient urban space, Douglas, Onchan and Laxey especially will have to plan carefully for increasing dramatic weather events.
- 6.2.5 While the urban environments of the East have their share of problems to be addressed, they also accommodate opportunities: advances in transport technology, especially electric vehicles, will have an impact on the streetscape as charging points become a requisite. This must be accommodated alongside the infrastructure required for the roll out of 4G and 5G communication technologies. The development of Douglas harbour into a deep berth has the potential to broaden our tourism offer significantly with impacts on the infrastructure of the capital and the East more widely. Higher tourist numbers would help

to support a distinctive local offer within core retail areas and contribute to a dynamic and vibrant town centres. Opportunities are also recognised in the form of the identification of Comprehensive Treatment Areas (see Map 5 and 6 and Chapter 13).

6.3 Objectives

- i. To allocate land as both general allocations and Strategic Reserves to ensure sufficient development opportunities for the lifetime of the Plan to support a diverse and growing economy.
- ii. To ensure that in the East's urban spaces, people come first and adequate space is provided for active and healthy lifestyles, attractive design and high quality living.
- iii. To create an urban environment that is more responsive to changes in new and emerging working, living and retail patterns.
- iv. To identify and celebrate the historic urban environment so that it retains an active and productive role in contemporary life.

6.4 Desired outcomes

- i. New development will be of a scale and density which makes efficient use of the land available.
- ii. There will be a general uplift in the quality of design for new build schemes, conversions and extensions in the East which will respond sensitively to and enhance their local context.
- iii. New buildings will be situated and designed so as to maximise their energy efficiency and reduce the need for energy consumption.
- iv. An intelligently-designed, well connected public realm will ensure usable, safe and attractive spaces that people want to spend time in and move through.
- v. There will be greater recognition of the contribution the East's historic value to the local and visitor economy and to the quality of life on the Island.
- vi. The long term future of valuable heritage assets will be assured by creative reuse.

6.5 Ensuring the efficient use of land and building

- 6.5.1 The density of development should be in-keeping with the character of the local area. Higher densities will be more appropriate in the central areas of Douglas, Onchan, Laxey and Union Mills. Much of Douglas' celebrated sea front contains 4 and 5-storey hotels and apartment blocks which provide a distinctive visual image of the capital and a highly practical form of space conscious living for a modern town.

- 6.5.2 Lower densities may be considered more acceptable in instances where there are site specific constraints, a need to provide additional levels of infrastructure or where the current character or appearance of the area necessitates a development of a lower density.
- 6.5.3 The subdivision of buildings for residential use can provide an appropriate source of housing and can lead to the more efficient use of existing buildings. Subject to according with the other strategic policies and the proposals in this Plan particularly in relation to amenity and the design of any alterations to allow the subdivision, such proposals will be supported.
- 6.5.4 In recent years, the Douglas town centre in particular, has lost some of its population. The town effectively empties after the working day. Historically, people lived above the work spaces of shops, offices and workshops in Douglas creating a vibrancy that is perhaps lacking today. This Plan proposes and encourages the reintroduction of people living in the mostly vacant floors above the town's shops and offices. The reintroduction of those living in the town will, it is hoped, create a more vibrant environment which will have a positive impact upon the day time and particularly, the night time economy within the town and will also enable us to respond to changes in new and emerging working patterns.

Urban Environment Proposal 1

The creation of residential units on the upper stories of buildings particularly in Douglas town centre or the subdivision of buildings (particularly in the case of older and underused buildings) for residential use will generally be supported provided proposals do not conflict with other strategic policies or proposals in this plan.

6.6 Principles of good design

- 6.6.1 In the Strategic Plan, Strategic Policy 5 states that 'New development, including individual buildings, should be designed so as to make a positive contribution to the environment of the Island'.
- 6.6.2 A positive contribution means making places which are attractive and safe areas to live, work and invest in. In order to achieve this, it is essential that detailed design proposals be based around an understanding of constraints and opportunities of the site and that the proposal responds positively to local context, in terms of its scale, form, layout, materials, colouring, fenestration and architectural detailing.
- 6.6.3 This in turn depends on good understanding of the local character of the individual settlements in the East. Local character is defined by the natural and physical features of an area, including its topography, the pattern of streets and public spaces, the streetscene, the density of development, the scale and form of buildings and the materials used in construction.

- 6.6.4 Housing developments have been criticised in recent decades for their uniform and standardised appearance. In order to avoid creating homogeneous and sterile neighbourhoods, developers will be encouraged to incorporate a mix of property types of a varying scale, utilising a range of complementary materials wherever possible. Similarly, the layout of development should encourage integration with surrounding areas and not be inward facing.
- 6.6.5 Regarding extensions, it is recognised that the use of alternative materials and detailing in extensions and alterations can, in some case, enhance the character of an existing building and/or the surrounding area.
- 6.6.6 The layout, orientation and design of buildings can reduce the need for energy consumption by maximising the potential to secure the benefits energy provides e.g. heating, lighting and cooling, through alternative means. Where layout, orientation and design is not constrained or dictated by other factors i.e. by the character of the surrounding area or the juxtaposition of adjacent buildings, applicants for planning approval will be encouraged to demonstrate how the design of the development has reduced the need for energy consumption.

6.7 Public Realm

- 6.7.1 'Public realm' refers to the publicly accessible areas between buildings; the streets, paths, squares and parks that people use and move through on a day-to-day basis. Ensuring a high-quality, safe and accessible public realm is an essential part of creating environments that people want to live, work and invest in. Due to Douglas' importance as an event centre for the Island, it is essential that public and private open spaces retain their accessibility and amenity when the user population hikes, such as during TT fortnight.
- 6.7.2 New and redeveloped elements of public realm must be designed to reinforce or compliment the distinctive character of the local area and to ensure that they are attractive, safe, accessible and well connected to their surroundings. The provision of walking and cycling routes through these sites to encourage their use is essential. Douglas already benefits from a wide promenade providing ample space to be used by walkers, joggers, cyclists and families with prams. Promoting this level of walkability into areas of the town centre which are currently less accessible will become a priority.
- 6.7.3 The design of the public realm can help to promote safe communities by limiting the opportunities for crime and anti-social behaviour to take place. This is supported by Community Policy 7 in the Strategic Plan.⁷ The Isle of Man is celebrated for its low crime rate and sense of safety; sensitive development can help to ensure that this continues even as we plan for a growing population in the East. To this end, where appropriate, new development proposals will be required to demonstrate the appropriate application of 'Crime Prevention through Environmental Design' and 'Secured by Design' principles, which look at the following aspects of development as a means of creating safe environments:
- Environmental quality;
 - Natural surveillance;

⁷ Isle of Man Strategic Plan, 2016

- Access and footpaths;
- Open space provision; and
- Lighting.

This is supported by objectives set out in Chapter 11, relevant to public spaces.

Urban Environment Proposal 2

All new development and regeneration proposals within the Comprehensive Treatment Areas and Douglas Town Centre must demonstrate design elements to provide and enhance areas of public realm through sensitive and context-specific design.

6.8 The historic built environment

6.8.1 Local character and key features within the built environment, such as registered buildings and other heritage assets play a significant role in promoting economic and social prosperity by providing attractive living and working conditions. In addition, they provide economic opportunities through tourism, leisure and recreational uses. It is therefore essential that local character is safeguarded, particularly those features which fundamentally define the historic built environment in the East. Particularly:

- the buildings and structures associated with the roles of Douglas and Laxey as historic seaside resorts;
- the harbours of Douglas and Laxey;
- the historic infrastructure of the Steam Railway, Electric Tramway and Horse Trams, and:
- the historic grain of Douglas and Laxey old towns, including their street layouts, town yards, plot sizes and landscape settings.

6.8.2 The significance of Manx heritage assets is increased by their relative scarcity. Registered buildings and conservation areas which might not necessarily achieve such status in the United Kingdom have gained a higher status in the Isle of Man where their contribution to national identity and the Island's story is highly valued.

6.8.3 Existing and new development can exist side by side with some visual difference between old and new building styles. New development should not seek to mimic existing development but be of its own time. Such innovation is crucial and with good precedent: some of the Island's best architectural examples emerged from the building design competitions of the Edwardian era.

Urban Environment Proposal 3

Development proposals, particularly in respect of Douglas Town Centre, which are contemporary in style and which clearly demonstrate innovative design solutions which enhance local character and distinctiveness will generally be supported.

6.9 Creative Re-use

- 6.9.1 As stated in the Strategic Plan, Paragraph 7.25: 'Conservation of the built environment and archaeological features should be viewed as an asset to be promoted and not as a constraint to be overcome'.
- 6.9.2 It is recognised that retaining the best examples of heritage for future generations benefits the resident population by celebrating its unique national identity and increasing the sense of wellbeing and improved quality of life brought about by beautiful surroundings. The value of mid and late-20th Century architecture should not be ignored as the best examples of these periods contribute to a rich and vibrant built heritage. Supporting the continued use and retention of these buildings requires a pragmatic and dynamic understanding of different potential uses. A proposed use which retains a building of historical value, but requires modification to that building, is superior to a proposal which leads only to demolition or decay of that building.

Urban Environment Proposal 4 (linked to Urban Environment Proposal 5):

Proposals which help to secure a future for heritage assets, especially those identified as being at greatest risk of loss or decay, will be supported. Where these enabling development proposals contain elements which are contrary to policies with the Strategic Plan, they would need to be able to demonstrate why the proposal is considered necessary in order to secure the long term future of the asset. If the underlying reasoning is sound, a departure from existing policies may be considered.

Urban Environment Proposal 5 (linked with Urban Environment Proposal 4):

There are examples within the East area of historic buildings which are experiencing significant structural decay whilst awaiting sale or while their future use is being decided. Such buildings will be identified moving forward through appropriate feasibility studies. There will be a presumption to retain such buildings. In any case, any applications in respect of any historic building will be considered on their merits in light of strategic policy and the content of this plan.

Urban Environment Proposal 6

In older buildings, adaptive re-use will often require modifications, particularly where public safety requires lighting, fire suppression systems and other relevant apparatus. These can be accommodated in sympathetic ways, and where demonstrated, such shall normally be supported.

6.10 Registered Buildings

6.10.1 There are currently over 250 buildings on the Registered Buildings Register, with a further 275 potentially being worthy of research and possible inclusion. 106 of the buildings on the Register are located in the East. Building registrations are divided by Local Authority:

Douglas	73
Onchan	14
Braddan	11
Santon	3
Marown	2
Laxey	2
Lonan	1

6.10.2 Unlike in the UK, there is currently no grading system in place for registered buildings, though this is under review. Treatment of registered buildings is covered by the Town and Country Planning (Registered Buildings) Regulations 2013 and by Planning Policy Statement 1/01. It is recognised that the East, in common with the Island as a whole, contains a significant waiting list of historic buildings which may be considered for Registered Building status. The process of appraisal and registration is ongoing.

Urban Environment Proposal 6:

Where an application relates to a building which has been proposed for entry onto the Register, advice must be sought from the responsible Department prior to the submission of any planning application on how best to approach any modifications to such historic assets.

6.11 Conservation Areas

6.11.1 Of the 19 Conservation Areas on the Island, 10 of these are within the East and the majority are in Douglas:

Douglas	Other settlements
Little Switzerland	Laxey
Ballaquayle Road	Onchan
Selborne Drive	
Windsor Road	
Olympia	
Woodbourne Road	
Douglas Promenades	
Athol Street/Victoria Street/Duke Street	

- 6.11.2 Preliminary research and investigation of potential Registration of Buildings and/or designation of a Conservation Area at the Nunnery Estate in Douglas has been carried out.
- 6.11.3 Conservation Area Character Appraisals have been carried out for seven locations in the East. Designation without the creation of supporting appraisals and management plans is only partially effective and priority should be given to completing these resources. Once fully assessed, the purpose of Conservation Area status is to encourage the consolidation of the architectural importance of the buildings contained therein and to seek opportunities to better reveal the significance of an asset or make a positive contribution to the area.
- 6.11.4 It is worth noting that new developments could and should form the conservation areas of the future by providing excellent examples of well designed, environmentally sustainable and liveable communities.

Urban Environment Proposal 7:

The Department supports the progression of work into the review of and consideration of new Conservation Areas in the East which must have up to date appraisals and management plans.

6.12 Sites of Archaeological Interest

- 6.12.1 Archaeology is an important part of our cultural and historic environment in the East. The absence of large-scale industrialisation and expansive modern infrastructure on the Island means that a significant amount of surface archaeology is still visible in the rural landscape. Scandinavian influences overlay the Celtic landscape and, in more recent history, abandoned buildings, or tholtans, have become a distinctive feature of the Manx rural landscape. In other areas non-intensive agricultural management regimes mean that subterranean archaeology has remained undetected and must be a consideration for development particularly of greenfield sites outside of existing settlement boundaries.
- 6.12.2 Both scheduled and non-designated archaeological assets are a valuable resource for research and education, but can also be an asset for the promotion of leisure and tourism. Their interpretation and presentation to the public should be encouraged. However, such assets are a finite and in some cases fragile resource. They can be vulnerable to a wide range of activities, both manmade and natural.
- 6.12.3 Any excavation taking place in Mixed Use Proposal Area 5 (**The Fort**) will require extensive evaluation and recording as Manx National Heritage have indicated that the site is considered to be within an area of Douglas being built up prior to 1580 and likely to contain evidence of this underground. Although these areas were cleared of much of their Georgian and Victorian buildings in the 1930s, it is possible that significant remains survive below ground. These are known to consist of structures including foundations and cellars and layers of rubbish and settlement debris.

Urban Environment Proposal 8:

Douglas has a strong archaeological heritage and proposals which require ground and engineering works must factor this into their design plans.

Any proposals within the Town Centre (as defined) or on any other sites which have known archaeological potential must be subject to proper evaluation and recording to establish the existence of any below-ground remains of settlement and the implications of such for foundation design. This is not a presumption against such proposals, but is a means to ensure full information about the site and its potential heritage values.

6.13 Ancient Monuments

6.13.1 There is a diverse collection of ancient and historic monuments in the East, ranging from the Neolithic to the modern period. Most of the monuments themselves are protected by being under the care of the Manx Museum and National Trust (Manx National Heritage), but the immediate setting and, in some instances, the landscape context may also need protection or enhancement. Many monuments are located on comparatively remote or isolated sites which are unlikely to be subject to change arising from development, but others are within or close to our settlements or may be close to potential mineral workings or sites for public infrastructure. The sites included on the Environmental Constraints map represent the most up to date list of Ancient Monuments. Of the 29 protected Ancient Monuments in the East, among the most notable are:

- The Braaid: Site of an ancient Celtic-Norse era community including remnants of a roundhouse (c650 AD) and two longhouses (c950 AD).
- King Orry's Grave: Neolithic chambered tomb begun as much as 5,000 years ago.
- St Trinian's Church: A 14th Century church which lost its roof in the 17th Century, also known as the Keeil Brisht or 'Broken Church'.
- The Great Laxey Wheel: The largest surviving working wheel of its kind in the world. Built in 1854 to pump water from the Glen Mooar section of the Great Laxey Mines complex.

Urban Environment Proposal 8

Applications on sites or close to sites which contain an Ancient Monument must be designed taking into account the character of the Monument and its environs to ensure it is satisfactorily protected.

6.14 Railway architecture

6.14.1 The route of the still-operational Isle of Man Steam Railway winds south and west from Douglas through Port Soderick and Santon Stations before continuing to its terminus in Port Erin. Given that the route, most of the rolling stock, and most of the station buildings and line-side structures are essentially as they were when the railway opened in 1874, there is obvious cultural and historic interest. The same is true (in terms of interest) for the MER.

Urban Environment Proposal 9

Where possible and practical station buildings, gate-keepers' huts, and other line-side structures in the East should be retained in, and where necessary, restored to their original form and appearance. It is recognised however that financial and modern operating requirements may mean that this is not always possible.

6.15 Urban Gulls

- 6.15.1 The large population of gulls has become a concern in Douglas and other coastal settlements in the East due to the nuisance caused by noise, detritus and aggression towards humans during nesting season. In addition to stopping the feeding of gulls and pigeons and ensuring bins are adequately covered, steps can be taken to 'design out' this issue by installing the following devices:
- Bird netting or mesh
 - Bird spikes
 - Chimney spike system
 - Chimney mesh cover
 - Bird wire system

Urban Environment Recommendation 1

Development proposals in coastal areas (especially Douglas) should consider installing mechanisms to 'design out' conflict with gulls and pigeons.

6.16 Contaminated and polluted sites

- 6.16.1 The re-use of previously developed land is an important element in achieving regeneration and sustainable development objectives and to improve both the built and living environment. This is supported by paragraph 7.20.2 of the Strategic Plan. Development proposals on contaminated and/or unstable land, or where previous land use may indicate some level of contamination, must include an assessment of the extent of contamination and/or instability and any possible risks. For example, the former brickworks on Ballanard Road which is part of a larger Strategic Reserve Site.

Chapter 7. Transport and Utilities

7.1 Introduction

- 7.1.1 This Chapter focuses on Transport (roads, public transport, cycleways, footpaths) and Utilities (energy, telecommunications, water supply, sewerage drainage and electricity).
- 7.1.2 This plan addresses infrastructure issues within distinct chapters but it is impossible to plan for different kinds of infrastructure in isolation. The work undertaken to support this plan has included comprehensive site assessment looking at all aspects of development and needs in terms of supporting infrastructure, as well as scenario testing work which looked at broad development patterns and the implications on infrastructure as a whole. Issues relating to roads and utilities are often referred to as grey infrastructure and were discussed in the scenario testing work in these terms. Ahead of sections on 'objectives' and 'desired plan outcomes' in this Chapter, there is brief discussion of two important, long term infrastructure strategies which serve to set the broad context for the preparation of the Area Plan for the East. This Plan incorporates the objectives of both the National Infrastructure and Harbour Strategies and is in support of their desired aims.

7.2 Strategic Plan Implementation – Transport and Utilities

- 7.2.1 The Isle of Man Strategic Plan 2016 contains specific strategic policy in respect of transport and other grey infrastructure. Strategic Objectives and Policies state that development needs to:
- optimise the use of previously developed land;
 - use sites efficiently;
 - utilise existing and planned infrastructure, facilities and services;
 - minimise journeys by private car, make best use of public transport, not adversely affect highway safety for all users, encourage pedestrian movement;
 - be located and designed to promote a more integrated transport network;
 - encourage the efficient use of energy;
 - to safeguard the efficient operation of the Island's ports for fishing, commercial and leisure use without compromising environmental objectives; and be well served by modern telecommunications without compromising the protection of the landscape.
- 7.2.2 The overall objective for these may be summed up as being to protect public-benefiting utilities and other assets and enable the orderly provision and co-ordination of these and other facilities for the benefit of the community.
- 7.2.3 Since the Strategic Plan 2016 was adopted, some changes have occurred relevant to the services and utilities – changes to titles of service authorities and suppliers and changes to strategies and service types and terms used to describe those types. None of these changes alter the intention of the policies in the Strategic Plan and are thus taken into account in this area plan as natural evolutions of business operations.

7.2.4 Since the Strategic Plan 2016 was adopted, some changes have occurred relevant to the services and utilities – changes to titles of service authorities and suppliers and changes to strategies and service types and terms used to describe those types. None of these changes alter the intention of the policies in the Strategic Plan and are thus taken into account in this area plan as natural evolutions of business operations.

7.3 Strategies

National Infrastructure Strategy⁸

7.3.1 While the Area Plan for the East is a short to medium term document, the National Infrastructure Strategy aims to ensure there is an integrated, reliable, secure and resilient provision of Island wide infrastructure that meets the social and economic needs of the Island up to 2050.

7.3.2 The document presents an audit of the Island’s current infrastructure, sets out the current available capacities for each key asset and identifies any known issues with supply. It then examines a number of factors which could impact on the future provision of the Island’s infrastructure: the Island’s population and age structure, the spatial distribution of development, the economic situation of the Island, climate change, technological change and the need to meet national and international obligations and regulations. Finally, consideration is given to the obsolescence of each of the Island’s key assets. Key assets in the East identified in the document are:

- Douglas and Laxey harbours
- Combined Cycle Gas Turbine (CCGT) facility at Pulrose and the Energy-from-Waste Facility at Richmond Hill
- Gas pipeline for Glen Mooar to Pulrose Power Station
- LPG stores in Douglas
- The Douglas Water Treatment Works
- West Baldwin, Clype and Kerrowdhoo Reservoirs
- Meary Veg sludge treatment facility

7.3.3 The strategy identifies the following issues faced by specific assets:

- flood risk to the National Sports Centre, Douglas Fire Station, Banks Circus bus depot, Douglas Railway Station and Pulrose Power Station and Pulrose Bridge after Major flooding occurred in 2015; and
- traffic congestion at Quarterbridge and Government Hill roundabouts.
- the Strategy concludes that the Island’s key assets are currently maintained to an appropriate standard and have been designed to withstand future change.

⁸ National Infrastructure Strategy, GD 2017/0025. Available from <https://www.gov.im/about-the-government/departments/infrastructure/strategy-policy-and-performance-division/infrastructure-policy/>

Harbours Strategy

7.3.4 The Harbours Strategy (March 2018) identifies that commercial activity in Douglas Harbour is currently constrained by the lack of a deep water berth for cruise vessels. The Strategy set out support for the development of deep water berthing facilities at Victoria Pier. Key details in of the Strategy include:

- A new deep water berth alongside the north side of Victoria Pier could accommodate vessels up to 240m long with a draught of 8m (waterline to the bottom of a ship's hull).
- Cruise vessels accommodating 1,200 to 2,000 passengers would be able to berth alongside as long as suitable tugs are available.
- Facilities for these customers will be accommodated within the Sea Terminal and parking for buses and coaches will be possible on the pier. Other visiting vessels, such as Royal Navy vessels, wind farm maintenance vessels and survey vessels would be able to use the berth.

7.3.5 The Harbours Strategy also identifies the need to further develop the marine leisure facilities in Douglas provided suitable associated facilities can be provided, carry out a review of the berthing arrangements and undertake an independent assessment of the primarily leisure harbour in Laxey.

7.3.6 Permitted Development - It is relevant to note at this point is the Town and Country Planning (Permitted Development) (Government owned Land) Order 2012 permits a range of developments without the need for additional planning approval. This applies to several Government-owned sites including Douglas Outer Harbour, Nobles Hospital and the National Sports Centre.

7.4 Objectives

- i. To ensure that key transport corridors linking ports to the broader transport network are protected.
- ii. To support and implement, where possible, the National Infrastructure Strategy 2017 and the Harbours Strategy 2018.
- iii. To co-ordinate development of all transport modes to provide a comprehensive transport system.
- iv. To provide and support the best quality telecommunications networks and to support the economy by doing so.
- v. To reduce the risk and impact of flooding, stormwater and overland flow on catchments and neighbouring properties.
- vi. To plan for the provision of water supply, sewerage and drainage services that efficiently and effectively meet community needs without harm to the natural environment.

- vii. To manage the sequence of development in growth areas so that services are available from early in the life of new/expanded communities. This includes the creation and supply of all utility services.

7.5 Desired Outcomes

- 7.5.1 The desired outcomes are formed in more detail below, as strategies for achieving each of them is expanded in the recommendations. This is to ensure that clarity is provided on these complex issues.
 - i. New development is integrated into existing public and active transport systems and provides high quality access and parking for motor vehicles.
 - ii. Congestion issues are investigated and addressed with the wider network in mind, ensuring that problems are not simply shifted 'downstream'.
 - iii. Transport routes are located so as to achieve the greatest overall benefit to the community and with regard to making the best use of existing social, cultural and economic infrastructure, minimising impacts on the environment and optimising accessibility, safety, emergency access, service and amenity.
 - iv. The timing of installation of services and infrastructure in new development areas is co-ordinated so as to ensure the cost-efficient provision of local and regional infrastructure.
 - v. Infrastructure is appropriately lit to provide safe passage for pedestrians, cyclists and vehicles at night.
 - vi. Sustainable Urban Drainage Systems (SuDS) are installed to protect and enhance natural water systems and minimise drainage and infrastructure costs.
 - vii. Modern, high-speed and effective communications networks are integrated into new design schemes as a matter of course.

7.6 Transport

- 7.6.1 The Isle of Man has a strategic transport network which links to all parts of the Island. It comprises a radial pattern of roads converging on Douglas with links to the main service and employment centres around the coast. Douglas is one of the key gateways to the Island. This is not only of importance as an employer but also is a focus for travel and freight into and out of the Isle of Man. Douglas also serves as a leisure port alongside Laxey.

7.6.2 General policy encourages forms of transport other than the private car but car use is likely to remain the choice for many necessary journeys to work, the shops, school and leisure activities. It is important to make sure there are opportunities to access public transport and practical walking routes. At the same time there is still a need to plan new developments with the highway network in mind, the pressure this will place on key junctions and considering where improvements in the system will be required.

- 7.6.3 General Transport Policies⁹ recognise the importance of new development being:
- located close to existing public transport facilities and routes including pedestrian, cycle and rail routes;
 - integrated into existing systems in terms of making provision for new bus, walking and cycle routes;
 - designed to accommodate expected volumes of traffic generated;
 - planned with the needs of pedestrians having similar weight to needs of other road users;
 - planned with adequate parking provision in line with approved standards; and
 - subject to transport assessments where appropriate.

7.7 Road Network

7.7.1 The supporting evidence for the Isle of Man Strategic Plan 2016 examined the effect of the proposed level of development on the highway system. Essentially, the evidence demonstrated that the highway network could cope with the expected traffic growth up to 2026. The Strategic Links¹⁰ between the communities on the Island (the Centres referred to in the Spatial Strategy) are:

A1	Douglas – Peel
A2	Douglas – Laxey
A2	Laxey – Ramsey
A5	Douglas – Ballasalla
A18	Douglas – Ramsey

⁹ Chapter 11, Isle of Man Strategic Plan 2016

¹⁰ Paragraph 11.1.9, Isle of Man Strategic Plan 2016

7.8 A descriptive overview of the road network

7.8.1 Douglas, as the Main Centre and capital of the Island rests at the top of the hierarchy of service provision and is home to most of the Island's principal businesses and shops. More strategic links converge on Douglas than anywhere else on the Island. The public transport network consists of buses and seasonal rail services. Lord Street currently serves as the main bus transfer hub although during the lifetime of the plan the creation of a bus station may need to be addressed. There is a short section of cycle route on Peel Road which is a strategic route in from the South and West. Further opportunities are still under investigation and are likely to develop further alongside other measures as part of the delivery of the Active Travel Action Plan¹¹. The intention is to provide better and safer cycling and walking routes into and out of Douglas, better links between vehicular routes and off road routes with an overall policy goal of increasing the number of people travelling actively. The Area Plan fully supports the integration of the Active Travel Strategy into the sustainable development framework for the East.

7.9 Particular issues in the East

Congestion issues

- 7.9.1 Junction Issues - The Isle of Man Strategic Plan (2016) concluded that following junctions experience regular traffic congestion:
- Quarterbridge Junction
 - Mountain Road/Governors Road Junction
 - Glencrutchery Road/Victoria Road Junction
- 7.9.2 The implications of adding the new housing units needed in the East during the plan period are set out in the Strategic Plan (see below):
- the Strategic Links are, and should, continue to operate within their 3,060 vehicles per hour capacity for the duration of the Isle of Man Strategic Plan (up to 2026);
 - the Quarterbridge and Governors Hill junctions will continue to operate at greater than 85% capacity and the increased traffic flows predicted in all the assessments will increase congestion at these locations; and
 - traffic flows at the Parliament Square junction in Ramsey, Ballacraigne junction, and Main Road junction at Onchan are all set to increase by 2026 which will increase congestion at these locations.
- 7.9.3 Outside of the East plan area, sensitivity tests were undertaken in the Strategic Plan based on the planned level of development 2011 to 2026. These concluded that:
- on the Ballacraigne to Ramsey Strategic Link, there was no requirement to undertake further traffic congestion investigation work in rural village locations such as Kirk Michael; and
 - on the Castletown to Ballasalla and Ballasalla to Douglas links there would be the requirement for traffic congestion investigation work in Ballasalla in 2026.

¹¹ Lead Department is currently the Department of Infrastructure

7.9.4 From the outset of the preparation of this plan, it has been acknowledged that the Onchan Main Road traffic signals would require further assessment. This would ensure that the junctions would not be subject to a high level of congestion as a result of additional development. This was just one reason for carrying out detailed scenario testing work looking at different ways of spreading development across the settlements in the East.

7.9.5 **Network capacity issues i.e. assessing how the network can cope**

7.9.6 During the Preliminary Publicity stage of the Plan, work was undertaken to help understand both the infrastructure and environmental implications of different growth distribution patterns within the East. The evidence has been updated in the preparation of this Draft Plan and the findings remain largely the same.

7.9.7 Servicing of Baldrine and Laxey for sewer and mains supply water have been identified as matters of concern and limitation in capacity. This arises both from advice from the servicing Authority, Manx Utilities, and also from consultation responses made during the Preliminary Publicity stage. This is sufficient to warrant consideration as to how development in those two locations may or may not be able to be serviced and the timeframes involved.

7.10 Assessment guidance

7.10.1 Uses will require water and sewer services, electricity, telecommunications and legal access connection to the road network. These are reasonable expectations of modern society and ensure a basis of healthy and connected communities for all. Judgement can be exercised in what a reasonable service or utility may be: for example, a shed which is ancillary to a residence may not require any services at all, but an office would require all available services.

7.10.2 It is considered reasonable that applicant for planning approval nominate what services are required and further demonstrate that connection to these services is both possible and that the servicing authority will accept such new connection.

7.10.3 In many cases this will be a simple exercise, but in the cases of Laxey and Baldrine, where some constraints for sewer and water services are reported, demonstration of a new connection being accepted by the servicing authority would go towards demonstration of a development being viable.

7.11 Particular issues in the East

Traffic Modelling – demand and serviceability

- 7.11.1 Modelling for the entire road transport network has informed the preparation of this plan and work continues in terms of the assessment of the proposal sites singularly and in terms of the distribution pattern put forward in this Draft. As it is not possible to determine in what order development will come to market, modelling is informative only at this stage¹². For the time being, general and some specific guidance is set out in Development Briefs which will be refined before the Public Inquiry in liaison with the Highways Division in the Department of Infrastructure.
- 7.11.2 In general terms, there are limited proposals for transport in the Plan Area which are distinct from the Isle of Man Strategic Plan Policies or the site specific Proposals for particular sites. There is the potential for highway alterations and improved access points associated with the Comprehensive Treatment Areas. Further details are set out in Chapter 13.

Transport Proposal 1

Development proposals must take into account the Active Travel Strategy and any specific actions set out in the Active Travel Action Plan.

7.12 Douglas Promenade Scheme

- 7.12.1 Planning approval has been granted under approval reference PA 18/00003/B for a comprehensive redevelopment scheme of the Douglas promenades. The scheme will include the re-construction and repositioning of the highways and footways on Loch and Harris Promenades, the replacement of the double-track horse tramway with single track in the area on the seaward side of the new highway alignment and the upgrading of drainage and statutory service infrastructure. This is supported by the Area Plan.

Transport Proposal 2 – to help deliver integrated transport networks

Intention - To co-ordinate development of all transport modes to provide a comprehensive transport system centred on Douglas and the East. Consultation responses from the Preliminary Publicity have informed the Department of existing challenges in the public's experience of using the road network.

Strategies to achieve this which shall be taken to represent a policy statement on transport issues in the East (which will be reflected in final Development Briefs)

- Require traffic management plans for key transport corridors and for major proposals.
- Reserve land for strategic transport infrastructure where necessary.
- Locate transport routes to achieve the greatest overall benefit to the community and with regard to making the best use of existing social, cultural and economic

¹² Modelling will be refined ahead of the Public Inquiry

infrastructure, minimising impacts on the environment and optimising accessibility, safety, emergency access, service and amenity.

- Facilitate infrastructure that connects and improves transport connections between settlements, and from ports and other gateways.
- Ensure that pedestrian and cyclist access to public transport is facilitated and safeguarded.
- Ensure transport practices, including design, construction and management, reduce environmental effects.
- Ensure careful selection of sites for freight generating facilities to minimise associated operational and transport impacts to other urban development and transport networks.
- Ensure before planning approval is granted that all effects on transport systems together with any mitigation and improvement measures are understood. These will be appropriate to the site and scale of the proposal and also to the scale of the effects.

7.13 Utilities

7.13.1 Manx Utilities is responsible for electricity, water and sewerage services and supply across the Isle of Man. Gas is supplied to consumers by Manx Gas at the present time, with transmission network in arrangement with Manx Utilities. Telecommunications are provided by Manx Telecom (fixed and wireless networks) and Sure (wireless). Other operators with retail-only services lease network capacity from those with physical network infrastructure.

7.13.2 The ease with which sites are connected may well depend on development close by. Sequencing of development in appropriate phases is important to facilitate network expansion. Where appropriate, specific requirements have been included in the development briefs.

Utilities Proposal 1 (Serviceability)

a) All development must be connected to the appropriate service and utility.

b) In order to achieve this, each service and utility required must be capable of receiving a new connection and sustaining it.

Utilities Proposal 2 – Sequencing of development

Intention - To manage the sequence of development in growth areas so that services are available from early in the life of new communities.

Strategies to achieve this which shall be taken to represent a policy statement on Utilities issues in the East (which will be reflected in final Development Briefs)

- Define preferred development sequences in growth areas to better co-ordinate infrastructure planning and funding.
- Ensure that new land is released in growth areas in a timely fashion to facilitate co-ordinated and cost-efficient provision of local and regional infrastructure.
- Improve the co-ordination and timing of the installation of services and infrastructure in new development areas.
- Support opportunities to co-locate facilities if that does not cause an inferior service as a result.

- Ensure that planning for water supply, sewerage and drainage works receives high priority in early planning for new developments.
- Public lighting should be provided to streets, footpaths, public telephones, public transport stops and to major pedestrian and cycle paths including public open spaces that are likely to be well used at night to assist in providing safe passage for pedestrians, cyclists and vehicles. Public lighting must be baffled and/or directed in such a way as to not cause glare into dwellings. Public lighting should be consistent with any strategy, policy or plan for the use of renewable energy and energy efficient fittings.

Utilities Proposal 3 – Electricity, Telecommunications and Gas which shall be taken to represent a policy statement on Utilities in the East

The electricity supply system must be designed in accordance with the requirements of the relevant electricity supply agency and be provided to all premises.

Arrangements that support the generation or use of renewable energy at site level or neighbourhood level are encouraged.

The telecommunications system must be designed in accordance with the requirements of the relevant telecommunications servicing agency and should be consistent with any approved strategy, policy or plan for the provision of advanced telecommunications infrastructure, including fibre optic technology. It is expected and required that all new development be connected at the best standard possible.

Where available, the reticulated gas supply system must be designed in accordance with the requirements of the relevant gas supply agency and be provided.

Utilities Proposal 4 – Shared trenching and supply routes (which shall be taken to represent a policy statement on Utilities in the East)

Reticulated services for water, gas, electricity and telecommunications should be provided in shared trenching and routes to minimise construction costs and land allocation for underground services. These must also provide for any necessary service or connection junctions and pits as appropriate to the relevant type of network and service being provided.

Utilities Proposal 5 – Water supply, sewerage and drainage

Intention - To plan for the provision of water supply, sewerage and drainage services that efficiently and effectively meet community needs and protect the natural environment. This shall be taken to represent a policy statement on Utilities in the East.

Strategies to achieve this

- Ensure water quality in water supply catchments is protected from possible contamination by urban, industrial and agricultural land uses.
- Provide for sewerage at the time of development, or ensure lots are capable of adequately treating and retaining all domestic wastewater within the boundaries of each lot.
- Plan urban stormwater drainage systems to take into account the catchment and drainage context.
- Include measures to reduce peak flows and assist screening, filtering and treatment of stormwater, to enhance flood protection and minimise impacts on water quality in receiving waters.
- Encourage the re-use of wastewater including urban run-off, treated sewage effluent and run-off from farmland where appropriate.

7.14 Drainage

7.14.1 Drainage and the management of water flows is an important constraint on development throughout the plan area. Undulating landscapes and historical uses of land, together with climatic conditions contribute towards what can be a significant effect on some properties.

7.14.2 These effects must be managed appropriately, and with the intention of minimisation of effect on neighbours, the natural environment and public assets being paramount at all times.

Utilities Proposal 6

Intention - To reduce the impact of flooding, stormwater and overland flow on catchments and neighbouring properties.

Strategies to achieve (this which shall be taken to represent a policy statement on Utilities in the East)

- Support integrated planning of stormwater quality through a mix of on-site measures and developer-led actions.
- Ensure stormwater and groundwater entering wetlands do not have a detrimental effect on wetlands and estuaries.
- Incorporate Sustainable Urban Drainage Systems (SuDS) into developments to:
- Protect and enhance natural water systems while controlling and minimising effect on neighbouring properties.
- Integrate stormwater treatment into the landscape.
- Protect quality of water.
- Reduce run-off and peak flows.
- Minimise drainage and infrastructure costs.

7.15 High Pressure Gas Pipeline

- 7.15.1 The High Pressure Gas Pipeline, which runs alongside Cooil Road and across the Pulrose Golf Course to the Pulrose power station, contains gas at 90 bar pressure and if it is not considered in sufficient detail in forthcoming planning applications, significant public safety issues could be created.
- 7.15.2 The Health and Safety at Work Inspectorate (HSWI) is currently working with UK HSE colleagues to calculate a consultation zone for the pipeline which should, in combination with changes to current planning consultation arrangements, ensure that the risks associated with high pressure gas infrastructure are appropriately assessed and managed.
- 7.15.3 The intention is to ensure that land allocated for development along the route of the pipeline is utilised effectively and safely and in accordance with internationally recognised risk based decision making processes.

Utilities Proposal 7

It is proposed that the consultation zone for the pipeline, (and other items of gas and fuel infrastructure located within the area covered by the Area Plan for the East) is made publically available. Any development proposal made within this zone must be referred to the pipeline owner (Manx Utilities) for advice.

7.16 Telecommunications

- 7.16.1 The Isle of Man needs to have a modern, high-speed and effective communications networks to continue to be internationally competitive.
- 7.16.2 In order to ensure business connectivity and enhance the provision of local community facilities and services, this Plan supports the expansion of telecommunications communications networks across the Island. This includes radio networks (4G and forthcoming 5G telephone and data services and point-to-point data links) as well as fixed networks (copper, co-axial and fibre-optic cable networks).
- 7.16.3 The implementation of 5G high speed telephone and data radio network across the Island is being explored. This will put the Isle of Man at the cutting edge of telecommunications systems technology, and ensure a competitive edge for our businesses. This will require the installation of a new network infrastructure.
- 7.16.4 As technologies improve, it is neither possible nor appropriate to determine or predict a certain physical location of network infrastructure. What works for one type of network will not work for another. Certain provision of high quality reliable telecommunications services is essential to the economic connectivity and vibrancy for the Isle of Man.

7.16.5 In order to optimise the existing network, replacement and upgraded systems should seek to utilise existing infrastructure, however this is not a reason to discourage or prevent investment in different types of networks and network infrastructure. It is recognised that the operational requirements of telecommunications networks and the technical limitations of the technology may make this impossible. Where new network sites are required, it is further acknowledged that height and clear line-of-sight are essential to make a radio telecommunications network operate. Therefore design considerations must be creative, and ensure that support structures can be shared by different operators.

Telecommunications Proposal 1

- a) New developments should make provision for fibre optic cables directly to each dwelling or commercial premises.**
- b) Within Comprehensive Treatment Areas (see Chapter 13), development should be phased so as to ensure that telecommunications structures are installed efficiently and will avoid ongoing disruption to site foundations.**
- c) Facilities should be designed so as to be able to host equipment from more than one operator, and that such sharing be encouraged.**

Chapter 8. Employment

8.1 Introduction

- 8.1.1 People find employment in a wide range of activities, however this chapter focuses on the land requirements for manufacturing, storage and distribution and out-of-town office. The land requirements for other sources of employment such as: retail and town centre offices; leisure and tourism; or health and education, are considered in separate chapters.
- 8.1.2 The main urban area of Douglas includes a number of key employment areas outside the town centre, including industrial land at Middle River & White Hoe, Kirby Farm, Tromode and Ballafletcher, along Peel Road (including Hills Meadow), the Isle of Man Business Park and some land to the South of Cooil Road/Kewaique (although some of these areas include land which is within the parish of Braddan).
- 8.1.3 Onchan has existing industrial land to the North (at School Road) and this is included within a proposed Comprehensive Treatment Area (these are dealt with in a separate chapter). Union Mills and Laxey both contain smaller employment areas with very limited (if any) opportunities for expansion. Crosby and Glen Vine both contain some smaller areas, and on the edge of Crosby is an existing depot. Baldrine, Newtown and Strang do not contain industrial areas. On the whole, road and bus availability between the above settlements is good, especially into the established industrial land within Douglas.
- 8.1.4 Development plans contribute to the economic well-being of the Isle of Man. Properly drafted, fit for purpose planning documents support and foster economic growth and development alongside other planning goals. Key to success is a thorough understanding of specific land requirements (need) and an appreciation of particular demands from a business perspective, all under the umbrella of a clear long term vision. This Chapter brings together all of the work undertaken in recent years to build on the economic strength of the East in order to achieve its economic potential.

8.2 Strategic Plan Implementation

- 8.2.1 The Isle of Man Strategic Plan 2016 sets out policies for economic development and a sustainable Island by fostering a diversity of employment opportunities for the whole community. The Area Plan for the East sets out ways to implement these policies and provide for long term employment land requirements. Site-based Proposals take into account the spatial strategy, published evidence on employment land supply and demand as well as the location of existing employment sites and opportunities and constraints. By reviewing all of the information to hand, much of which is complicated data, the desired outcome is to clearly frame the direction for growth over the lifetime of the Plan.

- 8.2.2 The Strategic Plan indicates that the Area Plan for the East should provide for the growth of employment opportunities across the Island (Business Policy 1), and seek the advice from the Department for Enterprise in relation to the amount of land which is required (paragraph 9.2.2). Industrial land should be allocated across the Island having regard to the scale of development suitable for an area, the availability of public transport, the proximity of labour and the availability of utilities (Business Policy 2).
- 8.2.3 Area Plans should identify existing centres and direct major employment generating uses to them (Strategic Policy 6). Douglas will remain the employment focus for the Island (Spatial Policy 1) and the Douglas Regeneration should create further employment opportunities (Paragraph 5.9). There should be continued development in areas which are close to major transport links such as Douglas and Braddan (paragraph 9.2.2).
- 8.2.4 In addition, for the East, opportunities should be provided in Onchan (Spatial Policy 2 – Service Centre), Union Mills and Laxey (Spatial Policy 3 – Service Villages) and there should be limited employment opportunities in Baldrine, Crosby, Glen Vine Newtown and Strang (Spatial Policy 4 – Villages). Area plans should make provision for the continued operation of small-scale family run businesses serving local needs such as garages and builders (paragraph 9.2.2).
- 8.2.5 Offices will normally be within town and village centres (Strategic Policy 9). Area Plans should identify industrial land which is only suitable for light industrial uses (Business Policy 3). On land zoned for industrial use, the only other forms of development which are acceptable are storage and distribution, retailing for bulky goods/factory shops, where this would not detract from Town Centres (Business Policy 5) or offices for corporate headquarters, which do not involve day-to-day callers (Business Policy 7). There is no mechanism within the Plan to release industrial land for other uses, however Area Plans should consider rezoning existing employment land for other uses where appropriate (Strategic Policy 7 and paragraph 4.4.3).

8.3 Plan objectives for the provision of Employment Land

- i. To maintain and improve the viability, vitality and diversity of the economy by providing sufficient opportunities for investment in the manufacturing, storage and distribution and office sectors.
- ii. To direct development towards existing settlements in order to make best use of infrastructure, maximise opportunities for public transport, promote the reuse of brownfield land and to reduce the impact on the countryside.
- iii. To ensure that development is well designed and avoids any unacceptable environmental impacts.
- iv. To safeguard and provide for the needs of existing and new location-dependent businesses, including resisting non-industrial land uses, which will prejudice the availability of land for future industrial requirements, in identified industrial areas.

- v. To maintain and enhance the viability and vitality of town centres by restricting retail development in out-of-town locations.

8.4 Desired Plan Outcomes

- i. Identification of an appropriate target for manufacturing, warehousing and distribution and out-of-town office land for the East for the remainder of the Plan period (2026), including an element of flexibility.
- ii. Allocation of sufficient sites in accordance with the Spatial Strategy and Settlement Hierarchy to meet at least the above target and provide flexibility in this supply.
- iii. To make provision for additional investment opportunities, in particular a Technology Park.
- iv. To identify areas for further work, including where wider issues than planning impact on sites being brought forward/occupied.

8.5 Broad Employment Land Requirements

- 8.5.1 The Strategic Plan uses the phrase "industrial land" and indicates that:
- Industrial uses include Manufacturing;
 - Storage and Distribution uses are not Industrial per se, but such developments are acceptable on Industrial land; and
 - Offices and Retail are not Industrial but can be acceptable on Industrial land in certain circumstances.
- 8.5.2 An Employment Land Review was commissioned by the Department of Economic Development (DED) - now Department for Enterprise in 2013. The report was published in June 2015 (with a corrected version published in January 2017).
- 8.5.3 The review sets out the projected net change in job figures from 2014 to 2029 in:
- Manufacturing (including food and drink production);
 - Office (E-gaming, ICT, Banking, Insurance, Fiduciary and Professional Services); and
 - Warehousing and Distribution.
- 8.5.4 This information is informed by the evidence base for Vision 2020 and the Business Survey carried out by DED during March and April 2014. It is important to note that neither the Vision 2020 employment forecasts, nor the findings of the business survey make any provision for inward investment requirements.

- 8.5.5 Average densities (square metres per employee) for each of the three types of employment land have been devised to convert the job growth into floorspace. Assumptions are applied about how much of the additional floorspace could be provided within existing premises (5% for manufacturing and Warehousing and Distribution) and how much office growth will take place within existing town centres (75%). Of the floor space to be provided on new sites/out of town office, a standard plot ration is applied, including an uplift of the figures to take account of potential inward investment. Past trends have indicated that most demand is in the East (around Douglas) and South (around the Airport).
- 8.5.6 Three scenarios are outlined as to how the national total could be distributed across the four Area Plan areas (North, South East and West). Past trends indicate that 84% of manufacturing floorspace, 90% of Warehousing and Distribution and 95% of office space has been located in the East and South. If these figures are applied to the future forecasts, assumptions then need to be applied as to how the demand will be divided between the East and South. Given the policy context, it is proposed that Scenario 1 is used for the Area Plan, which assumes that 75% of trend take up is within the geographical area covered by the Area Plan for the East.
- 8.5.7 An update of the ELR was produced as a Supplementary Report in 2017. This included the consideration of revised job forecasts (at both the previous level and, for Office and Manufacturing, a reduced growth level) and extrapolated these to cover period 2014 – 2020 and 2014 – 2026 (i.e. up to the end of the current plan period).
- 8.5.8 Using Distribution Scenario 1 and the central (rather than reduced) growth forecasts, the suggested total demand for the East 2014 - 2026 is 8.43 hectares, made up of:
- Manufacturing - 6.45 hectares;
 - Warehousing and Distribution - 1.34 hectares; and
 - Out-of-Town Office - 0.64 hectares.
- 8.5.9 It should be noted that the above figures do not take account of choice and churn and so it is suggested that 50% be factored in, giving a total target of 12.65 hectares for the period 2014 – 2026. As set out in the table below, 2.88 hectares of land has been developed since 2014, meaning that the Area Plan needs to allocate sufficient land to meet a residual target of 9.77 hectares.

Table 7: Employment Development 2014 - 2017

Area	Site ID	Size (hectares)
Middle River & White Hoe	DE008	0.16 (Part of Site)
Kirby Farm	BE022	0.1
Tromode & Ballafletcher	BE016	0.5 (Part of site)
	DE005	0.16
Isle of Man Business Park	BE011	0.47
	BE015	0.59
	BE021	0.9
TOTAL		2.88

- 8.5.10 In 'meeting' this target it should be noted that the use of land for other uses (such as Retail) would mean that that land would not 'count' towards meeting the target, even though such developments provide employment.

8.6 Technology Park

- 8.6.1 The demand figures (including the uplift for inward investment) do not include the potential investment which may result from a Technology Park.
- 8.6.2 The Employment Land Review made the following recommendation in relation to this:

Consultations with sector leads, commercial agents and workshop discussions identified wide support for a Technology Park or high quality Business Park allocation: to more effectively compete with jurisdictions where Technology Parks have been developed; to provide a recognised high-quality, managed business environment; and to encourage clustering and business synergies between businesses operating in the same field. It is recommended that the preparation of a Development Brief be co-ordinated by the Department of Infrastructure, involving the Department of Economic Development and key participants in the development of Vision 2020.

This would form the basis for supporting submissions to the preparation of the Area Plan for the East. It should contain guidance on: proposed scale and combination of principal and support uses; the range of units proposed (e.g. start-up, incubator, development and production units), the balance between them; and generic design principles (landscaping, access circulation, and parking etc.). Proposals will be required to consider management and marketing arrangements to maintain the Park's quality and profile. As ownership (in part or whole) is the most effective way of ensuring the integrity of the concept. As economic growth is the driver for the proposed hybrid, it may be appropriate for Government to have a controlling role, whether through land ownership or through other mechanisms.

8.7 Existing Supply

- 8.7.1 The Employment Land Review assessed the existing supply of employment land (both in terms of amount and quality) and concluded that there was an existing supply of 2 hectares (a supply under 3 years), as set out in the table below. This included discounting some existing sites as unsuitable or because they had been identified for other uses.

Table 8: Employment Land Supply in the East Identified in the ELR (2015)

Area	Site ID	Size (hectares)
Middle River & White Hoe	DE006	0.28
	DE008	0.2
Kirby Farm	BE018	0.26
Tromode & Ballafletcher	DE005	0.2
	BE017	0.11 (discounted from 0.91)
Isle of Man Business Park	BE011	0 (discounted from 2.59)
	BE014	0.25
South of Cooil Road/Kewaigue	BE006	0 (discounted from 4.1)
	BE024	0.7
Onchan	OE001	0 (discounted from 2.54)
TOTAL		2

8.7.2 A Site Identification Report has been produced which sets out how Potential Development Sites have been identified. Noting the potential to re-allocate existing industrial land through the Area Plan process, the above sites have been included within this. It is also noted that there are some areas of vacant land within existing industrial estates/allocations which could be developed and are not included within the ELR table, which could provide additional interim supply. Again, these sites are identified in the Site Identification Report.

8.8 Employment Land Development Order Project

8.8.1 Following the Employment Land Review being laid before Tynwald, and noting both the limited supply in the East and the potential for a technology park, work was undertaken to:

- Undertake a 'call for sites' for employment land across the Island, not just the East, although this was where the priority was
- Assess any sites and short list of preferred sites and
- consider the merits of bringing forward one or more preferred sites through the Development Order process in 2016.

8.8.2 At the start of this work stream, which is referred to generally as the Employment Land Development Order Project, it was acknowledged that some sites may be better being assessed as part of the Area Plan for the East.

8.8.3 The Employment Land Development Order Project was undertaken between July 2015 and July 2017 (alongside the production of the Employment Land Review Supplementary Report). This extensive body of work became contemporaneous with the preparation of this Area Plan, and so it has been subsumed into this plan.

8.8.4 The aim was to identify and evaluate land for use as potential new sites for employment land. The project reached the relatively advanced stage of identifying preferred sites for possible for Development Orders, including the shortlist set out below.

Preferred Sites for Development Orders				
Site No. in Draft Area Plan	Site No.in ELDO project	Score (max 52)	Site Name	Size (ha)
	In June 2016, Cabinet Office accepted a recommendation that Sites 2 and 5 should be taken forward for further investigation as a single Development Order site			
DE004	2	42	Part of Sangster's Field, the Nunnery	1.96
DE004	5	42	Sangster's Field, Old Castletown Road, the Nunnery	3.36
	An Addendum produced in August 2016 added a further site to this list to be looked at in more detail after the update to the ELR			
BE002	9	42	Land to the south of Cooil Road Eden Park Developments (Option 2)	11.87

8.8.5 In July 2017, a decision was made not to proceed with any Development Orders for employment land. This was due to the timeframe on the project running parallel with the preparation of this Area Plan. Good planning is not achieved by separate projects, but by a holistic and joined-up approach.

8.8.6 Notwithstanding, the interim findings of the Employment Land Project showed that site DO9 off Cooil Road and Sites DO2 and DO5 at the Nunnery had potential for use as employment land. This Draft Plan identifies these sites as Proposal Sites alongside a number of others. A Strategic Reserve site is also proposed.

8.9 Employment Land Supply

Existing Industrial Areas

8.9.1 There are a number of existing industrial estates and business parks which include smaller vacant plots and areas. These have been identified and recorded in the Site Identification Report as Site Assessment Framework (SAF) Category 1, meaning that given their size, nature and surrounding land use there is no real policy 'choice' and so the sites are 'washed over' as Industrial Land to reflect the wider land use.

8.9.2 The ELR suggests that the current demand appears to be for smaller employment sites (under a quarter of a hectare) with some limited demand for larger sites (up to three quarters of a hectare). However, the development of smaller sites can prove difficult as the shape and size can reduce flexibility for users. Furthermore, although there is demand for smaller units, developments often take the form of a single larger proposal which incorporates a number of smaller units.

8.9.3 Therefore, it has been assumed that should sites which are under 0.35 hectares be developed, 100% of the site area would be used, however as there may be challenges in finding suitable users 100% of the available capacity has been discounted in meeting the demand identified previously in this chapter.

- 8.9.4 Some sites have been identified as SAF Category 1 and under 0.35 hectares and are therefore not specifically shown on the Proposals Map.
- 8.9.5 In addition, there are some employment sites that have been identified as SAF Category 2, and so assessed in more detail, but on balance are considered appropriate to 'wash over' and are therefore not specifically shown on the Proposals Map. Nevertheless the discounted capacity of these sites is counted towards meeting the demand identified previously in this chapter.

Table 9: Potential Development Sites with Potential Capacity (to be subsumed within industrial land background zoning)

Area	Site ID	Size (hectares)	Contribution to Target (hectares)
Middle River & White Hoe	DE006	0.29	0
	DE008	0.16	0
Kirby Farm	BE018	1	0.8
Isle of Man Business Park	BE014	0.34	0
Union Mills Industrial Estate (Derelict Building)	BE023	0.38	0.3
Hills Meadow	DE011	0.04	0
TOTAL		2.21	1.1

- 8.9.6 Two sites have been identified as potential for redevelopment in the longer term, Ellerslie Depot at Crosby (ME002) and the Vehicle Test Centre at Ballafletcher (BE020). As these sites are currently in use they will be 'washed over' as Industrial Land on the maps. The redevelopment of these sites is unlikely to make a net contribution to employment and supply as it is likely that the functions would need to be relocated elsewhere.

Employment Proposal 1:

The development or redevelopment of Industrial Land (which is not the subject of a site-specific proposal) will only be supported for the following uses: Manufacturing; Warehousing and Distribution; Office (subject to compliance with Strategic Plan Business Policy 7) or Retail uses (subject to compliance with Strategic Plan Business Policy 5).

8.10 General Allocations

- 8.10.1 In order to ensure sufficient land is allocated to respond to the identified employment land need it is important to discount a proportion of the gross area of sites to take account of areas which should be set aside for green infrastructure (e.g. strategic scale landscaping). Therefore, sites have been discounted as follows (unless a site specific constraint has been identified which would reduce the net developable area further):
- Sites of 3 – 10 hectares = 80%; and
 - Sites of over 10 hectares = 70%.

8.10.2 It is also important to note that not every site that is allocated be taken up and, even where development commenced, the site may not be fully built out during the plan period. This latter point is more likely to impact on larger sites. Therefore, the net developable area of sites is discounted in assessing the contribution to meeting the demand previously identified in this Chapter as follows:

- Sites of 0.3 – 3 hectares = 80%;
- Sites of 3 – 10 hectares = 70%; and
- Sites of over 10 hectares = 60%.

Employment Proposal 2:

The development of the following sites, which are within Existing Settlement Boundaries and designated as Industrial Land (Specific Site) will only be supported for the following uses: Manufacturing; Warehousing and Distribution; Office (subject to compliance with Strategic Plan Business Policy 7) or Retail uses (subject to compliance with Strategic Plan Business Policy 5).

Area	Site ID	Site Size (hectares)	Net Employment Development (hectares)	Contribution to Target (hectares)
Middle River & White Hoe	DE001	1.66	1.66 (if site redeveloped)	0 (site currently in use)
	DE002	2.85	1.68 (developable area reduced due to existing trees)	1.34
	DE007	1.49	1.49	1.19
Kirby Farm	BE004	1.82	1.82	1.46
Tromode & Ballafletcher	BE016	1.3	0.8 (Site part developed)	0.64
	BE017	1.52	1.52	1.22
Isle of Man Business Park	BE012	1.57	1.57	1.26
Fire Station, Peel Road	DE009	0.47	0.47 (if site redeveloped)	0 (site currently in use but it has potential for redevelopment if the Station is relocated). Also relevant on this site is Town Centre Mixed Use Proposal area 8c..
TOTAL		12.68	11.01	7.11

8.10.3 In light of the Strategic Plan policies on protecting the countryside, the proposals seek to promote the development of those sites within Existing Settlement Boundaries first. The reason being, as a potential intrusion into the countryside in the form of an urban extension, it is only justified because of the need identified in the Employment Land Review (which does not include Retail). The use of land in the urban extension for employment land is therefore restricted to 'core' uses.

Employment Proposal 3:

The development of the following site, which is outside Existing Settlement Boundaries and designated as Industrial Land (Specific Site) will only be supported for the following uses: Manufacturing; Warehousing and Distribution; Office (subject to compliance with Strategic Plan Business Policy 7) and where it can be demonstrated:

- **that sufficient infrastructure exists, or can be provided prior to the development being brought into use, to allow the development to function and to avoid any unacceptable impact on wider networks;**
- **that the proposal will not have any unacceptable environmental impacts (including any significant landscape impacts);**
- **that the development could not reasonably and acceptably be accommodated on the sites set out under Employment Proposal 2; and**
- **the proposal is informed by a coherent masterplanned approach (which includes consideration the safeguarding of the route of the high-pressure gas pipeline to the South of Cooil Road).**

Notwithstanding Strategic Plan Business Policy 5, retail development (including bulky goods) on this site will not be supported.

Area	Site ID	Site Size (hectares)	Net Employment Development (hectares)	Contribution to Target (hectares)
South of Cooil Road/Kewaigue	BE002 part	9.3	7.44	5.21
TOTAL		9.3	7.44	5.21

8.11 Strategic Reserves

8.11.1 Some sites have been identified as Strategic Reserves. It is not envisaged that these sites will be required during the plan period and proposals are set out which would restrict their development ahead of other sites. However, they provide flexibility and the potential to accommodate development beyond the plan period. As a result, 100% of the available capacity has been discounted in meeting the demand identified previously in this chapter.

Employment Proposal 4:

It is not envisaged that the development of the following sites, which are designated as Strategic Reserves (will be required in the Area Plan's period (to 2026). However, future development of these sites will only be supported for the following uses: Manufacturing; Warehousing and Distribution; Office (subject to compliance with Strategic Plan Business Policy 7) and where it can be demonstrated:

- that sufficient infrastructure exists, or can be provided prior to the development being brought into use, to allow the development to function and to avoid any unacceptable impact on wider networks;
- that the proposal will not have any unacceptable environmental impacts (including any significant landscape impacts);
- that the development could not reasonably and acceptably be accommodated on the sites set out under Employment Proposal 2 or 3; and
- the proposal is informed by a coherent masterplanned approach (which includes consideration the safeguarding of the route of the high-pressure gas pipeline to the South of Cooil Road).

Notwithstanding Strategic Plan Business Policy 5, Retail development on these sites will not be supported.

Area	Site ID	Site Size (hectares)	Net Employment Development (hectares)	Contribution to Target (hectares)
South of Cooil Road/Kewaigue	BE002part	28.8	20.16	0
	BE006	12.8	8.96	0
TOTAL		41.6	29.12	0

8.12 Technology Park

- 8.12.1 The development of Sangster's field as a Technology Park provides a unique opportunity on the Island given its setting, central location and adjacent educational establishment. The wording of the proposals in relation to other sites do not prevent them being developed for technology park-type uses, however it is proposed that Sangster's Field should only be developed if it is for a Technology Park.

Employment Proposal 5:

The development of Sangster's Field (site DE004) will only be supported for a Technology Park where it can be demonstrated that the proposal:

- will be linked to the adjacent ICT facility;
- considers the topography of the site;
- identifies and protects existing vegetation;
- respects the parkland setting through high quality design and generous landscaping;
- provides safe access onto Old Castletown Road; and
- is informed by a coherent masterplanned approach.

Area	Site ID	Site Size (hectares)	Net Employment Development (hectares)	Contribution to Target (hectares)
Sangster's Field, Douglas	DE004	5.31	4.25 (this may be further reduced to meet the Development Brief requirements)	0
TOTAL			4.25	0

8.13 Waste

8.13.1 To sustainably, efficiently and cost-effectively manage our waste requires a network of facilities which to allow collection, sorting, preparation for reuse, recycling and final disposal. Some of these activities (such as some forms of recycling) are capable of being considered Manufacturing. Other activities, such as the sorting of dry recyclables, are sui generis but akin to Industrial Uses and so acceptable on general employment land. There is a dedicated waste site adjacent to the Energy from Waste facility (BE024), which as an existing site for a specialist use outside of the Existing Settlement Boundary.

Employment Proposal 6:

Waste development which can be demonstrated to be akin to Manufacturing or Warehousing and Distribution will be assessed as such (subject to compliance with Strategic Plan Waste Policy 1).

8.14 Existing Developments outside of existing settlement boundaries

8.14.1 There are a number of existing Manufacturing, Warehousing and Distribution and Office developments which are outside Existing Settlement Boundaries and not shown on the proposals map as Industrial Land (for example Snugborough Industrial Estate).

Employment Proposal 7:

Proposals for the development/redevelopment of existing Manufacturing, Warehousing and Distribution and Office developments which are outside Existing Settlement Boundaries and shown as white background colouring on the Proposals Map, will be assessed as if they were Industrial Land (i.e. Employment Proposal 1) where it can be demonstrated that the proposal would not result in an incursion into the countryside.

8.15 Employment Recommendations

- 8.15.1 The development and occupation of Industrial Land is dependent on a number of factors beyond the allocation/release of land through the planning system. Key issues include how sites are managed (including how potential bad neighbour uses are located and run) and the potential for wider incentives to encourage investment. It is also important to consider how local businesses are catered for.

Employment Recommendation 1:

Cross-Government could be carried out to identify opportunities to improve the management of existing Industrial Estates to minimise vacancy rates and to also identify opportunities to facilitate investment in new sites (including through the development of a Technology Park(s)).

Employment Recommendation 2:

In the implementation of Employment Recommendation 1, consideration should be given to the identification of areas where a. uses should be restricted to light industrial uses, or b. areas where 'bad neighbour' uses might be appropriate, and consider the merits of safeguarded such areas for these uses.

Employment Recommendation 3:

Further work is required to identify local demand for smaller scale industrial units for local businesses (for example family run) and how that demand can be catered for through the land supply set out in this Chapter.

- 8.15.2 Town Centre Offices contribute to the supply of land for employment uses, although are not specifically addressed in this chapter (see separate Chapter on Town Centres).

Employment Recommendation 4:

Cross-Government working should be carried out to identify opportunities to reduce the level of vacant office space in Douglas Town Centre.

8.16 Methodology to release the Strategic Reserve Site for Employment Use

- 8.16.1 Release of the Strategic Reserve will depend on evidence. Until such time as there is an Employment Land Review Report published by Government that establishes a need; the site shall not be released.
- 8.16.2 If and when such need is forthcoming and is set out in an Employment Land Review Report or Update, the Cabinet Office will publish a Recommendation on to release the Strategic Reserve Site in its entirety or in part subject to proper masterplanning and consideration of all necessary infrastructure in line with Environmental Proposal 4 set out in this Plan. If a recommendation is made to release the Strategic Reserve Site, representations will be invited and a final decision taken and published after considering any comments received.

Chapter 9. Town Centres

9.1 Introduction

- 9.1.1 In this Chapter, a number of retailing questions are posed and practical solutions are presented. Consideration has been given to the many topics associated with town centres which include retail development, core shopping and office areas, neighbourhood shopping centres, and the right locations for such, as well as the strategic policy direction which aims to protect and nurture the viability and vibrancy of our town and village centres. In reality, there is often fierce debate over these topics in respect of how to tackle particular issues and how to support decision makers in remaining resolute when under pressure from all sides. There are many forms of retailing; planning often refers to comparison and convenience retailing, to bulky goods and in talks in terms of 'exceptions' to town centre first policy and if these can ever be justified.
- 9.1.2 The Isle of Man Strategic Plan 2016 sets the retail policy, which seeks to direct most retail uses to town and village centres. This Plan does not override the Strategic Plan policies: what it attempts to do is present practical and sensible proposals for Douglas and the other settlements. It addresses the local issues head on and puts forward clear and positive policy statements about Douglas in particular. The proposals set out below demonstrate the importance this plan in influencing and realising development opportunities and does so in line with the Isle of Man Strategic Plan.
- 9.1.3 Town centres have all evolved in recent years with much retailing now conducted via online internet means, and the centres themselves have expanded to include complementary purposes, such as leisure and eating and drinking. It is important that this change is understood and acknowledged in the Area Plan to ensure town and village centres meet the needs of society and remain attractive places.

9.2 Strategic Plan Implementation

- 9.2.1 The context for this section is drawn from Chapter 9 of the Isle of Man Strategic Plan 2016, Business and Tourism. Specifically the following policies are implemented:

Strategic Policy 9

All new retail development (excepting neighbourhood shops and those instances identified in Business Policy 5) and all new office development (excepting corporate headquarters suitable for a business park location) must be sited within the town and village centres on land zoned for these purposes in Area Plans, whilst taking into consideration Business Policies 7 and 8.

Business Policy 5

On land zoned for industrial use, permission will be given only for industrial development or for storage and distribution; retailing will not be permitted except where either:

(a) the items to be sold could not reasonably be sold from a town centre location because of their size or nature; or

(b) the items to be sold are produced on the site and their sale could not reasonably be severed from the overall business;

and, in respect of (a) or (b), where it can be demonstrated that the sales would not detract from the vitality and viability of the appropriate town centre shopping area.

Business Policy 9

The Department will support new retail provision in existing retail areas at a scale appropriate to the existing area and which will not have an adverse effect on adjacent retail areas. Major retail development proposals will require to be supported by a Retail Impact Assessment.

Business Policy 10

Retail development will be permitted only in established town and village centres, with the exceptions of neighbourhood shops in large residential areas and those instances identified in Business Policy 5.

9.2.2 All of these are to be understood in the context of the whole Strategic Plan, and the nature and needs of each locality. As advised in Paragraph 9.4.5 of the Strategic Plan:-

“It is accepted that in some circumstances a mix of uses can be appropriate within town centre locations such as residential flats above retail units or office accommodation, particularly where this can help to ensure the use of the area at different times during the day, thus helping to ensure the security and vitality of these areas.”

9.3 Douglas Town Centre

9.3.1 Douglas Town Centre performs a number of different functions being the primary location for traditional retail and office accommodation and evolving uses associated with these in the modern marketplace. The character of the town centre is undoubtedly changing and being flexible to accommodate a variety of functions is crucial if we are to have a dynamic, interesting place. Market stalls, for instance, for seasonal or weekend events are often a welcome addition to a vibrant streetscape, and these temporary uses are supported.

9.3.2 From a retail perspective Douglas town centre is relatively healthy with few vacant stores at any one time. Although many town centres are retracting, a balance needs to be struck whereby the ability to grow and change is possible without damaging the vitality of the central core. The Area Plan seeks to set a Town Centre boundary which is more suited to allow for edge of centre activities, without detracting from the core area.

9.3.3 The Central Douglas Master Plan was designed to assist the delivery of a new chapter in the development of Douglas by providing a strong vision for how Douglas can continue to progress and evolve. It set out a strategic direction and framework for the future development of Douglas to support long-term economic regeneration. The Masterplan is not a statutory document in itself, although it was approved by Tynwald. It was intended that it would be a material consideration in the determination of applications and be reviewed for inclusion in the Area Plan for the East. The Masterplan introduced a series of Character Areas that reflected the existing nature and uses of particular areas of Douglas town centre while identifying opportunities for growth and evolution. These Character Areas remain relevant and have been used as a basis for the Area Plan Proposals.

9.4 Plan Objectives

Objective 1

9.4.1 To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development by taking account of social, environmental and economic considerations thereby enhancing the quality of life for the district's residents. This is based on the presumption that additional economic activity is beneficial and therefore should be supported. The Department recognises that the following are necessary and must be considered as the intention of this aspect of the Area Plan:-

- A mix of retail, office, food and drink and residential development all together play important roles in ensuring the vitality of centres. Residential development on appropriate sites should occur, within the context of a town centre, with easy access but with some possible compromises in terms of noise, parking and privacy.
- Town and village centres are the physical heart of their communities and the Department must pursue proposals to support their viability and vitality. Where there is any sign of decline, positive action should be taken to encourage increased activity to help re-vitalise the centres to ensure their continued viability.
- the Isle of Man Spatial Strategy is to be used to define the network and hierarchy of centres which will be reflected at local level planning which in turn support the spatial strategy which aims to be resilient to anticipated future economic changes
- the extent of our centres should be defined where appropriate and guidance should set out clearly which uses will be supported in such locations;
- provide for a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town and village centres. It is important that needs for retail, leisure, office and other uses in the main town centre can be met in full and are not compromised by limited site availability.

Objective 2

- 9.4.2 To locate development where it provides the opportunity for people to satisfy their day-to-day needs for employment, shopping, education, leisure, health and other services locally or in places which minimise the need to travel and are accessible safely and conveniently by non-car modes of travel – walking, cycling and public transport. This will be achieved by:
- Concentrating most new development within Douglas Town Centre, and in particular the Mixed Use Areas - Areas 3 and 4 identified on Map 5 - and other service areas, with the more significant developments being located in Douglas. This is to take advantage of existing services and high levels of accessibility;
 - Allowing small scale development in local service centres and villages which meets identified local needs and/or maintains the viability of local services and the attractiveness of those localities as places to live, fostering sustainable communities.

Objective 3

- 9.4.3 To support the growth of a dynamic local economy which increases prosperity for all sections of the public by:
- The continued regeneration of the Douglas Business District (Areas 3 and 4 identified on the map);
 - Reconnecting the communities in the Plan Area by service provision and fostering of local needs and identity.

Objective 4

- 9.4.4 In areas shown as mixed use outside of Douglas Town Centre, there will be a presumption to retain any existing open space, sports and recreation facilities which serve as assets for the community. In terms of the mixed use sites which are numbered, this specifically relates to BM003 (Hospital) and DH001 (Westmorland Road).

9.5 Desired Outcomes

- 9.5.1 Focused, compact and attractive centres.
- i. Focused 'centre' uses in the core areas of existing settlements, recognising that new developments may need neighbourhood centres of appropriate scale to ensure well thought out communities.
 - ii. Supportive Plan proposals to help deliver, as appropriate the Central Douglas Masterplan proposals.
 - iii. A defined "town centre" for Douglas.
 - iv. Defined areas suitable for different retail and other appropriate town centre needs.
 - v. A series of proposals identifying Comprehensive Treatment Areas (please see Chapter 13).

- vi. Promotion of vacant sites and premises through encouragement of site assembly, joint venture development and blockages brought about by land ownership complications, which could extend the range of retail uses in the town centre and other offers and thus retain expenditure.
- vii. Promotion of the town centre area as a residential location (especially on upper floors) to encourage evening activity and retain residential catchment expenditure.
- viii. Enhanced attractiveness through public realm and landscaping improvements and better connections across the town centre in terms of access and movement which will contribute to an accessible and convenient Douglas town centre.
- ix. Enhanced town centre retail functions in terms of choice and location.
- x. Developed centres in terms of visitor destinations and general tourism offer.

9.6 Key Strategy Documents

- 9.6.1 Retail Sector Strategy 2013 was laid before Tynwald 10th December 2013. An overview of the Strategy is set out below:
- The Strategy was informed by the Retail Study 2009
 - It was developed in collaboration with the private sector.
 - It intended to provide vital information to inform Government policy and also to aid effective, coordinated public and private sector actions to aid the sustainable development of the Island's retail sector.
 - Government and the representatives in the Study Group agreed that giving priority to town centres was essential to create certainty for investors and developers.
 - The Strategy recognised the need for Government to be proactive in developing the sector and town centres.

9.7 The Retail Study 2009

- 9.7.1 This set out to investigate approaches needed to create a revitalised and improved Douglas town centre, with a sustainable, vibrant and attractive traditional town centre shopping area. It recognised the mutual benefit of co-locating retail and leisure uses and activities in key locations in Central Douglas (see Appendix 1 for the Study Recommendations).

9.8 Distinct Mixed Use areas identified in Douglas Town Centre (shown on Map 5)

- 9.8.1 Mixed Use Area 1

This area is characterised by entertainment and visitor attractions notably the Villa Marina, the Manx Museum and the Villa Gaiety.

Town Centre – Mixed Use Proposal 1

In order to maintain and enhance the vitality and attractiveness of the area, there will be a presumption in favour of (i) the retention of entertainment venues and the Museum, (ii) the establishment of new entertainment and leisure venues, plus supporting food and drink uses. Development which conflicts with these uses will generally not be supported.

9.8.2 Mixed Use Area 2

This area is characterised by tourist uses in the form of hotels, guest houses, food and drink uses, the seafront promenade and its associated gardens.

Town Centre – Mixed Use Proposal 2

There will be a presumption in favour of retention, expansion and improvement of hotels and guest houses and ancillary food and drink uses. Proposals to enhance the public domain will be supported. Development which conflicts with these uses will generally not be supported.

9.8.3 Mixed Use Area 3

This area forms the core of the retail shopping area and is characterised by shops, food and drink uses, financial and professional services and other associated town centre uses such as hairdressers, beauticians and so on. The area is currently busy during daytime but quiet of an evening and it is considered that more residential uses would benefit the area and help support the night time economy. The primary shopping frontage is notated by the hatched line on Map 5.

Town Centre - Mixed Use Proposal 3

There will be a presumption in favour of retail, and ancillary town centre uses such as food and drink and health and beauty uses along the primary shopping frontage. Outside of the primary shopping frontage a wider variety of town centre uses including financial and professional services open to visiting members of the public will also be acceptable. Entertainment venues, Offices and residential use will be acceptable at first floor level and above, but not at ground floor level where an active frontage should be maintained and enhanced. These active frontages are essential to sustain an attractive town centre.

9.8.4 Mixed Use Area 4

This is the business district of Douglas and is characterised by offices, many serving financial institutions. Athol Street is notably the core of this area and is representative of the economic well-being of the Island. There is a smattering of food and drink uses supporting the area. The primary office frontage along Athol Street is notated by the hatched line on Map 5.

Town Centre – Mixed Use Proposal 4

There will be a presumption in favour of offices and financial and professional services along Athol Street. Within the area but outside of Athol Street, offices, financial and professional services, food and drink and some residential uses will also be acceptable. Uses which conflict with these will generally not be supported.

9.8.5 Mixed Use Area 5

This area provides the most redevelopment opportunities. The area is well located, near to the Sea Terminal, the Quayside and the retail areas. It is identified in the Central Douglas Masterplan as having potential for a variety of uses appropriate to the Island's capital.

Town Centre – Mixed Use Proposal 5

There will be a presumption in favour of large or comprehensive development schemes for uses in the following categories:

Tourism/hotel

Leisure

Entertainment

Food and drink

Provision must be made for public transport and a multi-storey car park within the area. Office and Residential uses will be acceptable at first floor level and above, but not at ground floor where an active frontage will be required. Any development must be of the highest design quality and improvements to the public realm. Uses which conflict with those stated in this Proposal will generally not be supported.

9.8.6 Mixed Use Area 6

This area comprises port and harbour uses, and the Sea Terminal building plus associated car parks and loading bays. The area is vital to the Island's wider transport links.

Town Centre – Mixed Use Proposal 6

There will be a presumption in favour of improvement of and development proposals for port and harbour purposes. Some ancillary and incidental tourist and food and drink uses that support the primary role of the area as a Port will be acceptable.

9.8.7 Mixed Use Area 7

The Quayside area has undergone regeneration on its northern site which has enhanced the area as a destination for people visiting restaurants and bars. On its southern side industrial uses in older warehouse type buildings predominate. Redevelopment of the southern side to complement the quayside as a whole is to be encouraged.

Town Centre – Mixed Use Proposal 7

There will be a presumption in favour of food and drink and other leisure-type uses on North Quay.

There will be a presumption in favour of the comprehensive re-development of the southern side of the quay, including the potential re-positioning of the highway of South Quay between Old Castletown Road and Fort Anne Road, for new uses in the following categories:

- **Tourism**
- **Offices**
- **Food and Drink**
- **Leisure**
- **Reception and function venues**
- **Business hubs/share-service offices**
- **Residential uses at first floor level and above.**

9.8.8 Mixed Use Area 8

This area presents opportunity for change and for potential expansion of the existing town centre to accommodate changing and evolving leisure time pursuits. The continuation of existing uses would be supported in the short to medium term with potential comprehensive redevelopment in the longer term for bulky retail, leisure (climbing walls, soft play etc.). Detailed master-planning would be a requirement. The area has been subdivided into three sub-zones of slightly different characteristics.

Town Centre – Mixed Use Proposal 8a

There will be continued support for existing uses in the short-medium term. Consideration will be given to the comprehensive re-development of the area for leisure; retail warehouse (bulky goods) and residential uses. These would be subject to a flood risk assessment and mitigation and a highway impact assessment, which may require alternative access to the area including a bridge over the River Glass. Comparison goods retailing will not generally be supported.

Town Centre – Mixed Use Proposal 8b

There will be continued support for existing uses in the short-medium term. Consideration will be given to the comprehensive re-development of the area for leisure; retail warehouse (bulky goods) and office uses. Any redevelopment would be subject to master-planning and would include a flood-risk assessment, pedestrian and cycle links and environmental enhancement alongside the River Glass and a highway impact assessment. Residential and office uses may be appropriate on upper floors. Comparison goods retailing will not generally be supported.

Town Centre – Mixed Use Proposal 8c

There will be a presumption in favour of office, retail warehouse (bulky goods) and leisure uses. Any proposed development should provide for improved pedestrian and cycle links and environmental enhancement alongside the River Glass, a flood risk assessment and highway impact assessment. Comparison goods retailing will not generally be supported.

Chapter 10. Tourism

10.1 Introduction

- 10.1.1 The Isle of Man Destination Management Plan sums up what tourism means to the Isle of Man:

“Tourism is a significant element of the Isle of Man’s economy and touches residents’ lives in many ways. The money visitors spend helps to create almost 3,000 jobs (around 7% of the workforce) and sustain a much wider range of shops, restaurants, suppliers, transport services and other amenities for residents to enjoy.”¹³

- 10.1.2 This Plan supports the general goal of improving both the Island’s tourism offerings and its image as an enjoyable and attractive place to visit. Tourism goes hand in hand with other factors that strive towards success of the Island being a place where people choose to live, work and invest.

10.2 Tourism in the East

- 10.2.1 The East of the Island has a range of tourism attractions. These include the Manx Museum, the Camera Obscura, Douglas Railway Station (as well as other stations along the route), the Steam Railway itself, the Manx Electric Railway, Snaefell Mountain Railway, Laxey Wheel and the Great Laxey Mines Railway. In addition, there is the Villa Marina and Gaiety Theatre Complex which fronts onto the Promenade which is soon to undergo revamp and improvement. There is a strong maritime history and excellent built heritage explained further in Chapter 6. The Island’s natural assets - coast and countryside which are both accessible in the East - are extremely attractive to visitors.
- 10.2.2 Douglas provides most of the accommodation facilities, including restaurants and hotels, as well as other tourism-related businesses and services. Douglas Promenade and roads leading to it still retain a number of hotels and guest houses taking advantage of the beauty of the Bay, facilities, shops and recreation and leisure opportunities. It is important that these hotel facilities are retained and proposals to refurbish and upgrade them supported. The general aim must be to provide a variety of accommodation in line with strategic policy.

10.3 Strategic Plan Implementation

- 10.3.1 There are a number of policies in the Isle of Man Strategic Plan 2016 that relate to tourism. The policies encourage tourist development that makes appropriate use of the Island’s natural attractions, our built heritage and our vintage transport systems.

¹³ Foreword to the Isle of Man Destination Management Plan 2016-2020, available from <https://www.visitisleofman.com/trade/strategy/strategies>

- 10.3.2 Strategic Policy 8 supports development that makes use of existing built fabric of interest and quality provided there is no adverse effect on environmental, agricultural, or highway interests and where they enable enjoyment of our natural and man-made attractions. The policy reflects the general restriction on new development outside defined development zones.
- 10.3.3 The Strategic Plan acknowledges that the Island's primary assets to visitors are its unique historical landscape, culture and heritage, as well as a wide range of specialist events and attractions. It is important that a balance be struck between the needs of tourism and the protection of the Island's assets, and that tourism development should be sustainable in accordance with the objectives of the Strategic Plan. There is no special reason why less demanding policies should be applied to tourism development than for other types of development in the countryside. It is normal for larger scale schemes need to be the subject of an environmental impact assessment before planning applications can be properly considered, as with any other form of large scale development.
- 10.3.4 The need to broaden the range of accommodation, and improve its quality is recognised. New forms of contemporary tourism development will be welcomed provided that they comply with the policies in the Strategic Plan, particularly General Policy 3. Other forms of quality accommodation in rural areas will be considered, including the provision of hostels and similar accommodation suitable for walkers but again these should comply with General Policy 3 and Business Policies 11, 12 and 14. These policies seek to protect the countryside from new development but allow for conversions of existing rural buildings for tourist uses.
- 10.3.5 Business Policy 13 allows for the use of private residential properties as tourist accommodation provided the use is not harmful to the amenities of neighbouring residents.
- 10.3.6 Business Policy 15 recognises that the designation of some buildings and sites formerly used for tourist purposes may no longer be appropriate and that alternative uses should be sought for those sites in the Area Plans.

10.4 Plan Objectives

- 10.4.1 The objectives of the Area Plan are to support the goals of the Isle of Man Destination Management Plan 2016-2020 which aims to increase the contribution of the tourism sector to the Isle of Man economy by 20% in real terms of value by 2020.
- 10.4.2 In order to achieve this, the Isle of Man Destination Management Plan 2016-2020¹⁴ sets out the following as goals and objectives, which are also supported in this plan:-
- Strengthening collaboration and partnership working
 - Promoting the Isle of Man's image and distinctive strengths to target markets
 - Creating an exceptional visitor experience
 - Championing new investment and product development
 - Creating and maintaining a programme of market intelligence to direct strategy and measure achievement

¹⁴ The Isle of Man Destination Management Plan

10.4.3 These objectives require planning to support uses and development activities which will improve, enhance and expand upon those already in place in the East. It is acknowledged and accepted that changes in building use, style and fit-out may be necessary to maintain and enhance the Isle of Man's competitive advantage in the tourism market.

10.5 Desired Outcomes

- i. To support the upgrade, renovation, refurbishment and renewal of existing hotel and guest house accommodation, to maintain and enhance market appeal and thus viability.
- ii. To support camping in the East but only where tented sites and seasonal accommodation would occupy suitable sites, ensuring that proper access, safety and sanitation can be achieved along with reasonable amenity for all.
- iii. To accept modern finishes and treatments as necessary to compete in the market for accommodation and tourism, and to ensure safety standards are achieved.
- iv. To encourage quality development through a high standard of innovative urban design, built form and landscaping. Copying or reproducing building styles of the past is not innovative – new buildings must present a contemporary façade treatment appropriate to their time and setting.
- v. To ensure car parking and vehicle access does not dominate front setbacks of new buildings for tourism related uses.
- vi. The retention of existing tourist accommodation uses unless it can be demonstrated that such accommodation is no longer commercially viable.
- vii. Integration of the public domain into the landscaping, setback and approach areas of any site. This may be achieved by the installation of different features or public art.
- viii. Integration of public transport identification into accommodation sites – information displays, real-time public transport timetable displays and other means to ensure the visitor is aware of the public transport choices and services available, and to encourage their use.
- ix. A combined approach of looking at ancillary uses along with primary accommodation use, including: restaurants and cafes, conference rooms, reception venues, visitor information displays or art displays connecting different parts of the public domain, lighting and signage.

Tourism Proposal 1

Planning applications for the conversion of hotels in the eastern area to other uses will not normally be permitted unless it can be demonstrated that the premises do not provide a sufficient standard of accommodation and upgrading the facility would not be feasible.

Tourism Proposal 2

The establishment of new or alterations to, existing tourist accommodation within the settlement boundaries in the East will generally be supported. New development should be of a high design standard, have an active ground floor frontage and be accessible to those with disabilities. They should incorporate, where appropriate, improvements to the public realm, e.g. outside seating, public art and hardy landscaping designed for longevity.

Tourism Proposal 3

The Promenade walkway will be retained principally for recreation and tourist purposes and open space. In the case of planning applications being made in the Douglas area which cannot provide the required level of 'on-site open space', contributions in the form of commuted sums will be sought which may be used to support improvements to the Promenade walkway and its environs.

Tourism Proposal 4

The use of the Sea Terminal Building and surrounding area for facilities for visitors, such as tourist shops, restaurants and tourist information will generally be supported.

Tourism Proposal 5

New or improved harbour-side facilities to accommodate visiting vessels will be generally be supported.

Tourism Proposal 6

The continued use of the Island's Heritage Horse Tram and Railway network (including the associated infrastructure needed) will be supported. Development which would involve the loss of land or buildings associated with the operational Tram and Rail network will not normally be approved.

Tourism Proposal 7

The use of Nobles Park to support TT and Manx Grand Prix related uses will normally be supported.

Tourism Proposal 8

The provision of low key rural tourist accommodation such as small scale camping pods in woodlands/plantations in the East will only be acceptable where it can be demonstrated that there will be no adverse impact on the character and appearance of the landscape and the environment generally. Planning conditions will be imposed seeking removal of buildings no longer required for such uses.

Tourism Proposal 9

Camping bothies and bunkhouses in the East will only be acceptable where it can be demonstrated that they support the use of a national trail, such as the Raad Ny Foillan. Such structures must be designed so that they assimilate into the countryside. Planning conditions will be imposed seeking removal of buildings no longer required for such uses.

Chapter 11. Open Space and Recreation, Education, Health and other Community Facilities

11.1 Introduction

- 11.1.1 As part of Government's Strategic Objectives under 'An Inclusive and Caring Society'¹⁵ the general aims are to focus on providing public services that are fit for purpose, modern and in the right place, that improve the quality of life for children and young people and help all to lead longer and healthier lives. There is a desire to move more services away from the main Hospital site at Nobles into the community, provide more sports opportunities and to develop an education system that it is responsive and forward thinking. None of these statements are in conflict with the existing Strategic Plan Policies.
- 11.1.2 This Draft Area Plan proposes additional land for development and it is has been essential to consider the implications in terms of open space and recreation needs, education and health service provision and the need for other community services such as needs of the emergency services.

11.2 Strategic Plan Implementation

- 11.2.1 The relevant Policy direction for the Area Plan is set out in the Recreation and Community Policies, particularly Recreation Policies 1, 5 and Community Policies 1, 5, 6, 8, 9.

11.3 Objectives

- i. To assess sports and recreation provisions in the Plan Area.
- ii. To protect existing open space and recreation facilities unless there are circumstances to support a different use in line with Recreation Policy 2 of the Strategic Plan.
- iii. To support the space standards set out in Appendix 6 of the Strategic Plan.
- iv. To consider where improvements to informal access to the countryside could be made.
- v. Consider the need for neighbourhood centres where urban areas are to be expanded
- vi. To protect existing community facilities.
- vii. To consider the needs for expanded or new school facilities, healthcare facilities, police stations and fire stations.

¹⁵ Programme for Government 2016 - 2021

11.4 Desired outcomes

- i. Each settlement has sufficient open space and recreation facilities to meet needs over the plan period.
- ii. Land that is currently enjoyed as informal open space will be retained and enhanced, possibly by new and improved linkages to green infrastructure (see Chapter 5) and as part of any future Active Travel Plan.
- iii. Opportunities will be provided and protected for any care home facilities identified for the plan period which will be retained throughout the lifetime of the plan.
- iv. Land for community health facilities, education and other facilities will form part of urban extensions where appropriate with sufficient space to encourage safe pedestrian and bicycle access.

11.5 Types of Open Space and Community Facilities

- 11.5.1 For the purpose of this Chapter, open space (which may be identified for particular purposes) is generally publicly accessible amenity space which has different levels of formality.
- 11.5.2 Recreation facilities/land can be either formal, such as a sports hall, running tracks and pitches or more informal, such as public parks, gardens and landscaped amenity areas. They are typically maintained, well managed with a good walking surface, within or close to towns and villages.
- 11.5.3 Types of community, educational and health facilities vary considerably from community centres, schools and GP surgeries to police, fire and ambulance services. They form an essential network of support and are basic requirements for the underpinning of sustainable communities. Without basic services, communities tend to lack a sense of belonging and places tend to be little more than groups or estates of housing. Many of the schools in the East contribute towards indoor and outdoor sports provision and halls can be multi-purpose out of school hours. This draft plan does not contain any provision for new schools but it is recognised that there may in the future need to be additional provision. For this reason, Strategic Reserve Sites (excluding that South of Cooil Road) will need to take both education and community facilities into account before release.

11.6 Assessment of current open space and community facilities

- 11.6.1 A detailed Audit (Evidence Paper 6) has been prepared to support this Draft Plan.
- 11.6.2 The following summary, Table 3 sets out the key facilities in each Local Authority Area. The table illustrates the tendency for smaller settlements to have lower levels of community facilities and formal sports provision. It also highlights on a basic level deficits in existing provision and will help given the proposals set out in this plan for additional development, where additional investment may need to be focused.

Table 10: Open Space and Community facilities – existing provision

Type of Space	Douglas	Laxey	Onchan	Braddan	Marown	Santon	Lonan
Amenity	Y	Y	Y	Y	Y	Y	Y
Places of Worship	Y	Y	Y	Y	Y	Y	Y
Burial Land	Y	N	Y	Y	Y	Y	Y
Child Care	Y	Y	Y	Y	Y	Y	N
Children's Space	Y	Y	Y	Y	Y	N	N
Outdoor Pitches	Y	Y	Y	Y	Y	N	N
Post Offices	Y	Y	Y	Y	N	N	N
Doctors and Dentists	Y	Y	Y	Y	N	N	N
Schools	Y	Y	Y	Y	Y	N	N
Skate Park/BMX	Y	Y	N	Y	Y	N	N
Allotments	Y	Y	N	N	N	Y	Y
Golf Course	Y	N	Y	N	N	Y	N
Shooting Ranges	N	Y	N	Y	N	Y	N
Youth Club	Y	Y	Y	N	N	N	N
Watersports	Y	Y	N	Y	N	N	N
Equestrian Centres	N	N	Y	N	N	Y	Y
Nursing Homes	Y	Y	N	N	N	N	N
Motorsport	Y	N	N	N	N	Y	N
Indoor Sports Facilities	Y	N	Y	N	N	N	N

11.7 Outdoor Recreation and Amenity Space

- 11.7.1 The Community Audit records detailed information on recreation and amenity space. From this it is possible to analyse the data to determine if current provision is an appropriate level given the population in the East. In order to create a benchmark against which the current provision can be assessed, the 'target' requirements for new residential developments are used.
- 11.7.2 The Strategic Plan sets out minimum recreation open space standards per 1,000 head of population for new residential developments of 10 dwellings or more. These are as follows:
- | | |
|-----------------------|--------------------------------|
| Sports pitches | 1.8 hectares/ 1,000 population |
| Children's play space | 0.6 hectares/ 1,000 population |
| Amenity space | 0.8 hectares/1,000 population |

11.7.3 The following Table (4) combines the separate Local Authority/Parish figures for the three categories of open space to give an overall figure for the East. As a comparison, figures have been cross-referenced with figures set out in the Jersey Outdoor Space and Recreation Study 2008. The purpose of including the comparable figures for a similar jurisdiction is to put the figures into context.

Table 11: Open Space and Recreation in the East – summary figures

Type	Douglas	Braddan	Onchan	Laxey	Lonan	Marown	Santon	Isle of Man (East)	Jersey*
Amenity space (ha)	0.80	3.98	2.37	1.07	9.18	0.67	9.29	1.78	0.65**
Children's play space (ha)	0.03	0.03	0.17	0.01	0.00	0.01	0.00	0.06	0.03
Outdoor Pitches (ha)	0.84	0.55	0.05	0.89	0.00	0.51	0.00	0.61	0.81
Overall Supply (ha)	1.67	4.59	2.59	2.03	9.18	0.94	9.29	2.39	1.49

*States of Jersey Outdoor Space, Sport and Recreation Study 2008

**Amenity Green Space and Park Land combined from 2008 Study in order to provide direct comparison with IOM figure.

11.7.4 The Table above showing open space and recreation figures demonstrate some deficits in provision across the local authority areas and highlights where new provision may need to be provided as part of future development schemes. For example, it shows that the East of the Island has a generally high level of amenity space but has a lower level of sports pitch provision compared to Jersey but in terms of children's play grounds has double that of Jersey but is still less than 1 hectare.

11.7.5 It is important to note that access to any kind of amenity space crosses Local Authority boundaries and residents living in one area may be regular users of amenities such as open space in neighbouring areas. In addition, these figures do not account for the differing demographics of each area and the population within distinct age groups has not been considered.

11.7.6 The Summary Table 4 does not assess the usage of facilities or current sporting trends or outdoor pursuits that do not require sports pitches. Currently, Isle of Man Sport is conducting their own Island wide study as to existing sports provisions and usage for fuller needs analysis.

Open Space and Community Proposal 1

Areas for residential growth identified in this Plan must take account of the needs for neighbourhood centres which will protect sufficient space for community health services and other social facilities. These could be provided within existing development, identified sites or on Strategic Reserves as part of an overall master planned approach.

Open Space and Community Proposal 2

Land needed for additional education centres including new primary and secondary education schools within the lifetime of the plan will be protected from any other development until such time as full requirements for extended settlements are known. Any need for new schools will take account of the land made up by the Strategic Reserves sites identified in Crosby, west of Johnny Watterson's Lane and Union Mills/Strang.

Open Space and Community Proposal 3

Any land identified throughout the course of this plan as being suitable for new community/education facilities must take the relationship of the site to the TT Course. This is in order to ensure suitable access arrangements for the public and for emergency vehicle access at times of road closures.

Open Space and Community Recommendation 1

This Plan supports, as highlighted in the Programme for Government, the need for public/private partnerships to provide additional sports, recreation and informal play and amenity space to encourage people to become more active. This should be linked with any Active Travel Plan and measure to better link green infrastructure and green spaces in the East.

Chapter 12. Residential

12.1 Introduction

- 12.1.1 Government's general housing policy priority is to 'have affordable and accessible housing which meets our social and economic needs'.¹⁶ A further Action is to 'investigate how to ensure we have accommodation that can meet the needs of an ageing population including 'care' and 'extra care' housing, and nursing and residential homes'.
- 12.1.2 The number of new homes needed in the East up to 2026 is already set out in the Isle of Man Strategic Plan¹⁷. The approved policies on the broad housing requirements were consulted on, debated at Public Inquiry, adopted by the responsible Government Department and approved by Order by Tynwald. The need set out in the Strategic Plan provides the basis for the Area Plan for the East. It also remains relevant for the North, South and West.
- 12.1.3 Housing is a fundamental need for everyone but it is often an issue which provokes debate. Between the approval of the updated Strategic Plan in 2016 and the publication of this Draft Plan, the Isle of Man Interim Census was undertaken. This has added to the debate about population, demographics and housing supply and demand. This specific issue is addressed in more detail further on in this Chapter.

12.2 Strategic Plan Implementation

- 12.2.1 The overall focus of the Isle of Man Strategic Plan is to encourage the development of sustainable communities. This approach strives to create places where people want to live and work and where new development has been integrated well with more established communities. These places should have the right infrastructure and facilities and fit well in the landscape. They should be served by public transport and other local services and offer a range and mix of housing types and tenures. Where new development does take place, it should be designed and laid out to reduce and mitigate the impacts of introducing additional built development within or on the edge of Island communities.
- 12.2.2 The Island Spatial Strategy (ISS) promotes a 'Sustainable Vision' for the Island, part of which forms a framework describing where new development should be located. In terms of the East, this means that development should be concentrated, at an appropriate scale, in Douglas (Main Centre), Onchan (Service Centre), Union Mills and Laxey (Service Villages) and the five Villages of Crosby, Glen Vine, Baldrine, Strang and Newtown.
- 12.2.3 Housing Policy 1 and Strategic Policy 11 in the Strategic Plan set out the predicted housing needs of the Island up to 2026.

¹⁶ Programme for Government 2016 -2021

¹⁷ Isle of Man Strategic Plan (2016)

Housing Policy 1 (and Strategic Policy 11):

'The housing needs of the Island will be met by making provision for sufficient development opportunities to enable 5,100 additional dwellings (net of demolitions), and including those created by conversion, to be built over the Plan period 2011 to 2026'.

12.2.4 In terms of how those dwellings should be distributed, Housing Policy 3 states:

Housing Policy 3:

The Island's housing need of 5100 additional dwellings between 2011 and 2026 is to be met by a spatial distribution of housing across the North, South, East and West as follows:

- **North** **770**
- **South** **1,120**
- **East** **2,440**
- **West** **770**
- **All-Island** **5,100**

12.2.5 The Area Plan for the East seeks to implement these Housing Policies setting out the broad objectives and outcomes for residential development for the East as a whole and for particular localities. The Proposals take into account the spatial hierarchy in the Strategic Plan as well as local detail, including an understanding of constraints and opportunities, all of which set the framework for what can be delivered over the lifetime of the Plan.

12.2.6 The Housing Policies and supporting text are clear about the approach needed in housing provision. Paragraph 5.27 states that:

'Each new Area Plan prepared will continue to undertake urban capacity assessments as part of a sequential approach to the provision of new housing. This approach will seek to develop within existing settlements, or on previously developed land or by the redevelopment, regeneration and conversion of existing housing. Only then will greenfield sites be brought forward, as extensions to existing settlements'.

12.3 Plan Objectives

- i. To reflect the housing need figures set out in the Isle of Man Strategic Plan, 2016.
- ii. To understand the urban capacity of existing settlements before promoting any greenfield land.
- iii. To set out clear proposals for residential development in the East, including specific 'General Allocation' and 'Strategic Reserve' sites and include where appropriate suitable development briefs.

- iv. To focus on implementing Strategic Policies 1, 2, 3, 4, 5, 10, 11 and 12 and Housing Policies 1-18 where it is appropriate to address these first in the Area Plan rather than simply the planning application process.
- v. To allocate residential sites as both general allocations and strategic reserves to ensure sufficient housing opportunities during the plan period and for the lifetime of the Plan.
- vi. To allow housing in the countryside only in exceptional circumstances.
- vii. To provide for affordable housing through general support for the Housing Policy 5 set out in the Strategic Plan.

12.4 Desired Outcomes

- i. A pattern of new development which follows as close as possible a spatial strategy-derived distribution focused on Douglas.
- ii. A practical recognition of the opportunities presented in the settlements outside the Main Centre to strengthen a sense of community.
- iii. Phased site release to ensure existing settlements have sustainable urban extensions.
- iv. Opportunities secured for services and facilities in those settlements identified as having growth potential.
- v. Integrated affordable housing provision as part of site release.

12.5 Housing Need in the East

- 12.5.1 One of the roles of the Area Plan is to provide and manage the supply of new housing through the allocation of suitable sites for residential development. The evidence supporting this Plan has already sought to answer many of the questions generally posed in the early stages of a plan. Evidence has been gathered to establish:
- i. The number of new housing units needed during the lifetime of the Plan
 - ii. The existing housing supply i.e. what has been built in the plan period? What has planning approval?
 - iii. A long list of potential new housing sites allowing methodical assessment including an understanding of site constraints and overall developability.
 - iv. The implications of the spatial strategy in the East and what this means in terms of housing numbers and distribution as well as the practical application of a theoretical spread across the eastern settlements.
 - v. The opportunities in the countryside – are there any groups of houses which could accommodate additional housing without harm to the countryside?
 - vi. The need to make specific provisions such as affordable housing and older persons' housing.

12.5.2 Given the fact that the development of new housing can make one of the greatest, if not the greatest, impact on an area in terms of physical change, it is vital that any proposed housing sites and policy statements made in support of them are underpinned by sound evidence. The preferred sites - the Residential Proposal Sites - identified in this Chapter have been chosen after comprehensive site assessment through a published site identification and assessment process. This process took into account development opportunities and constraints as well as the outcome of development growth scenarios and public consultation.

12.6 Housing Need in the East 2011 to 2026

12.6.1 The starting point for this plan is to provide opportunities which will realise 2440 dwellings being built between 2011 and 2026. In terms of existing supply, a Land Supply Report has been produced and its purpose and findings are summarised below.

12.6.2 The Land Supply Report¹⁸ (in terms of housing) sought to calculate:

- the number of dwellings (including conversions) which have already been built since the start of the plan period (2011);
- the existing housing supply; and
- how the existing housing supply is distributed across the settlements which form the 'Scenario Testing Areas'.

12.6.3 As a first step, a Site Identification Report¹⁹ was produced. The Site Identification Report identified an initial list of 'potential development sites'²⁰ and placed them into the following two categories.

- **Category 1** - Sites which do not need to be assessed through the "Site Assessment Framework" (SAF) and which can be subsumed within land use designations which reflect the surrounding areas; and
- **Category 2** - Sites which do need to be assessed through the SAF i.e. there are policy decisions to be made about the proposed land use and therefore require a fuller assessment.

12.7 The Site Assessment Framework

12.7.1 The Site Assessment Framework provides a transparent and consistent methodology for assessing potential development sites. A summary of the process is set out in Table 5. By using such a methodology it becomes possible to identify a list of realistic and suitable development sites. The overall approach to site assessment is not restricted to individual sites; it includes consideration of the options for different overall patterns of growth and the impacts brought about by environmental and other constraints as well as infrastructure capacity. Site Assessment Reports (which currently remain in draft) have been produced for each site.

¹⁸ Evidence Paper No.3: Land Supply

¹⁹ Evidence Paper No.2: Site Identification Report

²⁰ Updated to include the additional sites submitted during the Preliminary Publicity

Table 12: Site Assessment Framework- Steps and Outcomes

Step	Activity	Outcome
1	Preliminary Screening	Sites are screened out which are unsuitable due to their location.
2	The application of Critical Constraints	Sites are screened out which are unsuitable due to the presence of Critical Constraints which cannot be overcome.
3	Detailed Consideration	The relative planning merits of sites which are potentially acceptable in planning terms (i.e. which have passed steps 1 and 2) are understood.
4	Consideration of whether the site is Developable	Consideration is given to whether or not a site is developable, which could influence how (or even if) a site was taken forward.

12.8 Housing Need in the East and Urban Capacity Findings

- The Strategic Plan identifies a need in the East of 2,440 units between 2011 and 2026
- 196 units have been completed or commenced
- The residual housing need is considered to be 2,244 units
- Once discounted, total land available could provide 2408 with some additional flexibility built in through very small sites coming forward and projected conversions

12.9 Projections based on the 2016 Census and implications for Housing Need

12.9.1 Following the 2016 Census, a Paper titled "Meeting our population challenges"²¹ was published which set out a number of discussion points including new population projection figures based on the 2016 Census. Further work has been undertaken to examine the implications of the fall in residential population specifically what this means for the projected number of private households.²²

12.9.2 The findings of this work are:

- i. The number of people living in private households has been a constant 98% for a number of decades.
- ii. The housing need calculations in the Strategic Plan are based on a predicted population living in private households in 2026 of 85,671. This is based on an annual net migration of 500 people.
- iii. The number of private households in 2026 if average household size reduces by 0.01 per year from 2016 with a net migration of 500 per year = 39,228. The Strategic Plan plans for 40,484 households in 2026, a difference of 1,256.
- iv. A further 0.01 drop in household size would result in 40,706 households- an extra 222 households than is currently planned. A higher net migration such as 1000 combined with a fall in household size of 0.01 as before would generate 41,674 households or 1190 more than is currently being planned for.
- v. Based on these findings, the Department is prepared to rely on the housing need figures set out in the Strategic Plan 2016.

²¹ *Meeting our population challenges*, Economic Affairs, Cabinet Office (February 2018)

²² Evidence Paper No 5: Household Size and Population Projections Paper

12.10 Possible growth distribution patterns in the East – Scenario Testing

- 12.10.1 Scenario Testing is a tool to transparently and coherently consider different broad approaches to a plan. It identifies broad pros and cons, interdependencies and opportunities for innovative solutions and mitigation. Scenario Testing is not the only consideration; it simply informs the evidence base and helps in decision making.
- 12.10.2 The scenario testing work, which has been updated since the Preliminary Publicity, assessed the relative merits of different growth distribution scenarios for housing and employment. It identified the likely impacts on infrastructure and the environment (availability of brownfield land and in terms of flood risk) if future development was to happen in a particular way. When employed, Scenario Testing is intended to look beyond individual sites towards larger scale.
- 12.10.3 The aim of Scenario testing is to draw broad conclusions. Assumptions have been made, particularly in relation to the level of housing or employment land which sites may provide. There may be further scenario testing undertaken throughout plan preparation and until final approval. The three Scenarios were as follows: Scenario 1 – development generally based on the settlement hierarchy, Scenario 2 – development generally based on an urban expansion of Douglas and Onchan and Scenario 3 – development generally based on dispersal, which would see development generally focused around the smaller settlements.

12.11 Scenario Testing Findings: on settlement pattern, grey infrastructure and social infrastructure

12.12 On Settlement Pattern

- i. There would be insufficient sites within existing settlement boundaries to accommodate the overall level of housing and employment growth. However, a growth pattern based on Scenario 1 (settlement hierarchy) provides the best opportunity to maximise the amount of development that does take place within the existing settlement boundaries.
- ii. There would be insufficient brownfield sites to accommodate the overall level of growth. However, a growth pattern based on Scenario 1 (settlement hierarchy) provides the best opportunity to maximise the amount of development that does take place on brownfield land.
- iii. There is sufficient land to accommodate the overall level of housing and employment growth on land which is outside areas at risk of tidal/fluvial flooding.

12.13 On Grey Infrastructure

- i. Improvements will be required to the road network to accommodate the level of growth proposed. Highlighted areas include the junctions in Central Onchan and the Royal Oak roundabout.
- ii. The existing bus coverage in the settlements is generally good. Urban extensions will need to consider convenient access to bus routes, together with improvements to passenger infrastructure shelters and crossings. The development of Park and Ride facilities has been mooted but are not proposed specifically as part of this Draft Plan.
- iii. For telecommunications, electricity and gas – specific requirements will be best considered at individual site level to ensure that the layout and method of construction allows for these important services. Scenario testing concluded that they do not raise issues for the overall level and distribution of growth. Irrespective of the level and distribution of growth, investment is required in telecommunications to keep pace with technological developments.
- iv. The planned investment in sewerage in relation to Laxey, Baldrine, Crosby and Glen Vine could be sized to accommodate additional housing growth. There is some headroom capacity available at the Meary Veg Waste Water Treatment Facility. Expansion of Meary Veg is possible (including the network connecting areas to it), and so funding and timescale issues could be explored to enable growth in areas in and around Douglas and Onchan.

12.14 On Social Infrastructure

- 12.14.1 A growth of over 2000 dwellings in the East would mean a need for 1,000 school places (500 primary and 500 secondary). This number of places is not currently available. There is no distribution scenario that could be accommodated without the need for additional investment in social infrastructure. A concentration of development in Douglas (North) and Onchan would to some extent lessen the need for investment as this is where possible mitigation has been identified (extension of Bemahague). A growth pattern which disperses development placing greater levels in the villages, would cause significant issues in a number of areas, including Crosby and Glen Vine, and so would be the most difficult to mitigate.
- 12.14.2 In terms of health and well-being, the key issue is the impact on non-hospital services (which has an indirect impact on the hospital). Key considerations are, on the one hand supporting healthy lifestyles and supportive and engaged communities, and on the other ensuring access to a range of services. A more compact distribution of growth maximises the viability of investment in larger new facilities and reduces travel times (and therefore staffing numbers) for peripatetic services. However, the overall level of growth cannot be accommodated in terms of non-hospital services without investment in both new facilities and additional staff.

12.15 On Green Infrastructure

- 12.15.1 The East of the Island benefits from the central location of the National Sports Centre, which is accessible by both car and nearby bus routes. More local provision is available in other areas, however residents of Baldrine, Newtown and Glen Vine in particular will need to travel to access provision.
- 12.15.2 Although to some extent a site-specific issue, it is important to stress the role of informal play areas (for children) and also safe, attractive and accessible greenspace and footpaths for all in supporting health and active lifestyles. The positive health and well-being outcomes (both physically and mentally) of regular exercise and the resulting reduction in the need for formal health provision are generally recognised.

12.16 Conclusions from the Scenario Testing Work

- i. There are some key items of infrastructure where the overall level of growth exceeds capacity. The implication is that any distribution scenario would result in a need for additional infrastructure.
- ii. The growth pattern most favoured will be the one(s) which support practical new investment in infrastructure and which provides value for money and best options for community gain. It also has the best chances of securing funding and being delivered on the ground.
- iii. It is important to recognise the value of brownfield sites and their development opportunities especially within Douglas. Many are Government owned and it is vital to have a clear strategy for such sites going forward. This plan recognises some of these sites as being suitable for a mix of uses and is not prescriptive where this is unnecessary. However, to ensure that they are not hindered in delivery by lack of vision or strategy for all Government owned sites; it is recommended that Departments work together to clarify direction, uses, funding mechanism, timing, connectivity to other uses and sites etc. in line with the vision set out in this plan.

Residential Recommendation 1

For Government owned land in the East which is vacant or underused, it is recommended that Departments work together to clarify issues including direction, preferred uses, funding mechanisms, timing, the role of the private sector and connectivity to other uses and sites. in line with the Vision set out in this Plan. The achievement of cooperation and skills development will assist in the process of optimising the potential of all vacant and underused sites. Regard should be had in due course to the recommendations of the Select Committee convened to investigate how to encourage and prioritise the development of unoccupied or previously developed urban sites ahead of countryside sites which is due to report to Tynwald in July 2018.

12.17 Providing homes for an ageing population

- 12.17.1 In the East, as elsewhere on the Island, the number of people over the age of 60 is rising.
- 12.17.2 Adequate dwellings for this sector of the community are important for the general health and well-being of the community and as a way of contributing towards social cohesion. The demand for elderly persons housing such as sheltered housing and more specialist facilities such as nursing homes and residential care homes is likely to rise in the coming years and the need to 'future proof' our Island communities is likely to become more pressing. This Plan supports the provision of a mix of housing to avoid residents feeling isolated. As such applications for elderly persons' housing in the East will be favourably considered where schemes can demonstrate that they will integrate well with existing communities and are close to public transport links and existing facilities.

12.18 Affordable Housing

- 12.18.1 The Area Plan will assist in the delivery of affordable housing by supporting the Isle of Man Strategic Plan Policy on affordable housing (Housing Policy 5) which states:
- 'In granting planning permission on land zoned for residential development or in predominantly residential areas the Department will normally require that 25% of provision should be made up of affordable housing. This policy will apply to developments of 8 dwellings or more'.²³
- 12.18.2 This '25% Requirement' has been reasonably successful in the East since its introduction.
- 12.18.3 This plan aims to support the continued provision of affordable housing in the East. As part of its work, the Public Estates and Housing Division of the Department of Infrastructure monitors the Public Sector Housing Waiting List and manages the First Time Buyer Register. The Public Sector Housing Waiting List for 2017-2018 includes 376 general spaces and 44 sheltered accommodation spaces, in addition to the East's share of the 73 Department of Infrastructure spaces also featured in the list. The majority of first time buyers (75.7%) select Douglas and the East as their first choice, highlighting the importance of this area as a place where people want to live.

²³ Isle of Man Strategic Plan (2016), Chapter 8, Housing Policy 5

12.19 The Residential Proposal Sites

- 12.19.1 The Proposals Map (Map 3) and Inset Maps identify specific sites for development. It is normal for identified proposal sites to be accompanied by detailed development briefs. This is the intention for the Area Plan for the East as they help in the development management process and contribute in many ways to the success of the final development scheme. General information is included in this draft plan as a basis for more comprehensive development briefs to be prepared during the public consultation period.²⁴ It is worth noting that when assessing applications for development, decision makers have a duty to take into account the Island Development Plan as a whole as it relates to an area i.e. the Strategic Plan Policies as well as site specific proposals, and any other material considerations.
- 12.19.2 The proposal sites listed below are listed in the order of the settlement hierarchy starting with Douglas. Sites will appear under the nearest settlement boundary rather than by Parish. The final site numbers will be given new numbers for the final plan. Until then, each site will retain the number allocated to it at the start of the plan process. All of the sites identified by site number outside of the existing settlement boundaries will not be taken to be within the settlement boundary until fully built out on site. This is to ensure that development schemes are given the right scrutiny at the planning application stage.

12.20 Strategic Reserve Sites

- 12.20.1 A Strategic Reserve Site is land considered suitable for development but which will be held 'in reserve'. Such sites are normally only released for development if there is compelling justification to do so. The identification of Reserve Sites in this Plan allows for flexibility in land supply should it be found that additional land is necessary. Appropriate monitoring of housing/employment land figures and other issues will allow application of the 'plan, monitor and manage' approach (identified in the Isle of Man Strategic Plan, Appendix 1) necessary to ensure that the Plan can react to changing circumstances. They are deliverable in the medium to long term, i.e. they are capable of being brought forward for development but are dependent on other factors within the Plan being achieved.

The following Strategic Reserve Sites have been identified. These are:

Site Number	DH057 part
Site Name	The area to the East of Ballanard Road and the West of submission DM001
Site Size	23.54
Previous designation	<u>Agricultural land</u>
Proposed designation	Strategic Reserve Predominantly Residential/Community
See Map	Facilities (with DH003 and DH010) 4

²⁴ More comprehensive development briefs are to be prepared taking account of additional traffic modelling data once finalised.²⁴

Site Number	DH003
Site Name	Former Brickworks, Ballanard Road, Douglas
Site Size	0.43
Previous designation	Agricultural
Proposed designation	<u>Strategic Reserve Predominantly Residential (with DH057 and DH010)</u>
See Map	4

Site Number	DH010
Site Name	Shee Dy Vea, Ballanard Road, Douglas
Site Size	0.06
Previous designation	Residential
Proposed designation	<u>Strategic Reserve Predominantly Residential (with part DH057 and DH003)</u>
See Map	3, 4 and 8

Site Number	OH004
Site Name	Ashley Road, Onchan
Site Size	10.19
Previous designation	Open space
Proposed designation	<u>Strategic Reserve Predominantly Residential</u>
See Map	6

Site Number	MH001
Site Name	Ballagloney Close, Crosby
Site Size	4.52
Previous designation	Agricultural use
Proposed designation	<u>Strategic Reserve Predominantly Residential/Community Facilities</u>
See Map	10

Site Number	MM001
Site Name	Land at Ballaglonney Farm, Crosby
Site Size	21.77
Previous designation	Within "areas of high landscape or coastal value and scenic significance".
Proposed designation	<u>Strategic Reserve Predominantly Residential/Community Facilities</u>
See Map	10

Site Number	GH027
Site Name	East of A2
Site Size	3.8
Previous designation	Residential development
Proposed designation	<u>Strategic Reserve Predominantly Residential (with GH028)</u>
See Map	9

Site Number	GH028
Site Name	Field 614730 Chapel Lane Baldrine Isle Of Man
Site Size	0.39
Previous designation	Predominantly Residential Use
Proposed designation	<u>Strategic Reserve Predominantly Residential (with GH027)</u>
See Map	9

Site Number	BH032
Site Name	Land North of Coronation Terrace, Strang
Site Size	11.50
Previous designation	Open Space (Agricultural)
Proposed designation	<u>Strategic Reserve Predominantly Residential/Community</u>
See Map	<u>Facilities</u> 4 and 8

Residential - Strategic Reserve - Proposal 1

The development of Strategic Reserve 'Predominantly Residential' Sites which may also include elements for Community Facilities such as schools will only be brought forward where it can be demonstrated:

- i. that there is need for these sites which cannot be met by the existing allocations set out under Residential Proposal 2;**
- ii. that sufficient infrastructure exists, or can be provided prior to the development being brought into use, to allow the development to function and to avoid any unacceptable impact on wider networks;**
- iii. that the proposals will not have any unacceptable environmental impacts (including any significant landscape impacts).**
- iv. All options for different uses on the sites have been fully explored taking into account health, social care and education needs.**

Residential Proposal 1

Development of the proposed sites shall be undertaken in accordance with the proposed use marked on the Maps, any final Development Briefs as well as any baseline requirements set out in this Plan.

Residential Proposal 2

The general/baseline site application requirements are set out below for all sites and in the absence of any other development brief guidance should be taken into account in the preparation of any applications.

12.20.2 It is expected that all proposal sites shall be prepared having had regard to following which shall be proportionate to the site size, location, setting and existing and proposed green, grey and social infrastructure. This list is not exhaustive and will be strengthened by detailed development briefs which will take shape during the consultation on the Draft Plan:

- Master-planning – which must integrate details about phasing, general layout and road, access, public open space and amenity areas, parking and traffic circulation
- Options and access to public transport
- Water and Sewerage - Advice should be sought from Manx Utilities in all cases to determine any need for individual drainage master plans
- Any specific need for flood risk assessments
- Landscaping including areas of structural landscaping on larger sites

- Need for a Traffic Impact Assessment
- Need for service corridors
- Archaeological evaluation and mitigation proposals
- Biodiversity issues
- Footpath links, cycleways and general arrangements for such based on safe design principles

12.20.3 Douglas

Site Number	BH030
Site Name	Land South of Ballafletcher Road, Braddan
Site Size	2.32 ha
Previous designation	Agricultural
Proposed designation	<u>Predominantly Residential</u> (with DBH002)
See Map	3, 4 and 8

Site Number	DBH002
Site Name	Land Off Braddan Road, Braddan
Site Size	30.23
Previous designation	Open space (agricultural)
Proposed designation	<u>Predominantly Residential</u> (with BH030)
See Map	3, 4 and 8

Site Number	BM006
Site Name	Land adjacent Vicarage Road, Braddan
Site Size	2.32
Previous designation	Agricultural
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 8

Site Number	DH001
Site Name	Westmoreland Road, Douglas
Site Size	2.46
Previous designation	Area of Buildings for Civic, Cultural & Other Special Use; Recreation and Leisure
Proposed designation	<u>Mixed Use Site</u>
See Map	3, 4, 5 and 8

Site Number	DH002
Site Name	Johnny Watterson's Lane, Douglas
Site Size	7
Previous designation	Agricultural Open Space
Proposed designation	<u>Predominantly Residential</u> (with part DH057 and DM001)
See Map	3 and 4

Site Number	DH057
Site Name	The area to the East of Ballanard Road and the West of submission DM001
Site Size	14.8
Previous designation	Agricultural land
Proposed designation	<u>Predominantly Residential</u> (with DH002 and DM001)
See Map	3, 4 and 8

Site Number	DM001
Site Name	Land North West of Johnny Watterson Lane
Site Size	13.32
Previous designation	Agricultural land
Proposed designation	<u>Predominantly Residential (with part DH057 and DM001)</u>
See Map	3, 4 and 6

Site Number	DH004
Site Name	31 - 39 South Quay Douglas
Site Size	0.24
Previous designation	Predominantly Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 5

Site Number	DH009
Site Name	Ballanard Road, adj. Castle Green
Site Size	7.48
Previous designation	Area of open space or woodland (agricultural)
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 8

Site Number	DH011
Site Name	Land at Ballanard Woods
Site Size	9.27
Previous designation	Low Density Housing in Parkland and Predominantly Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 8

Site Number	DH016
Site Name	Land adj. Anna Cur House
Site Size	0.6
Previous designation	Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 4

Site Number	DH019
Site Name	South Quay
Site Size	0.58
Previous designation	Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 5

Site Number	DH021
Site Name	South Quay
Site Size	0.09
Previous designation	Light Industrial
Proposed designation	<u>Mixed Use Proposal Area</u>
See Map	3, 4 and 5

Site Number	DH022
Site Name	Corner of Circular Road and Peel Road
Site Size	0.79
Previous designation	South of Peel Road = Light Industrial North of Peel Road = Predominantly Offices and Urban Regeneration Study Area
Proposed designation	<u>Mixed Use Proposal Area</u>
See Map	3, 4 and 5

Site Number	DH025
Site Name	Fairfield Junior School
Site Size	0.28
Previous designation	Primary School
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 5

Site Number	DH037
Site Name	Lower Duke's Lane
Site Size	0.54
Previous designation	Predominantly Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 4

Site Number	DH039
Site Name	Site of former Park Road School
Site Size	0.84
Previous designation	Education - Secondary School
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 5

Site Number	DH042
Site Name	Land at Albany Road and Sartfell Road
Site Size	0.25
Previous designation	Predominantly Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 5

Site Number	DH046
Site Name	Victoria Road Prison and Edale (including Eastcliffe)
Site Size	1.39
Previous designation	Light industrial use - Community Centre
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 6

Site Number	DH048
Site Name	Glenside
Site Size	1.21
Previous designation	Sheltered Housing site
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 6

Site Number	DM002
Site Name	Land at Lake Road, Douglas
Site Size	1.15
Previous designation	Predominantly Residential
Proposed designation	<u>Mixed Use Area 8a</u>
See Map	3, 4 and 5
Site Number	DM003
Site Name	Loch Promenade - Masterplan SS2
Site Size	0.42
Previous designation	Predominantly Offices and Proposed Open Space
Proposed designation	<u>Mixed Use Area 3</u>
See Map	3, 4 and 5
Site Number	DM004
Site Name	Lord Street / Parade Street - Masterplan QS1 and 2
Site Size	0.52
Previous designation	Mixed Use Town Centre
Proposed designation	<u>Mixed Use Area 5</u>
See Map	3, 4 and 5
Site Number	DM007
Site Name	Masterplan TF1 and TF2
Site Size	1.94
Previous designation	Harbour Related Use and Predominantly Offices
Proposed designation	<u>Mixed Use Area 5</u>
See Map	3, 4 and 5
Site Number	DM008
Site Name	Masterplan TF3 and TF6
Site Size	0.83
Previous designation	Predominantly Offices
Proposed designation	<u>Mixed Use Area 5</u>
See Map	3, 4 and 5
Site Number	DM012
Site Name	Summerland
Site Size	1.45
Previous designation	Tourism
Proposed designation	<u>Mixed Use Site</u>
See Map	3, 4 and 6
Site Number	DM013
Site Name	Little Switzerland
Site Size	2.2
Previous designation	Business Park
Proposed designation	<u>Mixed Use Site</u>
See Map	3, 4 and 6

12.20.4 Onchan

Site Number	OH011
Site Name	Land at Ballachrink
Site Size	9.9
Previous designation	Open Space
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 6

Site Number	OH016
Site Name	Former Follies Cabaret Restaurant. Harbour Road
Site Size	0.45
Previous designation	Tourist accommodation and leisure
Proposed designation	<u>Housing Site</u>
See Map	3, 4 and 6

12.20.5 Laxey

Site Number	GH011
Site Name	Land at Ballacollister, Laxey
Site Size	2.15
Previous designation	Residential and Woodland
Proposed designation	<u>Predominantly Residential (with GH015)</u>
See Map	3 and 7

Site Number	GH015
Site Name	Upper Garden, Briar Dale, south Cape, Laxey
Site Size	0.22
Previous designation	Residential and Woodland
Proposed designation	<u>Predominantly Residential (with GH011)</u>
See Map	3 and 7

Site Number	GH020
Site Name	Adj. to Ard Reayrt
Site Size	1.68
Previous designation	Residential and open space (private woodland)
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 7

Site Number	GH023
Site Name	Former Prince's Motors Site, adjacent to MER line & A2 Ramsey Road
Site Size	0.18
Previous designation	Predominantly Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 7

Site Number	GH038
Site Name	Site between Ballacollister Road, Rencell Hill and Axenfel Lane
Site Size	0.82
Previous designation	Land of Ecological Interest
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 7

12.20.6 **Union Mills**

Site Number	BH031
Site Name	Camlork, Braddan
Site Size	20.54
Previous designation	Open Space - Agricultural
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 8

Site Number	BH043
Site Name	Former Farmhouse, Snugborough Farm
Site Size	0.22
Previous designation	Industrial
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 8

12.20.7 **Glen Vine**

Site Number	MH018
Site Name	Ballabeg, Main Road, Glen Vine
Site Size	0.7
Previous designation	<u>Predominantly Residential</u>
Proposed designation	<u>Predominantly Residential (with MH023)</u>
See Map	3 and 10

Site Number	MH023
Site Name	Site of Former Ballagarey Nursery Field Adjacent to Greeba Avenue
Site Size	0.9
Previous designation	<u>Predominantly Residential</u>
Proposed designation	<u>Predominantly Residential (with MH018)</u>
See Map	3 and 10

12.20.8 **Crosby**

Site Number	MH003
Site Name	Close Jairg Beg, Old Church Road, Crosby
Site Size	2.6
Previous designation	Residential/Area of private woodland or parkland
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 10

Site Number	MH021
Site Name	Part of Ballaglonney Farm, Crosby
Site Size	1.77
Previous designation	Part Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 10

12.20.9 Baldrine

Site Number	GH013
Site Name	Field off Baldrine Road, Baldrine
Site Size	2.2
Previous designation	Open Space - Agricultural
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 9

Site Number	GH026
Site Name	Adj. to Highfield Drive
Site Size	1.24
Previous designation	Residential development
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 9

Site Number	GM001
Site Name	Field off Baldrine Road, Baldrine
Site Size	5.88
Previous designation	School and residential development
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 9

12.20.10 Newtown

Site Number	SH013 (part)
Site Name	Land at Newtown
Site Size	3.48
Previous designation	Open Space - Agricultural
Proposed designation	<u>Predominantly Residential</u>
See Map	3 and 11

12.20.11 Strang

Site Number	BH034
Site Name	Mannin Infirmary Site
Site Size	1.46
Previous designation	Predominantly Residential
Proposed designation	<u>Predominantly Residential</u>
See Map	3, 4 and 8

12.21 Residential Development in the Countryside

- 12.21.1 The countryside protection Policies are set out in the Isle of Man Strategic Plan. General Policy 2 and General Policy 3 set out the policy framework for development both within and outside areas designated for development. The Isle of Man Strategic Plan Policies set out circumstances when it may be appropriate to allow development in the countryside, for instance, to provide accommodation for agricultural workers.²⁵

12.22 Lower Density Housing in Parkland

- 12.22.1 Since 1982, sites have been designated in towns, in edge of settlement locations as well as more rural areas, for 'Low Density Housing in Parkland' (LDHP). This has helped, in part, to satisfy the demand across the Island for larger properties in their own grounds. The 1982 Development Plan and subsequent Local Plans distinguished between 'existing' and 'proposed areas' of LDHP and, for the time being, this designation continues to be a relevant planning policy approach. The issue of building large houses in their own grounds, particularly in the countryside, affects the Island as a whole and should be dealt with nationally as part of a future review of the Isle of Man Strategic Plan. For the Draft Plan, the LDHP sites within the settlement boundaries have been subsumed into the background residential zoning. For those outside, they will be shown on the final maps and will remain unchanged in terms of size and number from the current operational plans.

- 12.22.2 Until such time as guidance for such sites is reviewed via a new Planning Policy Statement, Planning Circular 8/89 'Low Density Housing in Parkland' remains in force.

12.23 Groups of Houses in the Countryside

- 12.23.1 The Isle of Man Strategic Plan²⁶ indicates in paragraph 8.8.1 that:

"There are in the countryside many small groups of dwellings which, whilst not having the character of, or the full range of services usually provided in a village, nevertheless have a sense of place and community." Paragraph 8.8.3 continues ". . . in future Area Plans all groups of houses in the countryside will be assessed for development potential by identifying the village envelope or curtilage and providing the opportunity for appropriate development within this area. There may be some settlements where no additional dwellings will be permitted. In considering the definition of this curtilage or envelope, particular regard will be had to the value of existing spaces in terms of their contribution to the general character of the settlement or to public amenity more generally."

- 12.23.2 The commitment made above resulted in the Department designing a study to identify those groups of houses which:

- (a) are outside of the Settlements which are identified in Spatial Policies 2, 3, and 4 of the Isle of Man Strategic Plan; and which
- (b) in the Department's view, have a sense of place and community; and which

²⁵ Isle of Man Strategic Plan (2016), General Policies 2 and 3, Environment Policies 1 and 2, and Housing Policies 7,8,9 and 10

²⁶ Isle of Man Strategic Plan (2016) Chapter 8 - Housing, section 8.8

(c) have the potential to be locations for future residential development.

- 12.23.3 The 23 sites which constitute this study are based on suggestions from the Cabinet Office and public responses to the Preliminary Publicity consultation. For each a map and aerial photo was produced and a boundary line drawn around the group's curtilage (or perceived envelope). A member of the Planning Policy team then visited each of the potential groups and carried out an identification survey²⁷ and completed a short written assessment for each group. A matrix table showing the results of the identification survey and all 23 assessments can be found in Evidence Paper 4. Those groups which passed this stage of assessment and qualified as Groups of Houses in the Countryside then progressed to a further stage to determine if the group had the potential to accommodate future residential development.
- 12.23.4 Following the survey six groups stood out as fulfilling all or most of the Groups of Houses in the Countryside criteria: West Baldwin Village, Quine's Hill, Braaid, Ballaragh, Ballachurry and Eairy. Bearing only the present layout and servicing of these groups in mind, only West Baldwin Village and Quine's Hill can be considered as suitable locations for modest additional residential development. These require further work in order to fully understand the site-specific constraints and opportunities, mix of uses and other matters of feasibility.

Residential Proposal 3 – Groups of houses in the countryside

That further work be conducted in the form of feasibility studies on the following locations only in order to determine their development potential and extent of that potential so as to not harm the character and appearance and scale of the existing group. The sites are identified in the Groups of Houses in the Countryside Report supporting this draft plan, and are:-

- 1. West Baldwin Village**
- 2. Quine's Hill**

²⁷ See Evidence Paper No. 4: Groups of Houses in the Countryside for full methodology

Chapter 13. Comprehensive Treatment Areas

13.1 Introduction

13.1.1 Land for co-ordinated improvement or re-development usually requires some component of land acquisition by Government. Goals can, of course, be achieved by negotiation and agreement but where there is cause, specific land areas may be identified in Area Plans. The power is set out in S.4 (1) of the Town and Country Planning Act 1999, which states that:

“An Area Plan may designate any land specified therein as an area selected for comprehensive treatment by development, redevelopment or improvement, or partly by one and partly by another method.”

13.1.2 It goes on to state in S.4 (2) that:

“If an area is designated under this section by an area plan, the plan shall —

- (a) describe the treatment which is proposed by the Cabinet Office; and
- (b) specify the period, which shall not exceed 5 years beginning with the date on which the plan is adopted, within which that treatment is to begin.

13.1.3 The Draft Area Plan for the East identifies five Comprehensive Treatment Areas (or CTAs), four in Douglas and one in Onchan. They represent sites which have opportunities for economic, environmental, infrastructure or social improvement but which would benefit from some level of co-ordinated enhancement/change. Designation as a CTA may simply seek to achieve improved vehicular access and egress or better on-site vehicle and pedestrian circulation or it could represent an attempt to identify areas which require larger scale and longer term improvements and more focused and definite master planning for change in the longer term.

13.1.4 The aim of Government will always be to work and negotiate with landowners in order to reach a common understanding and commitment. A CTA may help to start such negotiations but of course identifies from the outset powers which may help to realise the delivery of improvements and change which will have significant benefits to the community, to the environment and which ultimately allows the optimum development sites within the existing settlement boundaries. Examples of why CTAs may be identified include:

- i. To allow for new or improved vehicular and pedestrian movements to help improve traffic flow and reduce congestion at key times;
- ii. To bring back into use vacant or underused sites in town centre locations;
- iii. To protect the best locations for schools and to allow imaginative long term solutions to land needed for school expansion and surrounding land uses; and
- iv. To realise development activity on sites which historically have seen little or no activity or interest but which are considered to represent significant opportunities as individual sites or in combination with others. Efforts will be focused on removing blockages and addressing any elements hindering such sites coming forward.

13.1.5 Whilst these areas can be left to the market and works/development encouraged through grants and Government support, there is a need to think long term so that where solutions are possible, options are thought through and progressed. It is hoped that Comprehensive Development Areas will be an important lever to encourage and enable redevelopment and positive change.

13.2 Strategic Plan Implementation

13.2.1 The designation of CTA's meet a number of Strategic Plan policies, although any detailed proposals would be assessed against a number of Island wide policies.

13.2.2 Strategic Policy 1 seeks to make the best use of resources by optimising the use of previously developed land, redundant buildings, unused and under-used land and buildings, and re-using scarce indigenous building materials; ensuring efficient use of sites, taking into account the needs for access, landscaping, open space and amenity standards; and being located so as to utilise existing and planned infrastructure, facilities and services.

13.2.3 Strategic Policy 5 aims to ensure development makes a positive contribution to the environment of the Island.

13.2.4 Strategic Policy 7 protects land designated for industrial, office, or retail purposes but requires the appropriateness of these designations to be assessed during the area plan process with consideration given to promoting development briefs to redevelop sites, provided provision is made for relocation of existing business. The Strategic Plan emphasises the importance of the continued regeneration within Douglas, particularly around the Promenades and Quayside and Douglas Regeneration Area to create further housing, employment, retail and leisure opportunities.

13.2.5 Environment Policy 43, of the Strategic Plan recognises that there are some areas showing signs of deterioration and degradation, limited investment, empty and underused buildings, derelict sites and generally poor environments. It suggests that areas that could benefit from regeneration should be identified in Area Plans and any schemes or proposals whether for refurbishment, environmental improvements or complete redevelopment must be formulated by involving the local community which would be directly affected by the regeneration of the area. Re-use of sound built fabric, rather than its demolition will be encouraged.

13.3 Objectives

13.3.1 The objectives of Comprehensive Treatment Areas are to:

- i. Optimise use of land and buildings;
- ii. Unlock difficult sites;
- iii. Assist with a co-ordinated approach to development;
- iv. Improve the urban environment and visual amenity;

- v. Encourage further investment;
- vi. Provide for space for Douglas Town Centre to grow;
- vii. Improve access and provide better linkages;

13.4 Desired Planning Outcomes

13.4.1 The outcomes for each identified treatment area will be tied to the proposed mix of uses on each site. In general, the desired outcomes can be summarised under the following headings:

Urban Design and Integration
to provide urban design outcomes which recognise the history of each area, their relationships to neighbouring land uses and features and takes into account appropriate transition from one land use to the next
Infrastructure
General - Ensure that development staging is co-ordinated with the delivery of infrastructure
Grey - Create a road network that is permeable
Green - Establish appropriate public open space assets that are visually and physically linked via the local road network and associated pedestrian and cycling trails and waterways. To protect character in terms of landscape quality and nature conservation value with settlement boundaries
Uses
Provision of retail, community services, leisure without compromising the function and role of nearby activity centres, and which facilitates efficient and direct pedestrian, cyclist and vehicle movement.
Positive contribution
to create an attractive urban environment that features tree-lined streets and attractive open spaces with high-amenity landscaping
Best use of resources
Areas are chosen because of their ability to complement existing town centres uses, and to take advantage of the roads and service infrastructure already in-place.
To ensure balance between water quality, biodiversity, recreation and visual amenity while optimising developable land within settlement limits
A more integrated transport network
Provide realistic and workable alternatives to the use of private vehicles through the creation of direct links for pedestrians, cyclists and public transport users to town centre and retail areas, to schools, leisure facilities and other community assets.

13.5 Key features of Comprehensive Treatment Areas in the East

13.5.1 The proposals set out in this Draft Plan:

- Identify four CTAs in Douglas and one in Onchan;
- Have a strong treatment focus on delivering quality urban environments, with a complementary mix of land uses and clear underlying visioning;
- Translate to mapped areas without defined edges (the Department acknowledges the potential for debate and for the refinement of precise extent);
- describes the treatment which is proposed;
- intends the period, within which that treatment is to begin as being within 5 years beginning with the date on which the Plan is adopted.

13.6 Proposed Comprehensive Treatment Areas in the East

Comprehensive Treatment Area 1 – The Villiers (area is shown on Map 5)

13.6.1 Despite planning approval for a variety of uses having been granted, much of the site remains undeveloped and has done for some time. The site has a negative effect on this prominent area of Douglas and impacts on the appearance of the Promenade as a whole. The area fronting the Promenade should either be developed or its appearance improved by creating an attractive public space. Re-development of the wider area would not be discounted, although where existing buildings are attractive and have a sound fabric, they should be incorporated into any wider scheme. The Central Douglas Master Plan suggests there is opportunity to support the intensification of the high street through the removal of some buildings on Duke Street.

CTA Proposal 1 (Treatment Plan)

Development of this area shall include office, leisure, retail, hotel, residential, entertainment venues, food and drink uses and public open space or a combination thereof; or the laying out of the site as public open space/town square in its entirety. Should built development not be brought forward independently of Government intervention, then consideration will be given to compulsory purchase of the site for either of the options described above.

Comprehensive Treatment Area 2 – Market Street (area is shown on Map 5)

13.6.2 Market Street lies to the rear of Strand Street, the main shopping area of Douglas. The street currently has the function and appearance of a service road which is considered to have a negative impact on this area of the town. With imagination this impact could be reversed and the street be more appealing to shoppers and visitors alike. The completion of a new hotel in this location will be beneficial and the investment this represents should be capitalised upon. The Central Douglas Master Plan recognises that the area could provide further retail opportunities and increased floorspace. Re-development could enable improved links between Strand Street and Upper Douglas which would assist with footfall. The Chester Street car park performs an important function serving this part of town, but would benefit from enhancement.

CTA Proposal 2 (Treatment Plan)

Development of this area for retail and ancillary uses would be appropriate. Any development should be carried out in accordance with an improvement scheme involving land and property owners and Government and should include highway improvements, both pedestrian and vehicular. Public parking should continue to be provided in the form of a multi-storey, however continuation of surface level car parking is not seen as appropriate.

Comprehensive Treatment Area 3 – Riverside and Peel Road (East) (area is shown on Map 5)

- 13.6.3 This area comprises land to the south of Peel Road including part of Hills Meadow Industrial estate, land west of Railway Terrace and land to the south of Douglas Station including Lake Road and land to the north of the River Glass. The area is currently divided both by the railway lines and by differing site levels. The site provides an opportunity to improve linkages and thus circulation within and around Douglas which would allow for greater development opportunities that may currently be hindered by the capacity of the road network.
- 13.6.4 The sites could provide for opportunities for development that require larger footprint requirements than some other town centre sites could offer, but there is also the ability to provide development at a higher density than at present. The key to such sites will be improved access including as necessary a bridge over the railway linking the sites and a bridge over the River Glass plus flood mitigation. Any development should include improved pedestrian and cycleway links, particularly alongside the river.

CTA Proposal 3 (Treatment Plan)

Development of this area could include either leisure; retail warehouse (bulky goods); offices and residential uses. The acceptability of the range of uses and their precise location shall be assessed as part of a development brief taking into account accessibility, highway impact, design, visual impact and flood mitigation. Provision for a cycle route that could eventually link to the Millennium cycleway shall be included.

Comprehensive Treatment Area Proposal 4 – Peel Road (West) (area is shown on Map 5)

- 13.6.5 This mixed use area comprises offices, retail, leisure, food and drink uses in the form of a drive-through, plus a petrol station and a fire station. With the relocation of car sales to a new showroom a large part of the site is due to become vacant and the remaining land is under used. The site is served by numerous accesses. To the rear (west) of the site is the NSC. The area would benefit from improvements to increase density of development whilst improving access, flood mitigation and furthering the Millennium cycleway through to Douglas Quayside.

CTA Proposal 4 (Treatment Plan)

Development of this area could include either leisure; some food and drink (the nature of which will need clarification as part of this Plan); retail warehouse (bulky goods); offices and residential uses. The acceptability of the range of uses and their precise location shall be assessed as part of a development brief taking into account accessibility, highway impact, design, visual impact and flood mitigation. Provision for a cycle route to link to the Millennium cycleway shall be included.

Comprehensive Treatment Area 5 – Onchan Schools (area shown on Map 6)

- 13.6.6 The site comprises two schools, a factory and some residential streets. The highway network is substandard and needs re-configuration. Re-development of the area could rationalise the uses, make a more efficient use of land and allow for schools to expand as is necessary. There would remain the opportunity for employment uses and if appropriate the re-development of the existing houses as part of a regeneration scheme.

CTA Proposal 5 (Treatment Plan)

Re-development of this area for education, light industrial and residential purposes would be supported. Any re-development would need to be subject to a development brief setting out the various uses, highway and drainage improvements, public realm enhancement and phasing of development.

CTA Proposal 6 (General)

Within 12 months of the date when this plan is adopted, the Cabinet Office shall publish broad feasibility studies for each CTA reflective of the Treatment Plans set out above. The minimum details shall include:

- i. A site context and existing conditions plan, showing levels at the appropriate local datum, existing land uses and building footprints, adjoining roads and access points and land in government ownership.**
- ii. Detailed analysis of the issues and identification of possible solutions/options going forward.**

Appendix 1

Appendix 1 - The Retail Study 2009

Recommendations in Retail Study 2009

1. The recommendations of the Retailing Study Report stress that whilst there is expenditure potential for additional comparison goods floorspace, it is recommended that the focus of activity lies on improving the quality of town centre retailing and leisure environment and that the majority of new comparison goods floorspace should be located primarily within Douglas.
2. The large majority of any future retail floorspace requirement in the Isle of Man should be provided in Douglas and the other key centres of Peel, Ramsey and Castletown.
3. The majority of projected future convenience and comparison goods requirements in
 - a. the Isle of Man are (or can be) met through a combination of the town centre or
 - b. edge of centre sites in Douglas, Peel, Ramsey and Castletown.
4. The majority of any new floorspace should be distributed primarily to town centre or
 - a. edge-of-centre locations in Douglas - for example, Strand Street and the existing
 - b. shopping core and Douglas Quayside.
5. A sequential approach should be adopted. The preferred location for retail
 - a. development is within the existing town centres. In a few instances where new retail
 - b. provision cannot feasibly be accommodated within the town centre (as defined) then
 - c. alternative edge-of-centre locations should be identified (preferably be no more than 300m from the edge of the town's defined central area.
6. Where practicable, and justified in retailing terms, all new large or medium convenience store developments should be located within or on the edge of a town centre. The level of accessibility by all modes of transport (public and private) is an important consideration in choosing the location. The availability of convenient and easily accessible car parking will be essential.
7. Future policy and improvement action should target the enhanced physical functioning and operation of the main retail and shopping streets so as to encourage additional retail investment and development (while retaining the independent character of central Douglas).
8. Every available opportunity should be taken to open up existing and proposed linkages between the central core shopping area and Waterfront (Promenades and the Douglas Quayside).
9. There may be a number of site opportunities in the central area that could be released for re-development. However, their development will only be successful through a proactive approach to realising opportunities in the central area. This will require not only reinvestment, redevelopment but also in some cases a significant change of use.
10. While a combination of negotiation and compulsory purchase (CPO) powers are need to encourage site assembly there are clear opportunities in and around Market Street.