



**Isle of Man**  
**Government**

*Reiltys Ellan Vannin*



# Area Plan for the East: Preliminary Publicity Main Consultation Document

February 2017

Cabinet Office

# Contents

	Page No.
<b>Foreword</b>	<b>1</b>
<b>1. Introduction – Starting a new Area Plan</b>	<b>2</b>
What is Preliminary Publicity?	2
Which local authority areas will be affected by the Area Plan for the East?	3
Documents which make up the Preliminary Publicity stage	4
How to get involved, make comments or find out more	4
<b>2. Strategic Policy Context</b>	<b>5</b>
General Development Land Need	5
Key Development Land Needs – namely Housing Land and Employment Land	5
The Distribution of Development	6
Infrastructure (including Transport and Utilities)	6
<b>3. Existing Land Uses and Potential Development Sites</b>	<b>7</b>
Element A - Existing Settlement Boundaries	8
Element B - Existing Land Uses within Settlement Boundaries	8
Element C - Areas/features with particular characteristics	8
Element D - Potential Development Sites	9
The Site Assessment Framework (Part of Element D)	10
Element E - Land Designations between Settlements	11
<b>4. Scenarios for the Distribution of Development</b>	<b>12</b>
Using Scenarios to test the implications of development	12
The Scenarios for Housing and Employment Growth	14
Findings of the Scenario Testing	14
<b>5. Central Douglas</b>	<b>17</b>
<b>6. Wider Housing Issues</b>	<b>19</b>
Housing Densities	19
Affordable Housing	19
Elderly Persons' Housing and Sheltered Accommodation	19
Low Density Housing and Parkland	20
Groups of Houses in the Countryside	20
Community Facilities	22
Regeneration Areas	22
<b>7. Wider Employment, Retail and Town Centre Issues</b>	<b>23</b>
Providing employment land opportunities of the right type and size	23
Town and Village Centres	23
Tourism Issues	24
Parking	24
<b>8. Wider Environmental Issues</b>	<b>25</b>
Climate Change	25
Green Gaps	25
Cycling, Walking and Access to the Countryside	25
Design (Including Sustainable Construction)	26
Environmental Enhancement	26
<b>9. Measures to Ensure Sufficient Flexibility</b>	<b>27</b>
Strategic Reserves	27
Mixed Use	27
<b>10. Concluding Remarks</b>	<b>28</b>
<b>Appendix 1: Masterplan Proposals</b>	<b>29</b>

# Foreword

---

Our Island is a special place to live and work. Good planning can keep it that way.

That is why Government has 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.

The development plan for the East, the Area Plan, 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. When operational, the Plan will replace all extant plans and introduce new mapping to support what is likely to be a series of written proposals. The Plan will deal with land use matters, infrastructure needs and environmental issues in the East and set out where new development should go. The Plan will reflect recent growth and change but will essentially be a future focused Plan. There will be protection measures where appropriate but also clear proposals to ensure development opportunities in the right place which can be brought forward when needed.

This document is an important step in the process of developing this Area Plan. It sets about identifying and drawing together planning issues and outlining what matters the new Plan will address during the planned growth and change.

Those who have an interest in this growth and change need to know that this Plan is being developed, and they need to know that they have an opportunity now to make their views known. 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 last year.

So raising awareness of the significance of this Plan is an important aim of this document and of this foreword.

This consultation deals with important matters for those of us who live and work and spend our time in the East. Preparing new plans takes time but it is vital to get it right. Your participation is welcomed.

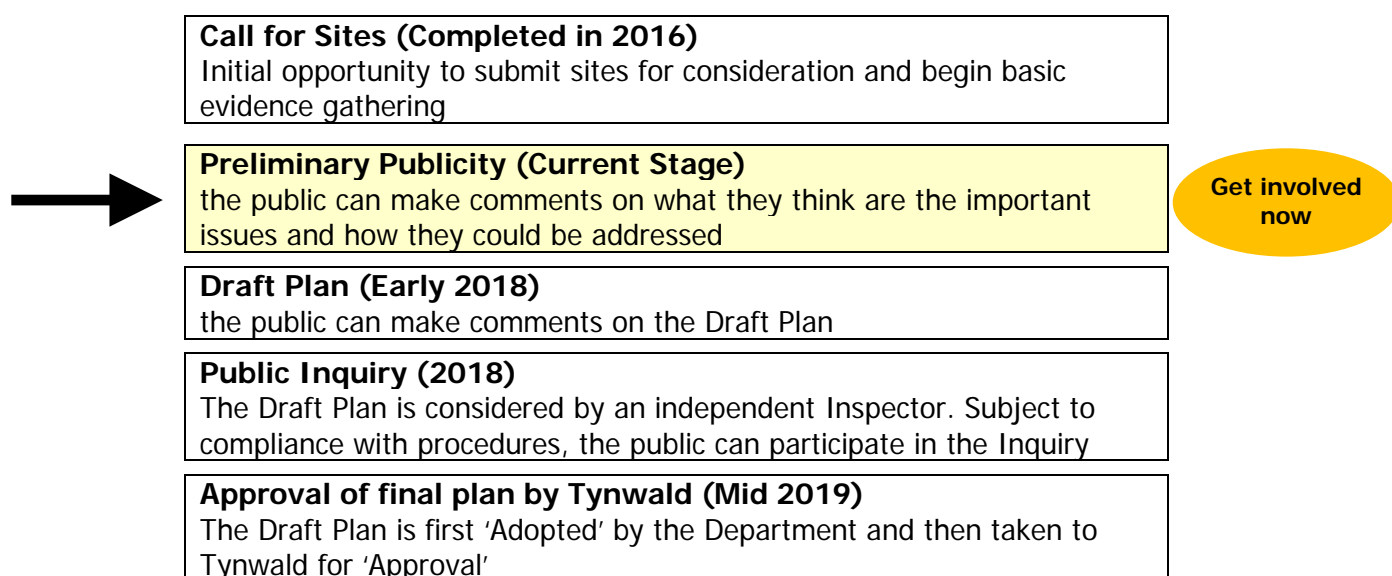
**Chris Thomas**  
**Minister for Policy and Reform**

# 1. Introduction – Starting a new Area Plan

## What is Preliminary Publicity?

- 1.1 Preliminary Publicity is the first formal stage in the preparation of an Area Plan (a statutory development plan). It aims to publicise and seek comments on the matters that a particular plan intends to deal with. The Cabinet Office has a duty to prepare such plans and work is ongoing to complete a series of up to date plans which together will make up the Island Development Plan. When complete, the Island Development Plan will be made up of two parts as set out below.
- **A Strategic Plan** - This sets out a broad planning framework and spatial strategy and contains Island-wide written Policies. It does not contain maps or allocate land/sites from development.
  - **Area Plans** - These must be in general conformity with the Strategic Plan. They set out site specific proposals, allocate individual sites for development and include detailed recommendations.
- 1.2 Most forms of development (other than Permitted Development) require a specific Planning Approval. In deciding whether or not to grant an application for such approval, decision makers take into account all relevant Material Considerations. The Island Development Plan forms an important Material Consideration, as set out in the Town and Country Planning Act (1999).
- 1.3 The Isle of Man Strategic Plan currently in operation was approved in 2016 and covers the 15 year plan period between 2011 and 2026. The Area Plans will replace numerous Local Plans and the 1982 Development Plan which are still operational in parts of the Island. In 2013, the Area Plan for the South was approved. This was the most recent plan to be prepared using the development plan procedure, as set out in Schedule 1 of the Town and Country Planning Act (1999), including the Preliminary Publicity stage.
- 1.4 The Area Plan for the East will be prepared following the same broad process as that for the South. The stages and timescale for the production of the Area Plan for the East are summarised in Box 1.

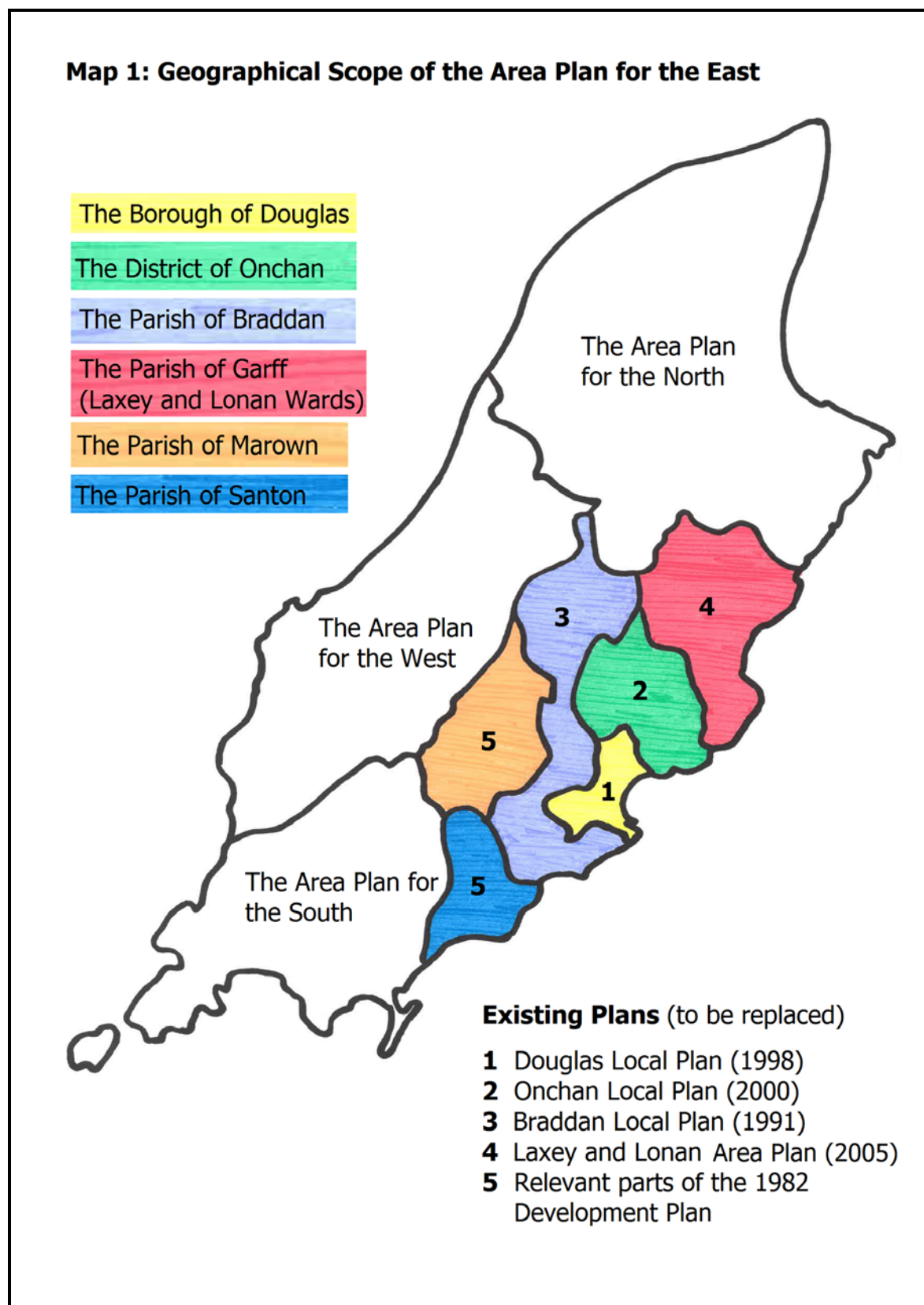
### Box 1: Stages in the Production of the Area Plan for the East



## Which local authority areas will be affected by the Area Plan for the East?

- 1.5 The geographical scope of the Area Plan for the East (and the existing Local Plans which it will therefore replace) is shown on Map 1 below.

Existing Site Allocations will not automatically be rolled forward. However, existing Site Allocations and sites with unimplemented Planning Approval may be considered as Potential Development Sites (see Section 3).



## Documents which make up the Preliminary Publicity Stage

- 1.6 This document, which provides an overview of the Preliminary Publicity consultation, is accompanied by five Annexes. These are summarised in Table 1 below.

**Table 1: Preliminary Publicity – Annexes to Main Report**

Annex	Content
1	<b>Overall Map</b> - This map shows the geographical area covered by the Area Plan for the East, the extent covered by each of the 8 Inset Maps in Annex 2 and all of the Potential Development Sites identified in Annex 3. The Map also shows the (draft) Existing Settlement Boundaries.
2	<b>Inset Maps</b> - The Inset Maps show the existing land uses within the draft Existing Settlement Boundaries and the numbered Potential Development sites.
3	<b>Site Identification Report</b> - This explains how the Potential Development Sites have been identified, many of which came from the Call for Sites process. It also explains how the Site Assessment Framework will be applied.
4	<b>Site Assessment Framework Report</b> - This explains the methodology for the individual site assessments.
5	<b>Scenario Testing Report</b> - This sets out how the broad development distribution scenarios have been devised and tested and the key findings of this work.

- 1.7 Site Submissions and Assessments are also available to view. These comprise a copy of the information submitted for each site in response to the Call for Sites<sup>1</sup> and a draft Assessment Report which sets out how the site scores against the Site Assessment Framework.

## How to get involved, make comments or find out more

- 1.8 Comments are invited on any of the issues raised in this document. Specific questions are in blue boxes throughout and these are intended to act as prompts. There is no need to answer all of the questions, or to try to relate any comments you do have to a specific question. Overall, you may wish to consider the following points.
- Do you disagree with anything that has been said?
  - Do you think there are any issues which have been overlooked?
  - Do you have any suggestions as to how the issues could be responded to in the Plan?
- 1.9 A Response Form is available via the website at **[www.gov.im/tape](http://www.gov.im/tape)** for anyone wishing to make comments on the Preliminary Publicity. **The deadline for responses is 5pm on Friday 21<sup>st</sup> April 2017.** Completed Response Forms and general enquiries can be emailed to the Planning Policy Team at **[planningpolicy@gov.im](mailto:planningpolicy@gov.im)** or sent by post to: Planning Policy Team, Cabinet Office, Sea Terminal, Douglas, Isle of Man, IM1 2RF
- 1.10 Further information on the Area Plan for the East process, other planning documents (including baseline evidence for the Area Plan) and information on other policy projects can be found on the Planning Policy webpage **[www.gov.im/planningpolicy](http://www.gov.im/planningpolicy)** The team can also be contacted directly by phone on (01624) 685905 / 686985.

<sup>1</sup> Where sites have been submitted to the Cabinet Office by site promoters, a copy of the submitted information is available. Those sites have been identified by the Cabinet Office do not have specific Call for Sites forms – see Annex 3 for more information.



## 2. Strategic Policy Context

### General Development Land Need

- 2.1 The Isle of Man Strategic Plan 2016 sets out the broad planning framework for the Island. The Strategic Aim of the Plan is to plan for the effective provision of services and infrastructure, and to direct and control development taking into account the principles of sustainability whilst at the same time preserving, protecting and improving the quality of the environment.
- 2.2 This Aim is to be carried through to the Area Plan for the East. To date, the Cabinet Office has provided an opportunity for interested parties to suggest areas which might be suitable for development through an exercise known as a Call for Sites. The Department has considered the responses to this, undertaken other evidence gathering and started to plot existing land uses in the East. All of this has helped to build up a spatial picture of the East and develop options to satisfy development land requirements in the East over the next 10 years or so.

### Key Development Land Needs – namely Housing Land and Employment Land

- 2.3 **Housing Land** - The Isle of Man Strategic Plan 2016 has a 15 year plan period from 2011 to 2026. It sets out a housing need figure for the East for this period of 2,440 dwellings (net of demolitions and including conversions). A key responsibility for the Plan for the East will be to ensure that sufficient opportunities are provided to meet this figure allowing enough flexibility in the Plan to manage the supply of housing land.
- 2.4 Initial analysis of existing housing land supply up to June 2015 has revealed that of the new dwellings approved since the start of the plan period, nearly 250 dwellings have been completed or have been started on site. Further analysis will be required on the supply of and need for housing in the East ahead of the preparation of the Draft Plan.
- 2.5 **Employment Land** - The Isle of Man Strategic Plan 2016 does not set out precisely how much employment land is required over the plan period. The Employment Land Review Report 2015 (ELRR)<sup>2</sup> has however provided some baseline figures. Analysis of the Report suggests that:
- the total employment demand for the East for the 10 year period from April 2016 up to March 2026 is around 10 hectares;
  - 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); and
  - the development (in addition) of a high-quality Technology Park could meet some local demand and also stimulate inward investment.

---

<sup>2</sup> *Employment Land in the context of the ELRR 2015 refers to land for industrial purposes including: manufacturing; storage and distribution; and some types of office development.*

## The Distribution of Development

- 2.6 The Isle of Man Strategic Plan 2016 identifies in the Island Spatial Strategy where new development should broadly be located. It recognises the need to develop a compact and dynamic eastern area centred on Douglas the major gateway and the focus of the strategic transport network.
- 2.7 Spatial Policies are set out in the Strategic Plan to support the Spatial Strategy and identify the Island's settlement hierarchy. The hierarchy is crucial in preparing the Area Plan or the East, particularly when it comes to identifying where new development should be located.
- 2.8 The Spatial Policies relevant to the East are summarised in Box 2 below.

### ***Box 2: Summary of Strategic Plan Spatial Policies***

*Douglas main urban area will remain the main employment and services centre for the Island*

*Onchan is a Service Centre. Outside the main urban area, development will be concentrated on Service Centres to provide regeneration and choice of location for housing, employment and services*

*Laxey and Union Mills are Service Villages. Area Plans will define the boundaries of Service 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*

*Baldrine, Crosby, Glen Vine, Newtown and Strang are Villages. In the Villages development should maintain the existing settlement character and should be of an appropriate scale to meet local needs to housing and limited employment opportunities.*

*Taken from Isle of Man Strategic Plan 2016 (Spatial Policies 1-4)*

## Infrastructure (including Transport and Utilities)

- 2.9 Ensuring that there is sufficient infrastructure of the right type in the right place at the right time is important to facilitate the successful implementation of any approach to the distribution of development. This issue is considered in more detail in Section 4 (Scenarios for the Distribution of Development). The issue of parking is considered in Section 7 (Wider Employment, Retail and Town Centre Issues).

### ***Consultation Questions - Section 2***

- *Do you have any comments about the existing employment land provision?*
- *Do you have any comments about the amount and type of employment land which is needed?*
- *Do you have any general comments about where new employment sites should be concentrated?*



### 3. Existing Land Uses and Potential Development Sites

- 3.1 Preliminary Publicity involves setting out baseline information and an indication of what the key issues that need addressing in a new plan might be. The Cabinet Office has therefore started to build up key data sets and evidence and this section presents some of the work undertaken to date.
- 3.2 A key function of the Area Plans is to provide map-based elements to more easily show how the Strategic Plan policies should be implemented - the final Plan will be a written proposals document with explanatory text plus a series of Maps. Table 2 below lists and goes on to explain the map-based elements which are likely to be incorporated in the Area Plan for the East.
- 3.3 In addition, maps are provided as part of this Preliminary Publicity Consultation in Annex 1: Overall Map and Annex 2: Inset Maps. Each of the 5 elements in Table 2 (A - E) and the information shown on the maps in Annexes 1 and 2 is explained in more detailed in the remainder of this section.

**Table 2: Key Map-Based Elements of Area Plans**

Element		Description
A.	<b>Existing Settlement Boundaries</b>	Plans will identify the existing settlement boundaries for those settlements identified in the Settlement Hierarchy.
B.	<b>Existing Land Use</b>	Plans will designate areas within the existing settlement boundaries. Maps will show where the existing land uses are. Generally, development which is in accordance with the land use zoning/area plan and with policies of the Strategic Plan will normally be permitted subject to compliance with specific criteria (GP3).
C.	<b>Areas/Features with Particular Characteristics</b>	Plans will identify areas with particular characteristics (rather than a land use) that should inform planning decisions. Some may be identified on the Constraints Map. They may reflect designations made through different parts of the planning legislation other than which relate to the development plan as well as other primary legislation. Examples include Conservation Areas, Registered Buildings, Registered Trees and Ancient Monuments.
D.	<b>Potential Development Sites</b>	Plans will allocate land providing opportunities for development. Sites may be identified which would change the existing land use within current settlement boundaries; some may require an enlargement of an existing settlement boundary. Development Sites (often called Proposal Sites) can encourage redevelopment of unused/derelict land within existing settlement boundaries and provide sustainable opportunities beyond existing settlement boundaries for development. Land for instance may be in agricultural use but it has been accepted that a change to other uses is appropriate. The Existing Settlement Boundaries plus any Potential Development Sites which form Urban Extensions result in the Development Boundaries for each Settlement.
E.	<b>Land Designations between Settlement Boundaries</b>	There is a presumption against most forms of development taking place on land outside the Development Boundaries of Settlements. Generally all land outside of Development Boundaries is considered countryside. However, there may be land that due to its land use, its size or particular characteristics warrants being identified as a specific land use outside of a settlement. Maps could recognise such existing uses.

## **Element A - Existing Settlement Boundaries**

- 3.4 Work was carried out in 2015 to identify the existing settlement boundaries for the settlements within the East i.e. Douglas, Onchan, Laxey, Baldrine, Strang, Union Mills, Newtown Glen Vine and Crosby. The boundaries are based on the extent of built development at the time of the preparation of the maps (i.e. 2015). The settlement boundaries exclude land which is allocated on extant development plans but which is undeveloped. The boundaries are shown on the maps in Annexes 1 and 2.

## **Element B - Existing Land Uses within Settlement Boundaries**

- 3.5 Initial survey work was carried in Summer of 2016 to produce base maps to show the existing land uses within the draft existing settlement boundaries. Eight Draft Inset Maps have been produced. An Overall Map is also provided which shows the whole area covered by the Area Plan for the East and the specific land coverage of the Inset Maps (see Annex 2).
- 3.6 Any land which forms a Potential Development Site (see section D) has been shown as such on the Inset Maps, as these sites represent areas where a policy 'choice' needs to be made about how the land is used in the future i.e. should the land be allocated for development or not? And what should that development? In drawing up the draft existing land use designations it is acknowledged that corrections/amendments may need to be made to ensure that:
- that the mapping is accurate;
  - the information shown is sufficient, easy to understand and meaningful; and
  - the boundaries between different land-uses are clear.
- 3.7 The Inset Maps show the uses listed below.
- Areas of Predominantly Residential Use
  - Area of Existing (developed) Employment Land
  - Mixed Use Areas
  - Open space (for the time no distinction is made at this point between public and private – therefore this includes both public parks and private open spaces such as private estates and woodland)
  - Other Uses (Community Facilities, Education, Tourism, Leisure etc.)
  - Main Roads
  - Railway Use
  - Rivers
- 3.8 In terms of sport and leisure provision, the Isle of Man is generally well served with the East, Douglas in particular, serving the whole Island in respect of some facilities. Work is ongoing to better understand the current provision of facilities and public open space.
- 3.9 At this stage, no Town Centre boundaries have been identified on the Maps. There is a need to work on the merits of having specific 'Town Centre' proposals and identifying such areas on the Maps for the East (See Section 7). The Central Douglas Masterplan is considered in Section 5.

## Element C - Areas/features with particular characteristics

3.10 At this Preliminary Publicity stage, the Maps do not reflect any environmental characteristics or constraints. However, it is envisaged that the Draft Plan will contain a Constraints Map. The following list (which is not exclusive) sets out examples of what would normally be shown on a Constraints Map. It is important to note that not all data/study findings/evidence will be represented on the Maps. This would be impractical and unnecessary. It is important to note that some features are designated under separate processes under the TCPA 1999 (i.e. not the development plan procedure) and in other cases different legislation altogether. Examples are listed below.

- Conservation Areas
- Registered Buildings
- Registered Trees/Registered Woodland
- Ancient Monuments
- Statutory nature conservation designations
- Non Statutory nature conservation designations
- Tidal and Fluvial Flood Risk Areas
- Major Hazard Sites

3.11 In order to avoid having maps which contain too many layers of information/data which would be difficult to interpret, it may be necessary to have separate maps to show certain data, for instance, the Landscape Character Areas (this was the case in the Area Plan for the South).

## Element D - Potential Development Sites

3.12 This Preliminary Publicity does not identify any preferred sites, but explains how all of the sites have been identified and initially assessed. Preferred sites will be included in the Draft Plan and decisions will be informed by the results of this Preliminary Publicity.

3.13 A Site Identification Report has been produced which sets out how the Potential Development Sites have been identified (see Annex 3). It summarises the results of the Call for Sites exercise and explains how the process of identifying additional sites has been undertaken. The Report goes on to outline which sites qualified for assessment through the Site Assessment Framework (SAF). Such qualification was dependent on a reasoned judgement which splits the original long list of sites into the following categories:

- **Category 1** - Sites which do not need to be assessed through the 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.

3.14 The main output from the Site Identification work and subsequent Report was a list of sites to be assessed through the SAF. The key findings are summarised below.

- 128 Sites were put forward in response to the Call for Sites. 124 of these sites are considered to be Category 2 and needed to be assessed through the SAF. However, in some cases more than 1 'option' was proposed for a site (i.e. alternative boundaries were submitted or the site

was proposed for more than one mutually exclusive use). In such cases each option was assessed (necessitating an additional 14 assessments).

- 94 additional sites were identified by the Department. 63 of these sites were considered to be Category 2. 1 site has 2 options (necessitating an additional assessment).
- Therefore a total of 202 assessments were required (124 + 63 = 187 sites + 15 additional options = 202).

3.15 The Potential Development Sites are shown on the maps in Annexes 1: Overall Map and 2: Inset Maps.

## The Site Assessment Framework (Part of Element D)

3.16 The Site Assessment Framework is intended to provide a transparent and consistent methodology for assessing development sites (see Annex 4). A summary of the process is set out in Table 3. It will help to identify a list of realistic and appropriate development sites, and inform the Draft Plan. The overall approach to site assessment also includes consideration of the overall pattern of growth and the impacts brought about by environmental and other constraints as well as infrastructure capacity. A draft Assessment Report is also available for each site.

**Table 3: Site Assessment Framework (Steps and Outcomes)**

Step	Explanation	Outcome
<b>1: Preliminary Screening</b>	This step is used to identify sites which are in clear conflict with the policies of the Strategic Plan and so are removed from further consideration.	Sites are screened out which are unsuitable due to their location.  <b>Of the 196 sites considered, 144 sites pass Step 1</b>
<b>2: The application of Critical Constraints</b>	The concept of Critical Constraints is used as a trigger to identify those sites where the impact of development on the site, or the impact of the site's characteristics on potential development, is such that development would be hindered (and mitigation or compensation is not possible or appropriate).	Sites are screened out which are unsuitable due to the presence of Critical Constraints which cannot be overcome.
<b>3: Detailed Consideration</b>	The consideration of sites using a combination of site scoring and report writing enables the relative merits of sites (in relation to the policy aspirations set out in the Strategic Plan) to be clearly identified	The relative planning merits of sites which are potentially acceptable in planning terms (i.e. which have passed steps 1 and 2) are understood. No sites will be screened-out as part of Step 3.
<b>4: Consideration of whether the site is Developable</b>	Those criteria concerned with the availability and viability aspects of whether a site is developable are combined and placed into Step 4, to allow an overall judgement about whether or not a site is developable (these terms are defined in Section 5).	Consideration is given to whether or not a site is developable, which could influence how (or even if) a site is take forward.

- 3.17 There are a number of Potential Development Sites which are not, based on initial assessment, in accordance with the Strategic Plan settlement hierarchy (e.g. a site proposed for housing which is isolated from existing settlements). Such sites will fail the first step of the Site Assessment Framework (site is within or adjacent to existing settlement boundary of a settlement identified in the Strategic Plan settlement hierarchy). Some proposal sites could be considered as additions to identified Groups of Houses in the Countryside. This would mean that rather than being eliminated from consideration, they will go on to be considered as part of Groups of Houses in the Countryside work (see Section 6). Such work will feed into the Draft Plan stage.

## **Element E - Land Designations between Settlements**

- 3.18 The Maps which accompany this Preliminary Publicity document do not show existing land uses beyond the existing settlement boundaries. Decisions relating to this will form part of the subsequent Draft Plan.

### ***Consultation Questions - Section 3***

- *Do you think any changes are necessary to the draft Existing Settlement Boundaries or the Land Uses shown on the Inset Maps in Annex 2?*
- *Are there any areas of Open Space which are not shown on the Inset Maps?*
- *Do you think there are any other sites which should be considered for development?*
- *Do you have any general comments on the Site Assessment Framework or specific comments on how an individual site has been assessed?*
- *How do you think the Plan should deal with the issue of land designations between settlements?*

## 4. Scenarios for the Distribution of Development

---

- 4.1 The Spatial Vision at the heart of the Strategic Plan is to make the Island's communities sustainable. This essentially means creating places where people want to live and work, where development integrates well with existing communities, that are adequately served by public transport and other local services, offer a range and mix of housing types and tenures and reduce or mitigate the impact on the local environment as much as possible.
- 4.2 Working from this basis it follows that new development should be focused in Douglas (the Main Urban Area) and other communities in the East recognised in the Settlement Hierarchy. It may be that development within the remaining parts of the Plan Area may be acceptable and development briefs in the Plan may support this. However, development in the countryside is likely to be exceptional rather than normal and where development is proposed via planning applications on land outside of areas zoned for development (either during or following the development plan process), applications will be judged against General Policy 3 in the Isle of Man Strategic Plan.<sup>3</sup>

### Using Scenarios to test the implications of development

- 4.3 A Scenario Testing Report has been produced to assess the relative merits of different scenarios for housing and employment growth (see Annex 5). The purpose of scenario testing is to better understand the potential impact of different approaches on the environment and infrastructure. In terms of environmental impact consideration has been given to:
- focusing growth within Existing Settlement Boundaries
  - maximising the use of brownfield sites; and
  - avoiding development in areas at risk of flooding.
- 4.4 In terms of infrastructure, consideration has been given to:
- Transport Infrastructure;
  - Utilities Infrastructure;
  - Flood Defences; and
  - Social Infrastructure (e.g. Education and Health).
- 4.5 For the purposes of this Scenario Testing, the East has been broken down into Scenario Testing Areas (see Map 2), based on the Settlement Hierarchy but with additional sub-division of Douglas. The Scenarios explore different ways of distributing employment and housing growth between the different areas.

---

<sup>3</sup> General Policy 3, para 6.3, Isle of Man Strategic Plan 2016



## Map 2: Scenario Testing Areas

*Note: This concept map is not to scale*

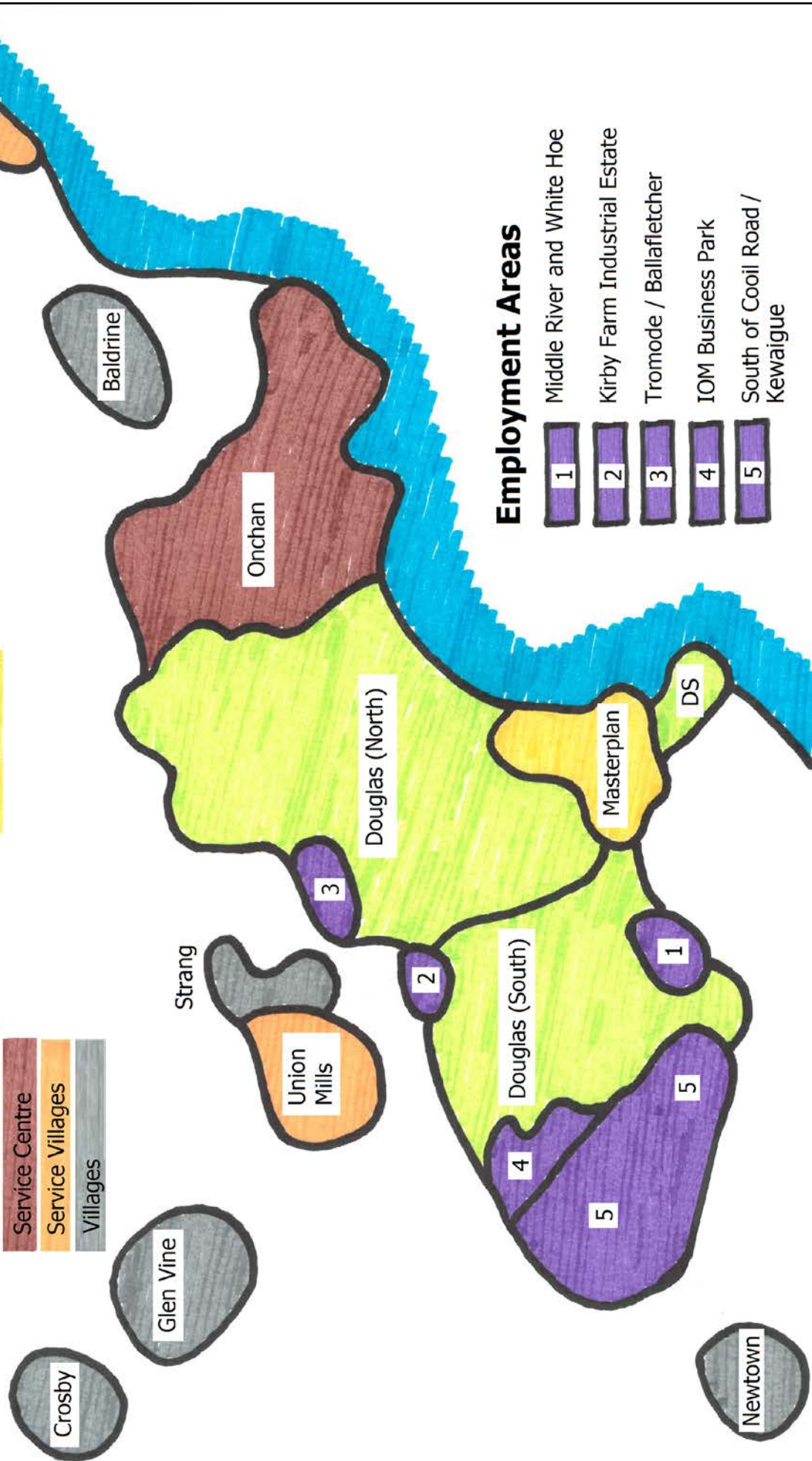
### Housing Areas (Named Settlements)

Main Urban Area (which includes the Masterplan Area)

Service Centre  
Service Villages  
Villages

**Employment Areas**

1	Middle River and White Hoe
2	Kirby Farm Industrial Estate
3	Tromode / Ballafletcher
4	IOM Business Park
5	South of Cool Road / Kewagigue



## The Scenarios for Housing and Employment growth

- 4.6 The Strategic Plan sets out a Settlement Hierarchy as summarised previously. However, as noted in the Inspector's report on the Strategic Plan Review at paragraph 5.51, *"the Strategic Plan does not actually allocate development locations, that is for Area Plans. These may well in practice adjust the figures for particular settlements upwards or downwards, on detailed examination, but within an overall general indication provided by Draft Housing Policy 3"*.
- 4.7 Therefore, 3 scenarios have been developed to help explore and understand the infrastructure and environment implications of different growth distribution patterns within the East. However, the inclusion of a scenario within this document should not be regarded as an indication of any level of support for that scenario moving forwards.
- **Scenario 1: Settlement Hierarchy.** This distributes housing in accordance with the indicative percentages attributed to settlements as set out in the Strategic Plan. The settlement hierarchy does not specify broad locations, numbers of percentages for employment land but the Strategic Plan does focus development within existing settlements and is based on a broad approach of expanding key existing employment locations within the framework of the settlement hierarchy.
  - **Scenario 2: Urban Expansion.** This scenario is based on urban expansion at the top of the settlement hierarchy (others based on the existing supply figure). This scenario is therefore based on an urban extension for employment purposes to the South of Cooil Road and around the Cooil Road/New Castletown Road junction.
  - **Scenario 3: Dispersal.** This scenario is based on increasing housing development along Peel Road (A1) and Castletown Road (A5) within settlements which provide easy access to Douglas. This scenario is therefore based on smaller urban extensions for employment purposes to the South of Cooil Road and around the Cooil Road/New Castletown Road junction.

## Findings of the Scenario Testing

- 4.8 The key findings are summarised below.

### Settlement Pattern

- 4.9 Although there are insufficient sites within Existing Settlement Boundaries to accommodate the overall level of housing and employment growth (see Urban Capacity Assessment in Section 4), Scenario 1 (Settlement Hierarchy) provides the best opportunity to maximise the amount of development that does take place within the Existing Settlement Boundaries.
- 4.10 There are insufficient Brownfield sites to accommodate the overall level of growth. For housing, there is a total potential adjusted yield of 510 against a figure of 1,907 (net housing need of 2,290 minus 383 units of Existing Housing Supply). For employment, a total potential adjusted yield of 2.8 hectares against a demand of 15 hectares. However, Scenario 1 (Settlement Hierarchy) provides the best opportunity to maximise the amount of development that does take place on Brownfield land.
- 4.11 Overall, 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 (although local drainage issues are not considered within this report). However, under Scenario 1 at least 70 housing units would be required within areas at risk of tidal/fluvial flooding. None of the proposed employment land is at risk of tidal/fluvial flooding.

## **Grey Infrastructure**

- 4.12 Improvements will be required to the road network to accommodate the level of growth proposed, if increases in congestion and, in some areas, increases in accident risk are to be avoided. If it is assumed that most of the residents within the East work within Douglas (The Main Urban Area) then there are two main areas for further consideration – the impact of growth along the A2 and within Onchan itself on the junction within central Onchan, and the impact of growth along the A1 on the Royal Oak roundabout.
- 4.13 There is good bus coverage of the named settlements within the Settlement Hierarchy. However, diverting buses into large new estates may not be possible, and so consideration will need to be given at an individual site stage to ensure the exact location and layout allow convenient access to existing bus routes, together with improvements to passenger infrastructure shelters and crossings. Given the quality of the bus services and the comments above in relation to the road network, the development of Park and Ride facilities could be considered.
- 4.14 Irrespective of the level and distribution of growth associated with the Area Plan for the East, investment is required in telecommunications, in part to keep pace with technological developments. There is sufficient reliable generation of electricity and confidence that, through several options, gas supply can be provided. Therefore, for telecommunications, electricity and gas although consideration is required at an individual site level to ensure that the layout and method of construction allow for these important services, they do not raise issues for the overall level and distribution of growth.
- 4.15 The planned investment in sewage 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, which serves the remaining areas but this could be used up by growth in the Food Sector. Expansion of Meary Veg (including the network connecting areas to it) is possible, and so funding and timescale issues could be explored to enable growth in areas such as the Main Urban Area and Onchan.

## **Social Infrastructure**

- 4.16 Overall, a growth of 2,290 dwellings in the East would mean a need for 1,000 school places (indicatively, 500 primary and 500 secondary). This number of places is not currently available. Therefore, no distribution could be accommodated without the need for additional investment. Scenario 2, and to a lesser extent Scenario 1, would concentrate development in Douglas North and Onchan where potential mitigation has been identified. Scenario 3 would cause significant issues in a number of areas, including Crosby and Glen Vine, and so would be the most difficult to mitigate.
- 4.17 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, but also additional staff.

## Green Infrastructure

- 4.18 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.
- 4.19 Although to some extent site-specific issues, it is important to stress the role of informal play areas (for children) and also safe, attractive and accessible greenspace and footpaths for all adults in supporting health and active lifestyles, noting 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.

## Overall Conclusions

- 4.20 There are some key items of infrastructure where the overall level of growth exceeds overall capacity. The implication is that any distribution scenario would result in a need for additional infrastructure. A key consideration moving forwards may be which scenarios best support new investment in terms of the practicalities of delivering infrastructure improvements on the ground, but also how the level and distribution of growth influences potential Cost-Benefit-Analysis. Further consideration could also be given to methods of funding/delivering infrastructure improvements.
- 4.21 Whilst there are a number of brownfield development opportunities within Douglas, many of them government owned, there may be a number of competing uses on these facilities (education, health, housing etc.) and it will be necessary to ensure that the best use is made of each site.

### ***Consultation Questions - Section 4***

- *Do you have any comments on the Scenarios 1, 2, or 3? (Do you think different Scenarios should be considered?)*
- *Which Scenario (or combination of Scenarios) do you think would be the most appropriate to form the basis of the Draft Plan?*
- *How could the Plan ensure that the necessary infrastructure is in place (in terms of capacity, quality and resilience)?*

## 5. Central Douglas

5.1 A Central Douglas Masterplan has been developed around the vision set out below.

### ***Box 3: Central Douglas Masterplan Vision***

*"Douglas will be a place for all to be proud of. An economically strong, dynamic destination and the world class Capital Town 'where you can'. The gateway to the Island, where the wealth of opportunities and activities provide all the freedom to flourish and enjoy Island life".*

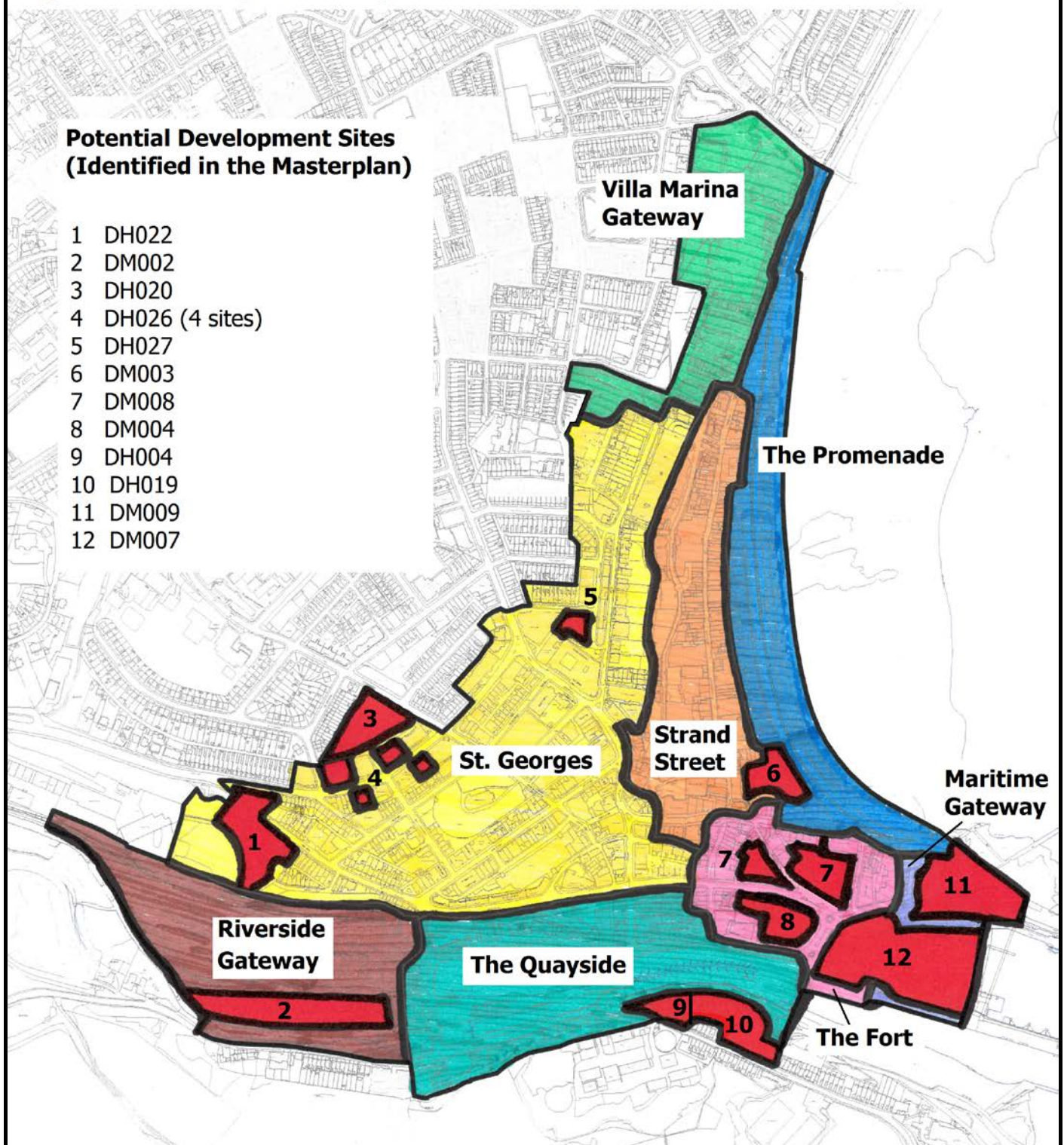
- 5.2 The Masterplan is not a statutory document but was approved by Tynwald in 2015, *"as a general framework for the development of Central Douglas, a material consideration in the determination of planning applications and the formulation of planning policy, most notably the Area Plan for the East"*. The format of the Masterplan was intended to ensure that, *"The evidence base and project proposals could be reviewed for inclusion in the Area Plan for the East"*.
- 5.3 The Masterplan breaks the area down into 8 Character Areas based on a combination of function and identity. Within each Character Area individual project proposals are set out that are considered to strengthen the Character Areas, and carry forward the Vision and Objectives.
- 5.4 Some of these projects do not change the overall land-use of an area or involve large-scale development, for example improvements to public realm. However, where proposals do involve changes to land use or large scale development they have been identified as Potential Development Sites and the site has been run through the Site Assessment Framework. This includes some of the proposals within the Strand Street Character Area as they would be longer-term and require demolitions and would retain current retail uses (i.e. there would be no change to overall use of area or size of town centre).
- 5.5 Map 3 (below) is an interpretation of the Masterplan, and shows the the broad character areas identified in the CDMP and the 12 Potential Development Sites which fall within the Central Douglas Masterplan area. Appendix 1 includes a table which sets out the relevant sites, the Masterplan's proposals for reach site and the reference number given to the site (no sites are identified within the Villa Marina Character Area). The Site Assessment Framework is available as Annex 4 to this report. A draft Assessment Report is also available for each site.
- 5.6 The Area Plan for the East could identify a Town Centre Boundary for Douglas, to focus retail and office development. This could be based on the Masterplan area, although one key question is whether to include the Riverside Gateway Character Area (broadly to the South of the Railway line and to the West of Bridge Road) within the Town Centre?

### ***Consultation Questions – Section 5***

- *Do you think there are key aspects of the Masterplan which need to be tested through the Site Assessment Framework and have not been identified within the Table in Appendix 1?*
- *Do you think there are elements of the Masterplan which should be reviewed due to changes in circumstances since the Masterplan was approved in 2015?*
- *Which Character Areas do you think should be included within the Town Centre Boundary?*



**Map 3: Central Douglas Masterplan - Character Areas and Potential Development Sites**





## 6. Wider Housing Issues

---

- 6.1 The previous sections have focused on the level of development, its broad distribution and potential sites in relation to Housing and Employment. This section focuses on wider issues in relation to housing and communities.

### **Housing Densities**

- 6.2 A key factor in ensuring sustainable development is making the best use of resources and optimising the use of land. One option is to build at higher densities. There is always the need to balance this with issues such as residential amenity, road layout, open space and other matters but well-designed high density building can be beneficial especially in terms of regeneration in more urban areas which can generate a feeling of activity and vitality. Building at higher densities can reduce the need to build on greenfield sites. Caution needs to be applied ahead of stressing any densities level in the Plan but this is an issue which can be explored as part of this consultation stage.

### **Affordable Housing**

- 6.3 The Housing Division in the Department of Infrastructure helps meet the Island's affordable housing need. It manages over 1,200 public sector properties, monitors the Housing Authorities on the Island and maintains a register of, and provides financial assistance to, first time buyers.
- 6.4 In terms of planning policy, the Isle of Man Strategic Plan - Housing Policy 5 - states that in granting permission on land zoned for residential development or in predominantly residential areas that for developments of 8 or more dwellings, 25% should normally be affordable housing. Actual requirements (for applications as well as development briefs) will depend on a number of factors including, evidence relating to local housing need; the specifics/characteristics of the site and adjacent land uses; the details of the scheme; the viability of the scheme; and the acceptability of alternative provision such as commuted payments.

### **Elderly Persons' Housing and Sheltered Accommodation**

- 6.5 The Isle of Man Strategic Plan indicates that some of the issues associated with an ageing population can be addressed through the preparation of the Area Plans where specific provisions can be made for instance in respect of land for nursing and residential homes, healthcare facilities as well as more general age-related facilities such as, schools, nurseries and public services, including transport.
- 6.6 There is a need to provide adequate dwellings for a growing ageing sector of the community. Ideally these should be located in areas which are relatively flat and are close to existing services. There is also a need to think about how to best integrate sheltered housing and elderly persons' housing within wider development schemes. Whilst a mix of housing types and tenures should be sought there is a need to consider if there are any specific issues to address when planning housing for older persons alongside housing intended for First Time Buyers and young families.

## Low Density Housing in Parkland

- 6.7 There is a need for the Area Plan to plan for the provision of a range of housing types and tenures; this includes open market housing and again there is a demand for a range of housing types available for private purchase. Within this sector there remains demand for some larger houses and there may be some pressure for the Area Plan to deal specifically with the issue of identifying suitable land for the development of what are often referred to as 'large new houses in the countryside.'
- 6.8 Some of the existing development plans contain designations for Low Density Housing in Parkland (LDHP). The Isle of Man Strategic Plan does not contain policy guidance on the matter, however the issue was considered as part of the Area Plan for the South when new LDHP designations were put forward. The Inspector's report contains observations in respect of LDHP as set out in Box 4.

### ***Box 4: Extract from Inspector's Report for the Area Plan for the South***

*...There is no basis in the Strategic Plan upon which to establish LDHP areas or indeed, to extend them.*

*... Although this is an Island-wide issue, the matter was not included in the assessment of the Strategic Plan, but now appears to be introduced in an ad hoc manner within an Area Plan. I have no evidence that the principle of this designation was allowed to be debated or considered at the Strategic Plan Inquiry in a fair or transparent manner ... I suggest that solely for consistency purposes, the Area Plan retain the existing LDHP designations, but not to contain any additional LDHP sites.*

***Area Plan for the South – Inspector's Report (paragraphs 4.23 – 4.28)***

- 6.9 In light of the above, it is envisaged that existing Low Density Housing in Parkland designations will be 'rolled over' into the Area Plan for the East (unless allocated for an alternative use) and no new LDHP sites will be identified.

## Groups of Houses in the Countryside

- 6.10 The Isle of Man Strategic Plan sets out a commitment to review potential Groups of Houses in the Countryside, as set out in Box 5. It is noted that although adding further dwellings to these groups may not accord with the Strategic Objectives relating to settlement growth and sustainability, some development may assist in, meeting the needs of rural areas; maintaining social and family connections, sustaining the rural economy; and may reduce the pressure for sporadic and isolated development in the countryside. Such additions would need to be sensitively designed, taking into account the character of the extant development and landscape setting and be of appropriate scale relative to the group.

**Box 5: Policy context for 'Groups of Houses in the Countryside'**

*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. These groups are found variously at crossroads, in places sheltered by trees or topography or around chapels, abandoned mills or smithys.*

*...In the most recent local and Area Plans, the Department has in fact identified a number of these opportunities and 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. It is important, however that such development is controlled by the development plan process rather than as ad hoc decisions taken in isolation.*

**Isle of Man Strategic Plan 2016 (Section 8.8)**

- 6.11 Table 4 sets out the areas which have been initially identified for consideration. It should be noted that the inclusion of an area within the above table is simply an indication that it will be assessed (both in terms of whether it could be considered a Group of Houses in the Countryside and, if so, whether any further development is appropriate). It is possible that not every site which is assessed will be found to be suitable for inclusion in the Plan as a Group of Houses in the Countryside with potential for additional development. Further areas for consideration may be identified in light of the final version of the Potential Development Site Assessments and the results of the Preliminary Publicity consultation.

**Table 4: Areas to be considered as potential Groups of Houses in the Countryside**

Local Authority Area	Groups of Houses for Consideration
Braddan	Ballaveare, Mount Rule, Quine's Hill and West Baldwin Village
Douglas	None
Garff (Laxey & Lonan Wards)	Agneash, Baldhoon, Ballaragh and Barrose Road (Liverpool Arms)
Marown	Braaid, Eairy, Glen Darragh, Greeba and Stuggadhoo
Onchan	Hillberry
Santon	Ballchurry (houses between Newtown and the Fairy Bridge)

## Community Facilities

- 6.12 The Isle of Man Strategic Plan 2016 indicates that where there are known site requirements for Community Facilities, these will be safeguarded in the relevant Area Plans for that area. It is envisaged that the Scenario Testing work undertaken as part of this Preliminary Publicity Stage will enable an understanding of the impact of different approaches to distributing growth on the need for new/expanded Community Facilities.

## Regeneration Areas

- 6.13 The Isle of Man Strategic Plan recognises that within some of the larger towns on the Island, there are areas which are showing signs of deterioration and degradation. Often these areas are characterised by older housing stock, limited investment, empty and underused buildings, derelict sites and generally poor environments. As a result these areas can suffer from economic, environmental and social problems which need tackling holistically to stem the process of decline and to encourage regeneration.
- 6.14 Environment Policy 43 states, *"The Department<sup>4</sup> will generally support proposals which seek to regenerate run-down urban and rural areas. Such proposals will normally be set in the context of regeneration strategies identified in the associated Area Plans. The Department will encourage the re-use of sound built fabric, rather than its demolition"*.
- 6.15 Further work will be necessary to evaluate the need for Regeneration Areas in the Plan.

### Consultation Questions - Section 6

- *Should the Plan encourage building at higher densities (either generally or in specific areas) and, if so, how?*
- *How should the plan approach the issues of Affordable Housing and Elderly Persons' Housing and Sheltered Accommodation?*
- *Are there areas where new/improved community facilities would be of significant benefit?*
- *Do you think there are areas not included in Table 4 which should be assessed as potential Groups of Houses in the Countryside?*
- *Are there areas where the identification of a Regeneration Area would provide significant benefit?*

---

<sup>4</sup> Meaning the Department of Environment, Food and Agriculture (DEFA)

## 7. Wider Employment, Retail and Town Centre Issues

- 7.1 The previous sections have focused on general level of development needed, its broad distribution and potential development sites particularly in relation to Housing and Employment. This section focus on wider issues in relation to employment, retail and town centres.

### **Providing employment land opportunities of the right type and size**

- 7.2 Paragraph 2.5 sets out that there is evidence which shows a need to provide additional employment land in the East. In the absence of precise figures in the Strategic Plan, it is up to the Area Plans to allocate sufficient land in line with the most up to date and reliable evidence.
- 7.3 As set out above, much of the existing demand for industrial land is for smaller sites. Based on existing allocations and approvals, the Employment Land Review identifies over 50 hectares of available land within the South and 2 hectares in the East (the latter having discounted as unsuitable 10 hectares of land allocated for employment purposes within existing Local Plans). However, the Employment Land Review highlights that it is not simply a case of assessing supply quantitatively but also qualitatively (i.e. the ability of available sites to meet the operational demand of modern businesses) and that this may mean larger sites are required.
- 7.4 As examples, the Technology Park concept may require a larger/higher quality site or there may be need to identify land for large single users. Limited opportunities may exist for such development within the existing settlements. Where it is necessary to allocate sites outside of the existing settlement boundaries, development briefs are likely to be necessary to ensure the proper use and servicing of such sites and their retention for specific uses where appropriate. Perhaps in some cases it may mean sites of a specific size are retained to protect opportunities for expanding/new single-users.

### **Town and Village Centres**

- 7.5 The Isle of Man Strategic Plan is clear in that we should, *"maintain and enhance the viability and vitality of town centres by controlling the location and nature of new retail and commercial development"* (Strategic Objective 3.4d). In accordance with the Settlement Hierarchy, Douglas and Onchan will provide the focus for services, with the Service Villages (Laxey and Union Mills) and other Villages providing services to meet local needs. The Strategic Plan provides additional detail in relation to retail and office development as set out in the box below.
- 7.6 In terms of the elements of the Plan which are supported by mapping, consideration will need to be given to if and how town and village centres are delineated, including whether this is necessary for all settlements. Such delineation could provide clarity to the application of the relevant Strategic Plan Policies (see Box 6). Consideration will also need to be given to how an identified Douglas 'town centre boundary' would relate to site allocations for offices and retail and also the Central Douglas Masterplan boundary (see Section 5).

#### **Box 6: Policy background for town and village centres**

**Business Policy 7:** *New office floor space should be located within town and village centres on land which is zoned for the purpose on the appropriate area plan; exceptionally, permission may be given for new office space (a) on approved Business Parks for Corporate Headquarters which do not involve day to day callers; or (b) in buildings of acknowledged architectural or historic interest for which office use represents the only or most appropriate practicable and economic way of securing future use, renovation and maintenance.*

**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.*

*Page 84, Isle of Man Strategic Plan 2016*

### **Tourism Issues**

- 7.7 The Isle of Man Strategic Plan states that the role of an Area Plan should not be to provide a strategy for tourism but rather to facilitate possible development by way of appropriate policies and guidance. The Plan is likely to give a tourism designation to specific tourist attractions and existing large individual hotel sites in the East, with new tourist accommodation incorporated into areas of mixed or residential use. Paragraph 9.5.7 of the Strategic Plan states that “wider areas which still include a large tourism element, such as Douglas Promenade, may be designated for a ‘residential/tourism’ use (other potential uses may be identified and included in a mixed designation if appropriate).”
- 7.8 Historically within Douglas, significant tourist activity centred on the Northern edge of the seafront however over time there has been a shift to the South. This has resulted in pressure to allow seafront properties to be converted into residential properties. The Plan will need to strike a balance between on the one hand ensuring that best use is made of the seafront and promenade as an asset to support tourism and on the other hand a pragmatic approach to avoiding derelict/empty buildings.

### **Parking**

- 7.9 Parking provision is an important issue, and the level of provision has an effect on the achievement of other policy aims. For instance, restricting the number of spaces may encourage the use of other forms of transport, such as walking, cycling or bus. However, in order for local shops and other services to be viable there is a need to ensure that there is sufficient parking provided in close proximity; this may encourage people to use local services rather than travelling further afield.
- 7.10 It is also noted that the Strategic Plan indicates that in the preparation of the Area Plans consideration will be given to the identification of suitable sites for commercial vehicle parking. At this stage, no sites have been specifically suggested for such purposes.

#### **Consultation Questions - Section 7**

- *How can we best support our Town Centres?*
- *Which areas (if any) should be identified as being specifically for Tourism?*
- *Where is there a need for more (or less) parking provision?*



## 8. Wider Environmental Issues

---

8.1 The Isle of Man Strategic Plan sets out a number of policies in relation to the protection and enhancement of the Historic and Natural Environment. The ongoing work on the Existing Land Use Maps and Constraints Map will endeavour to highlight and reflect key environmental assets and constraints (See Section 3). The Site Assessment Framework also highlights where these are relevant considerations. The Scenario Testing work looks at how the overall pattern of development might be realised and the impacts in terms of the containment policy, prioritising brownfield sites and avoiding flood risk areas (See Section 4). This section therefore only contains detail in relation to the following environmental issues, which it is felt have not been covered in the preceding sections:

- Climate Change;
- Green Gaps;
- Footpaths and access to the Countryside;
- Design (including Sustainable Construction); and
- Environmental Enhancement.

### Climate Change

8.2 It is clear that significantly reducing our Island's greenhouse gas emissions, with current and foreseeable technology, will necessitate deep electrification of the energy system which will, over time, displace the use of fossil fuels. It will also involve the use of sustainably sourced biomass and improvements to some land use practices. In 2016, the first of a series of 5 year plans was adopted, setting out how the Isle of Man will achieve greenhouse gas emissions reductions within the framework of Government priorities and agreed climate change and energy policies. The Area Plan will be prepared in the context of this broad approach to tackling climate change and in line with the strategic objectives, environmental policies and energy policies in the Isle of Man Strategic Plan.

### Green Gaps

8.3 A Green Gap is defined in the Strategic Plan as being *"an open space which serves to maintain the distinction between settlements; prevents the coalescence or merging of settlements; and may provide recreational opportunities"*. Strategic Policy 3 of the Strategic Plan relates to the avoidance of coalescence between settlements; this is further strengthened in Spatial Policy 7 which states that Area Plans will assess the need for Green Gaps between settlements so as to avoid coalescence. The Area Plan will consider the issue of identifying Green Gaps between settlements in the East.

### Cycling, Walking and Access to the Countryside

8.4 There is an abundance of routes suitable for walking, cycling and horse-riding in the East of the Island and generally speaking this is seen as a well-established and maintained network. However, Recreation Policy 5 of the Isle of Man Strategic Plan that Area Plans will identify areas where improvements to informal access to the countryside can be made and to the public footpath network. The Area Plan will address this issue to determine the need to identify where improvements need to be made. There is a link between these issues and previous sections relating to Green Infrastructure, and Health and Wellbeing (see section 4) and also encouraging journeys by modes other than by car (see section 7).

## Design (including Sustainable Construction)

- 8.5 Whilst the Isle of Man Strategic Plan gives some general design principles there is a need for the Area Plan to ensure that a high level of design is achieved at the local level. Specific Proposals which support development should reflect the local character, and take account of scale and materials where appropriate. The Area Plan will aim to bring about developments which integrate well into existing settlements and create places which people are proud of and want to spend time in. This can be achieved by producing Design Briefs which would be specific to the sites identified for development in the Plan and would include criteria that an applicant should take account of in the preparation of any planning application for the site and supporting documents.

## Environmental Enhancement

- 8.6 In addition to the need for protection there is also a need to carry out enhancements to the natural environment if a sustainable vision for the Isle of Man is to be achieved. The Strategic Plan indicates that, *“Opportunities for environmental enhancement, such as tree planting, the removal of eyesores and the management of habitats will need to be identified in Area Plans with the full involvement and support of local communities”*. Such opportunities may include former mining areas which have been or are in the process of being reclaimed. Appropriate reclamation should protect or enhance features of industrial or archaeological significance.

### **Consultation Questions - Section 8**

- *Are there any particular measures that should be taken in the Plan to ensure it adequately addresses the issue of Climate Change?*
- *Are there any areas which should be considered as a potential Green Gap?*
- *Are there any areas where improvements to the footpaths/cycle network would be of significant benefit?*
- *Are there areas where Environmental Enhancement would provide significant benefit?*

## 9. Measures to Ensure Sufficient Flexibility

### Strategic Reserves

- 9.1 The Isle of Man Strategic Plan recognises the importance of a 'plan, monitor and manage' approach when it comes to development land supply (see Box 7). There are many variables which affect the take up of sites - even if they are allocated, and even if they have a planning approval. Monitoring such figures is important. One option which will be considered in the Plan to help provide flexibility is to identify Strategic Reserve sites.
- 9.2 The Isle of Man Strategic Plan covers the 15 year period from 2011 to 2026. The Area Plan for the East will cover the same period, but, in terms of allocating land for development, could include Reserve Sites which are intended for development in the longer-term (beyond 2026) or possibly before that should the need for sites exceed the predicted rate of take-up.

#### **Box 7: Strategic Reserve Sites**

*"The Area Plans will need to ensure that there is enough flexibility to react to pressures relating to both supply and demand. Site allocations known as Strategic Reserves are likely to be used in the Area Plans for this very purpose. The Area Plan for the South identified two Strategic Reserve sites for housing. The difference between the Reserve Sites and general allocations is that the Reserve Sites are not for immediate release. They will only be released when the Department is certain that there is a need for them and a defined methodology included within the Area Plan has been followed".*

*Isle of Man Strategic Plan 2016 (paragraph 8.1.6)*

- 9.3 Therefore, sites which are considered suitable for development at some point but are not at the time of the Plan considered 'developable' may be allocated as Strategic Reserves. The methodology for the release of Reserve Sites will be set out in the Draft Plan, and will involve consideration of the Island-wide picture as well as any local circumstances.

### Mixed Use

- 9.4 It is important to both recognise existing areas of Mixed Use and to consider how best to approach proposals for new sites suitable for Mixed Use. Some of our existing settlements have areas where there is no dominant land use. Such areas may be appropriate to be designated for Mixed Use. Mixed Use designations and new allocations are a way of building flexibility into the Plan. An allocation for Mixed Use would normally be acceptable for a variety of uses which would be compatible with each other and the area generally. Development Briefs may restrict development of Mixed Use Sites to certain uses/types of development if deemed appropriate. As part of the Call for Sites, some sites (see Section 2) were identified as potential Mixed Use sites, and the Maps reflect this stated choice. Further detail is provided in the Site Identification Report (Annex 3) and Site Submissions and Assessments.

#### **Consultation Questions - Section 9**

- *Do you have any comments about how we could build flexibility into the Plan?*
- *Do you have any comments on how we might control the supply of development land?*

## 10. Concluding Remarks

---

- 10.1 The Area Plan for the East is being prepared in line with the Town and Country Planning Act 1999 – it will form part of the Island Development Plan. The findings of this Preliminary Publicity i.e. public consultation will feed into the preparation of the Draft Plan for the East to be published in 2018. When the new Area Plan is brought into operation, all extant Local/Area Plans will be replaced.
- 10.2 The Preliminary Publicity Document should be read in the context of the Isle of Man Strategic Plan 2016 and other supporting background evidence available on the webpage **[www.gov.im/tape](http://www.gov.im/tape)**
- 10.3 The Area Plan will deal with specific issues in the East and address development needs and translate this into Proposals and Recommendations. There may be some matters identified which are best considered at an Island-wide level and where this is the case, this will be explained as the Plan preparation progresses.
- 10.4 This Preliminary Publicity stage is an important early opportunity for members of the public, interested parties including Local Authorities and Developers, Government Departments and other bodies to participate in the plan making process.

# Appendix 1. Masterplan Proposals

Proposal		PDS*
<b>St. Georges Character Area</b>		
SG1	<b><i>A flexible approach is advocated; residential infill development can add life and activity</i></b> - A mix of uses would assist in creating activity at different times of day, and supporting the continued evolution of the area.	DH020 and DH026
SG2	<b><i>St George's gateway at Peel Road would benefit from residential development</i></b> - The Peel Road gateway particularly lends itself to residential development, providing an attractive site to announce entrance to the town centre.	DH022
SG3	<b><i>Infill at the Government Offices at Stanley Mount and across various sites around the area</i></b> - The site could be subject to infill development to improve accommodation and with potential to allow relocation of offices.	DH027
<b>Strand Street Character Area</b>		
SS2	<b><i>Significant new retail &amp; residential development on Villiers Square &amp; 'AXA' site and creation of new public space</i></b> - This development looks at Villiers Square, Strand Street frontage & AXA site to create a development site and reprovide the public space elsewhere. The Villiers Square space is currently not functioning and further public space provision within the tight confines of Strand Street is difficult. The site offers opportunity to create a larger unit/ units to support the intensification of the high street through the removal of no. 23 -50 Duke Street.	DM003
<b>Quayside Character Area</b>		
QS1	<b><i>Infill at the Lord Street site / North Quay, focusing on leisure development</i></b> - The site will be dealt with in more detail in the following section, but the Lord Street site offers the final vacant site along this frontage. Other premises are currently vacant but are constrained by existing scale so these don't offer the same potential.	DM004
QS2	<b><i>Support town centre circuit connecting through Wintergarden to new capital town space</i></b> = The Masterplan proposes a Wintergarden space as part of the Lord Street development site. An attraction in its own right, the space could offer a range of benefits such as a space to gather in poor weather, it could also perform the role of a waiting space for bus passengers using real-time information technology.	
QS4	<b><i>Evolution from light industrial uses and garaging to residential, with awareness of South Quay as a key transport route. Exit strategy needed for relocation of existing uses convenient to the town centre</i></b> - The South Quay offers fantastic opportunity to create a Marina that is a centre piece for Douglas. Whilst the North Quay prospers the South Quay offers scope to improve the overall look and feel of the area by the suggested relocation of industries within this area, and the growth of the residential offer. Sites within the Riverside Area have been identified to allow relocation of the garages and lower end uses.	DH004 and DH019
<b>The Fort Character Area</b>		
TF1	<b><i>Leisure led / town centre uses, including hotel, cinema and wintergarden, incorporating gallery space and ancillary retail and residential opportunities</i></b> - The opportunity for the Lord Street and Parade Street sites is immediate. The sites are vacant and are Government owned. A Wintergarden, also providing all weather shelter and waiting area for bus services, to include real time service information is suggested; this space could not only form a destination but a key route used to connect Knox Place to The Quayside. This opportunity is interlinked to the delivery of TF2.	DM007
TF2	<b><i>Potential for marshalling yard extension, and multi-storey car parking to support The Fort development</i></b> - To cover future operational needs of the marshalling yard it is crucial that space is provided to allow expansion. Above this and bounded by active uses as proposed above (Project TF1), a car park is proposed to accommodate the increased car parking needed to support The Fort.	

Proposal		PDS*
TF3	<b><i>Mixed use retail led town centre uses proposed for Middlemarch &amp; Cambrian Place including a possible department store</i></b> - These two sites could come forward combining a mix of uses as appropriate. The potential interest in a department store has emerged; this would potentially assist in retaining some current off-Island spend. Fort Street which lends its name to the area will be retained as an alignment for a pedestrian desire line through the sites, linking with the wintergarden.	DM008
TF6	<b><i>Knox Place to be a new destination capital town space</i></b> - The creation of a new town civic space came out strongly in consultation and the location of the space was carefully considered. The ability to create a sizeable area of space within a new development offers the most deliverable potential. The space can become a focal point for the town and join together a number of existing and new developments. The space could be a flexible area, for both everyday use and special events. A space to sit out and enjoy the weather with engaging features through the hard and soft landscaping treatment and furniture, as well as an event space to provide room for markets, festivals, the TT, or even an outdoor ice rink at Christmas.	
Maritime Gateway Character Area		
MG1	<b><i>Potential replacement of the current sea terminal with a new purpose built port and potential for cruise liner terminal</i></b> - The expansion of the offer at the terminal could open up a new market for tourism, in catering for the needs of cruise liner passenger day visitors. The redevelopment of the site offers the potential to create a modern passenger and visitor focussed arrival and departure point. Any proposals must recognise the need to future-proof the sea port in the national interest of the Island.	DM009
MG2	<b><i>New leisure focused development, including food and drink uses overlooking Douglas Bay, and visitor facilities such as bike hire for the Promenade</i></b> - Provision of facilities that cater for tourism and Island residents alike will help draw people into Douglas at all times of the day. Destination amenities that offer something different will create interest and excitement, emphasising the progress and evolution of Douglas	
MG3	<b><i>Maritime Place, a new public space between the buildings, sheltered from the elements whilst retaining views out</i></b> - This space forms part of a new wider network of spaces. The space can offer shelter for the terminal users and occupants of the new commercial space.	
MG4	<b><i>Potential high level viewing platform either as part of commercial building (penthouse restaurant) or freestanding structure</i></b> - The opportunity here is to create one of destination that can symbolize change in Douglas. This can be one of a number of recognizable features that progress the identity of Douglas, against the backdrop of the Victorian Promenade.	
Riverside Gateway Character Area		
RG2	<b><i>Potential mixed use area, this can include residential</i></b> - This currently vacant site benefits from a riverside location and a number of buildings offering potential for conversion. Associated landscaping would also improve the quality of the environment in this location.	DM002
RG4	<b><i>Potential for area of public space along Riverside corridor</i></b> - Maximising amenity within this area which could be a town centre gateway.	





**The information in this leaflet can be provided in large print or audio**

Cabinet Office  
Government Office  
Bucks Road  
Douglas  
IM1 3PN