



**Isle of Man
Government**

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Castletown Housing Land Review Site Assessment Framework

Cabinet Office
November 2016

1. Introduction

- 1.1 This framework will be used to assess sites for housing/residential uses in and around Castletown. It will help to establish a short-list of sites which will progress to the more formal stages in the process which will more fully explore the need for/ merit of and likely deliverability of, land for housing over and above the amount set out in the Area Plan for the South.
- 1.2 A comprehensive Site Assessment Framework (SAF) is vital in the compilation of a shortlist of potential sites. It is part of a broad set of measures to manage and plan for settlement growth and the implications of that growth.
- 1.3 The purpose of this Castletown Review project is to further investigate the need for and options for the release of additional land for housing development in the Castletown area. The Review assumes that the existing housing allocations in the form of 'proposal sites' included in the Area Plan for the South remain in-place.
- 1.4 The extant Area Plan for the South will remain in operation throughout the Castletown Housing Land Review (CHLR) process.
- 1.5 The Castletown 'Call for Sites' as well as the initial consultation on the long list of sites identified and the Housing Needs Assessment have already been undertaken. As part of this the Department has published a list and map of all sites submitted (including supporting information) and estimates of housing need up to 2026. The findings of this Consultation will inform both the application of the SAF also the future stages of the Review.

2. Site Assessment Framework

- 2.1 The scoring of the Criteria Questions within the SAF ranges from 4 (highest value) to 0 (lowest value). A '0' Score will be available for a criterion which is considered to be a Critical Constraint. For a criterion not considered to be a Critical Constraint, '1' is the lowest score available. For some questions, the choice of scores is limited.

Stage 1: Preliminary Ranking

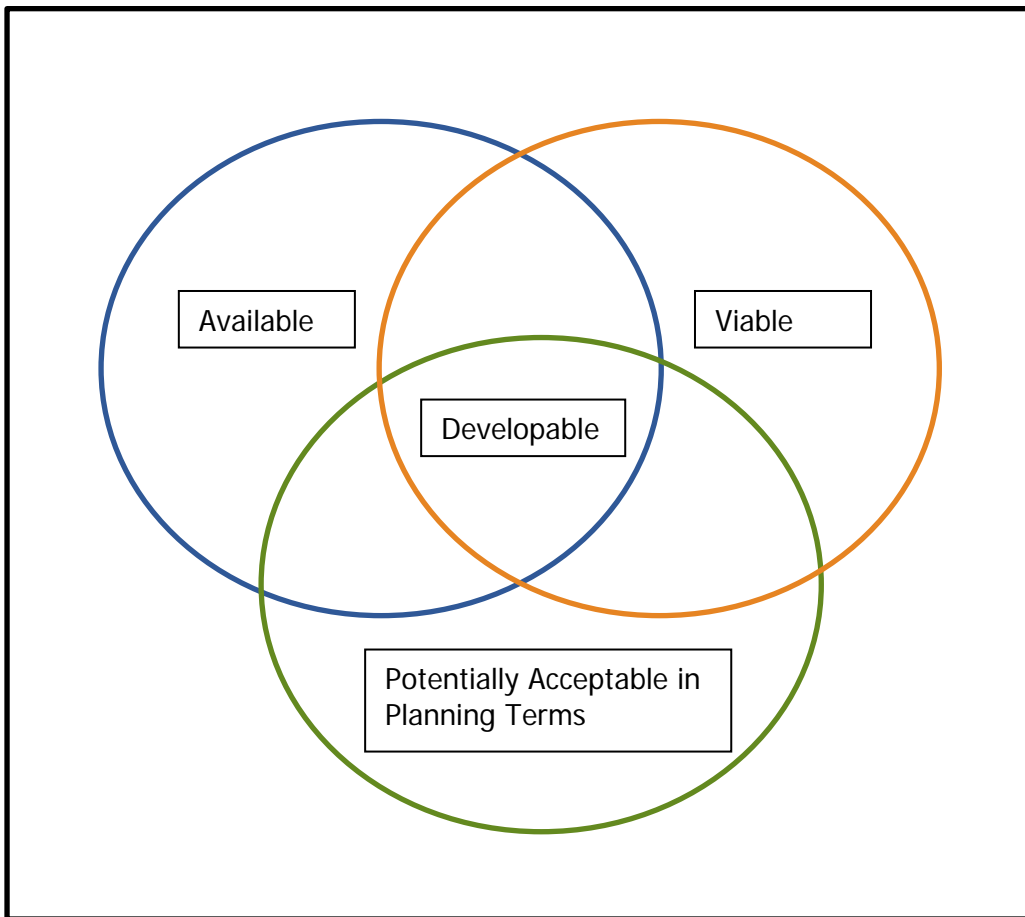
- 2.2 The first stage of the framework is to give each site an initial score to allow a preliminary ranking of the long list of sites. This stage will identify those sites which should not be automatically progressed to the following stages. Those sites which are judged, by reason of their location to be unsuitable, will be excluded from progressing further in the assessment process.

The output of stage 1 will be a list of sites which screens out those considered unsuitable due to location.

Stage 2: Detailed Consideration

- 2.3 All sites which pass stage 1 will be assessed against the detailed criteria and given an overall score (see appendix 1). This will normally include conducting a site visit. As part of this stage, consideration will also be given to whether a site is developable or, if not, whether it has potential to form a Strategic Reserve Site.
- 2.4 For the purposes of this assessment, the definitions set out below are used.
- **Developable:** Sites which are potentially acceptable in planning terms, there is a reasonable prospect that, at the point envisaged, they will be available and viable
 - **Potentially Acceptable in Planning Terms:** Sites which pass stage 1 and have no critical constraints which cannot be overcome
 - **Available:** Where there is a landowner willingness to develop and no existing uses which cannot cease
 - **Viable:** Where there are no serious barriers to delivery in terms of the cost and practicality of issues such as: ground-works/remediation; access, services and other infrastructure; and any necessary developer contributions in relation to affordable or social housing/open-space etc.
 - **Deliverable:** Developable sites that could be brought forward in the short-term (sites with planning approval will normally be considered to be Deliverable)
 - **A Strategic Reserve Site** is considered suitable for development but is held 'in reserve' until a time when there are compelling reasons to release it. 'Reserves' could be sites which are considered likely to become Developable after the end of the current Plan Period and/or where additional allocations are considered appropriate in order to provide flexibility to maintain supply beyond the current Plan Period.

Figure 1: The components of a developable site



- 2.5 Decision making on individual scores will take into account the Area Plan for the South's Written Statement and accompanying Maps. Scoring for Stage 2 will be supplemented in most cases by an Assessment Report; exceptions being those sites for which Critical Constraints have been flagged up. For such sites, an Assessment Report will not automatically be prepared unless decision making using the scoring exercise has been finely balanced and a judgement has been made to prepare a fuller assessment. For such sites, a brief explanation will be provided as why an Assessment Report is considered necessary/appropriate.

There will be two outputs from Stage 2. The first output will be a list of sites which are considered unsuitable due to the presence of Critical Constraints which cannot be overcome. The second output will be a list of sites which are not 'screened out' due to Critical Constraints and, for each of these sites:

- an overall score (and confirmation of whether any critical constraints apply);*
- an assessment of whether the site is developable (and if not whether it could be considered as a 'Strategic Reserve' site); and*
- a recommendation as to whether the site should be shortlisted (i.e. progress to stage 3).*

Stage 3: Shortlisting

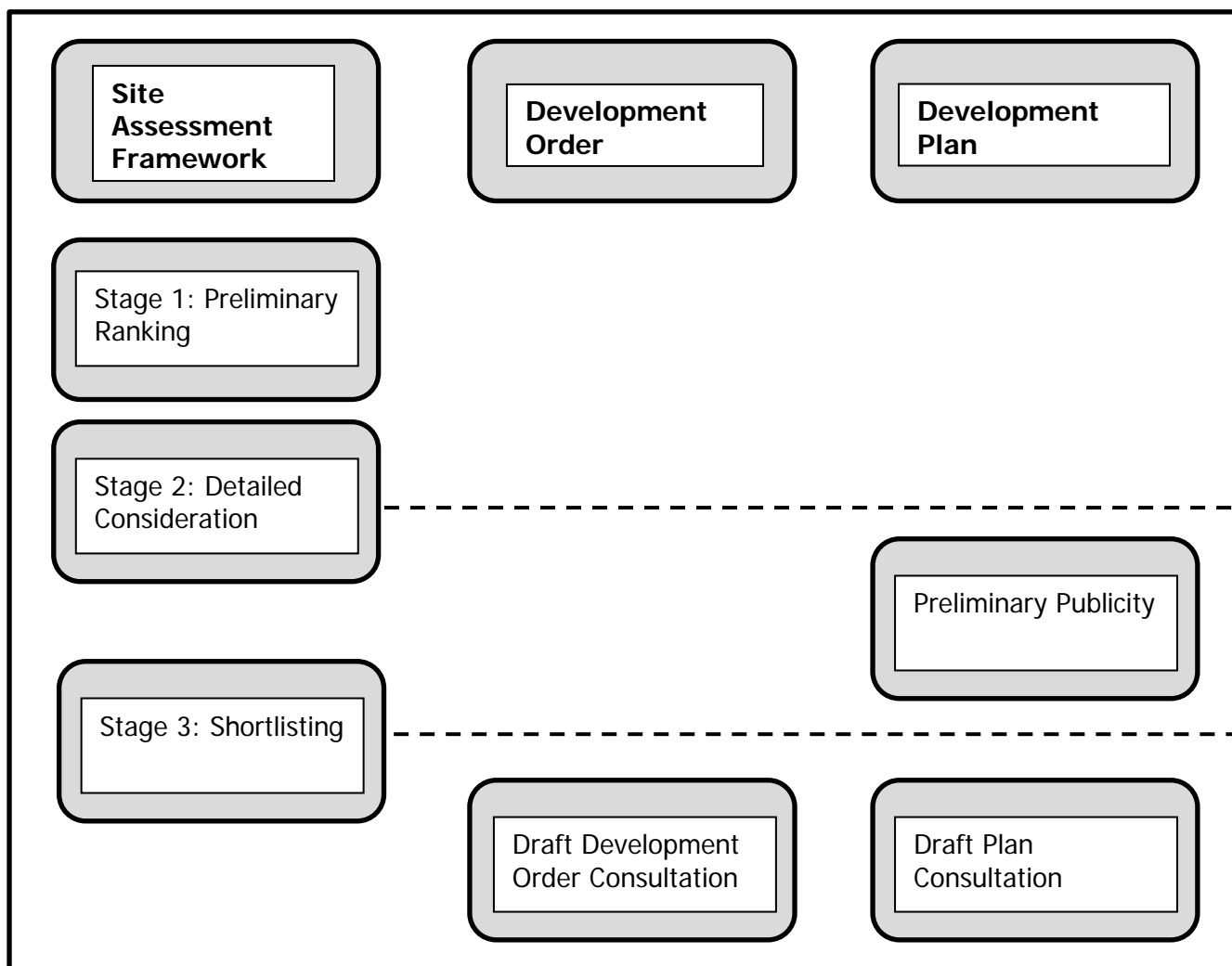
2.6 Stage 3 will entail more detailed consideration of the issues for each of the shortlisted sites. Depending on the result of this consideration, some of these sites may go on to be identified as draft proposal sites (for inclusion in a Draft Plan or Draft Development Order) if there is an identified need. Sites will be recorded as either "Stage 3: Progress shortlisted site" or "Stage 3: Do not progress shortlisted site".

The output of stage 3 will be a list of sites identifying which (if any) of the shortlisted sites should be progressed.

Relationship to Statutory Stages

2.7 There are a number of options in terms of the process to be used to take forward the CHLR. These include either an approach to partially review The Area Plan for the South or an approach which focuses on the preparation of one or more Development Orders. For a Development Order the outputs from stages 2 and 3 would form the basis of public consultation on a Draft Development Order. For a Development Plan, the output of stage 2 would form the basis of the Preliminary Publicity and the output of stage 3 would form the basis of the Draft Plan. The diagram below illustrates how the three stages of the SAF.

Figure 2: Relationship between Site Assessment Framework and Statutory Processes



3. How the SAF has evolved since 2008

- 3.1 The development of a SAF to assist in site selection was first used for development plan work in the preparation of the Area Plan for the South. The Framework was designed as a question-based set of criteria which allowed sites to be identified which best met the objectives of the Isle of Man Strategic Plan and accorded with best practice for sustainable development. The original Framework (published in 2008) was used to assess sites for both residential use and employment use. The overall aim of the 'framework approach' was to bring a more robust methodology to the site selection process generally.
- 3.2 The 2008 Framework introduced the concept of "Critical Constraints". Where identified, a Critical Constraint is a trigger used to identify those sites where there is an issue deemed so important that it would clearly hinder the site being developed. The negative effects of development would be significant on such sites, and the option of mitigation would be impractical or inappropriate.
- 3.3 In light of experience gained from the practical application of the SAF for the Area Plan for the South, and in an effort to be more relevant to the limited geographical extent of the CHLR, the Framework was revised and updated and as part of the Call for Sites exercise in 2015. The changes were an attempt to: make judgements about scoring more straightforward, allow scoring decisions easier to understand, and result in final scores which were more useful in the shortlisting of and consideration of sites going forward.
- 3.4 On the 9th July 2016, the 'Call for Sites' for the Area Plan for the East was published which was based on that for Castletown but again refined specifically for the East. The broad Framework design remained the same but the structure of the assessment process was based on a slightly different approach. Although this meant that there were in effect two different SAF's being used at the same time, it was judged that because the CHLR SAF was designed for Castletown as a unique project with a specific purpose/context namely looking at one settlement and a relatively small number of sites, it is not necessary review the CHLR SAF again at this stage in the process.
- 3.5 The Framework has been updated in light of discussions with key stakeholders. Changes have been made to: D5 (Public Transport); D6 (Access to Road Network); and D14 (Flood Risk). In addition, practical use of the SAF for another Cabinet Office project - namely the Employment Land (Development Order) project - has shown it necessary to clarify that a score of 0 for D8 (Landscape) is a Critical Constraint and should be reflected elsewhere in the document, specifically D22. Clarification has also been added around the definition of 'Developable' and how this will be considered.
- 3.6 The SAF methodology for the CHLR was originally presented as part of the blank form to be used to assess sites. The explanation of the methodology has been expanded and placed into a separate report (this document). Two key changes have been made to the blank individual site template to improve legibility: the re-ordering of some of the questions to make a clearer distinction between stages 2 and 3 (and to make it clearer how the issue of whether or not a site is developable has been considered as part of step 2); and adding a specific question as to whether the site should be shortlisted (with explanation), to ensure the recommendation is clearly recorded.

4. The Call for Sites for Castletown

- 4.1 The Call for Sites for Castletown in October 2015 launched the CHLR project. The Call for Sites was an opportunity for interested parties to put forward sites for housing development. The supporting information that was published clearly set out that the focus was to be on reviewing the need for additional housing land in the Castletown area only, and defined a Study Area around the town.

Table 1 – Sites in response to the Call for Sites

Site No.	Site Location	Site Area (ha)
1	Redfearns Meadow, Ballalough, Castletown	0.80
2	Gardenfield & adjoining land (Field 434037), Malew Road, Castletown	3.40
3	Qualtrough's Yard, Hope Street, Castletown	1.50
4	The Buchan School, Westhill, Arbory Road, Castletown	5.20
5	Great Meadow, Site 1, Fields 432936, 432934, Part 435209, Land East of Malew Road, Castletown	4.50
6	Great Meadow, Site 2, Fields 432861, 432881, 432880, 432879, 432915, part 435209, East of Malew Rd, Castletown	20.10
7	Great Meadow, Site 3, Field 434038, Land to West of Malew Road, Castletown	4.10
8	Great Meadow, Site 4, Fields 434044, 435244, 435243, 432846, 432823, 435242, Land East of Malew Rd, Castletown	15.80
9	Great Meadow, Reserve Site1 Fields 434939,434940,435207,432837,435208,432839,432836,434062,432814, East of Malew Rd	32.60
10	Great Meadow, Reserve Site 2 Fields 434065, 434064, Land to East of Malew Road, Castletown	6.10
11	Mill Court, Hope Street, Castletown	0.06
12	Lorne House Field, Lorne House, Douglas Street, Castletown	0.60
13	Lorne House Kitchen Garden, Lorne House, Douglas Street, Castletown	0.30
14	Land south west of Castletown off Arbory Road, consisting of Castle Rushen High School, Castletown swimming Pool and adjacent fields consisting of 434008,434011, 433109, 434016 and 433126 ¹	24.63
15	Phase 2 (of site 14), Field No 434010, 434007, 433128	16.00

- 4.2 In reviewing the above sites, it was noted that there were areas which should also be added to the long list as 'sites with potential'. These are sites which the Cabinet Office considers should undergo assessment (for completeness). They were identified due to a. their proximity to other suggested sites, their planning history or a former policy stance in previous development plans.

- 4.3 The sites in Table 1, the additional sites referenced above and the Study Area for the project, are shown on the map included at appendix 2 of this Report.

¹ The submission for this site (including the site boundary) has been updated. The site was previously referred to as, "Phase 1, Field No 434012, 434011, 434008, 433126, 433129".

5. Initial Consultation following the Call for Sites

- 5.1 Following the Call for Sites, and to inform the next stage of the Review, the Cabinet Office launched an Initial Consultation between 26th August and 7th October 2016 which sought comments on:
- the Provisional Housing Need Assessment;
 - the sites which have been suggested to the Cabinet Office via the Call for Sites (and other sites suggested by the Cabinet Office); and
 - the options identified to take forward the project.
- 5.2 The following documents were available to support the consultation:
- The Initial Consultation Response Form;
 - An Explanatory Note about the purpose and scope of the Consultation;
 - A Paper titled 'A Provisional Housing Need Assessment';
 - A map showing: the Call for Sites Study Area, existing allocations (as in the Area Plan for the South), sites submitted to the Cabinet Office as part of the 'Call for Sites' and other land identified by the Cabinet Office which should be assessed through the framework;
 - Copies of each of the submissions made to the Cabinet Office in response to the 'Call for Sites'
 - A draft Site Assessment Framework (SAF)
 - The latest Residential Land Availability Study (RLAS 8)
- 5.3 Comments were invited on all of the sites submitted. The comments received will be used to inform the practical application of the SAF to the sites.

Appendix 1 – SAF Stage 2 Criteria

Criterion 1: Selecting the most appropriate locations to minimise the need to travel and protect the countryside

Score 4	Site is within the identified settlement of Castletown
Score 3	Site is outside the identified settlement of Castletown but is previously developed land
Score 2	Site is greenfield land and adjoins the outer boundary of the identified settlement of Castletown
Score 1	Site is outside the identified settlement of Castletown in the open countryside or would encourage the merging of settlements
Score 0 (Critical Constraint)	Not applicable

Note: Settlement Boundary is as shown on Map 5 of the Area Plan for the South

Criterion 2: Selecting sites which are compatible with adjacent land uses ('compatibility' can be defined as two or more uses existing without conflict) **If the site scores 0, a Critical Constraint applies**

Score 4	Score 4 - Existing uses on surrounding land are generally able to operate in close proximity to the residential uses proposed (uses are compatible)
Score 3	Score 3 - Existing uses on surrounding land can only operate in close proximity to the residential uses proposed where effects are mitigated (uses could be compatible but only when mitigation measures are undertaken - such mitigation measure must be achievable).
Score 2	Not applicable
Score 1	Not applicable
Score 0 (Critical Constraint)	Existing uses on surrounding land cannot operate in close proximity to the residential uses proposed (uses are incompatible and cannot be made compatible by mitigation measures)

Criterion 3: Prioritising sites that are vacant and do not need substantial physical works

Score 4	Previously developed land (vacant) and would not require substantial physical works
Score 3	Previously developed land but would require substantial physical works
Score 2	Greenfield land and would not require substantial physical works
Score 1	Greenfield land and would require substantial physical works
Score 0 (Critical Constraint)	Not applicable

Notes:

- *Physical works include: site clearance (excluding demolition), internal road construction, creation or improvement of site access, drainage/sewerage works, other utility and telecommunications infrastructure, landscaping.*
- *Substantial physical works include: site clearance (including demolition), site remediation for contaminated or hazardous material (either improvement of or mitigation for), ground stabilisation, piling, large scale cut and fill works, basement construction, large scale site access/junction works/boundary works.*
- *If physical works involve the removal of internal or outer field boundaries (which may include hedgerows, stone walls or sod banks), the extent of and implications of such works, will be addressed in the Assessment Report.*

Criterion 4: Maximising access to community services and facilities

Score 4	Site is located within 1 km walking distance of 4 or 5 of the services/facilities listed above and is within 1 km of a school bus route
Score 3	Site is located within 1 km walking distance of 2 or 3 of the services/facilities listed above
Score 2	Site is located within 1 km walking distance of 1 of the services/facilities listed above
Score 1	Site is more than 1 km walking distance from all of the services/facilities listed above
Score 0 (Critical Constraint)	Not applicable

Community services and facilities are, for this exercise taken to include: a school, a shop, a GP surgery/health centre, a public park/outdoor sports facilities, indoor sports facilities, a community centre/hall.

Criterion 5: Encouraging the use of public transport

Score 4	The site is within 200m of a bus route with a peak time service every 30 minutes
Score 3	The site is within 400m of a bus route with a peak time service every 30 minutes
Score 2	The site is within 400m of a bus route with an at least hourly peak time service
Score 1	None of the above apply
Score 0 (Critical Constraint)	Not applicable

Note: Potential of site to have an internal bus route on completion of development or a new bus stop added to the existing highway network close to the site will be addressed as part of any Assessment Report

Criterion 6: Ensuring sites are accessible via the existing road network

Score 4	<p>Nature and location of site:</p> <ul style="list-style-type: none"> • will not require a new access to a Primary or District Link; and • will not result in a significant increase in the volume (or nature) of vehicle traffic movements on Local or Local Access Roads.
Score 3	<p>Nature and location of site:</p> <ul style="list-style-type: none"> • will not require a new access to a Primary or District Link outside existing settlement boundaries; and • will not result in a significant increase in the volume (or nature) of vehicle traffic movements on Local or Local Access Roads.
Score 2	<p>Nature and location of site:</p> <ul style="list-style-type: none"> • would require a new access to a Primary or District Link outside existing settlement boundaries; or • will result in volume/nature of vehicle traffic movements on Local or Local Access Roads that would be inappropriate.
Score 1	<p>Site is not located on the existing road network and would require a significant access route (relative to the scale of the proposal) to be constructed to link to the existing road network</p>
Score 0 (Critical Constraint)	<p>Not applicable</p>

The potential impact of sites on the Southern 100 course and the pressure on traffic management during racing will be considered in the final allocation of sites, although does not form part of Criterion 6.

Criterion 7: Ensuring there is sufficient provision of open space

Score 4	Development would not result in the loss of open space in an area well served
Score 3	Development would not result in the loss of open space in an area currently deficient
Score 2	Development would result in the loss of open space in an area that is currently well-served
Score 1	Development would result in the loss of open space in an area that is currently deficient
Score 0 (Critical Constraint)	Not applicable

Open Space - For the purposes of this exercise shall be taken to be

- *Land laid out as a public garden or amenity space or used for the purposes of public recreation. Can include playing space for sporting use (pitches, greens, courts, athletics tracks and miscellaneous sites such as training areas in the ownership or control of public bodies including the Department of Education where facilities are open to the public).*
- *Areas which are within the private, industrial or commercial sectors that serve the leisure time needs for outdoor sport and recreation of their members or the public.*
- *Land used as childrens' playspace which may contain a range of facilities or an environment that has been designed to provide opportunities for outdoor play, as well as informal playing space within built up areas.*

Open Space does not include: Verges, woodlands, the seashore, Nature Conservation Areas, allotments, golf courses, water used for recreation, commercial entertainment complexes, sports halls and car parks.

Criterion 8: Maintaining Landscape Character (taking into account the Landscape Character Assessment 2008) If the site scores 0, a Critical Constraint applies

Score 4	Development of the site would fit with the scale, landform and pattern of the landscape
Score 3	Development of the site would not fit the scale, landform and pattern of the landscape, resulting in the partial loss of one or more key features
Score 2	Not applicable
Score 1	Not applicable
Score 0 (Critical Constraint)	Development would not fit the scale, landform and pattern of the landscape, resulting in the total loss of or major alteration to one or more key features

Criterion 9: Protecting Visual Amenity

Score 4	Development would have no adverse impact on visual amenity as viewed from adjacent land uses such as residential areas, public footpaths or recreational areas
Score 3	Development would have limited impact on visual amenity as viewed from adjacent land uses such as residential areas, public footpaths or recreational areas but could be mitigated through design and layout
Score 2	Development would have an impact on visual amenity as viewed from adjacent land uses such as residential areas, public footpaths or recreational areas and could not be easily mitigated through design and layout
Score 1	Development would have a significant impact on visual amenity as viewed from adjacent land uses such as residential areas, public footpaths or recreational areas
Score 0 (Critical Constraint)	Not applicable

Criterion 10: Protecting valued wildlife habitats and species **If the site scores 0, a Critical Constraint Applies**

Score 4	Site and adjoining area is unlikely to have any nature conservation interest
Score 3	Site and adjacent area are identified or recognised as having potential for nature conservation value but have not been designated as such
Score 2	Site and adjacent area are identified as having nature conservation value and has a nonstatutory designation attached to it e.g. a Wildlife Site or AEI (Area of Ecological Interest)
Score 1	Not applicable
Score 0 (Critical Constraint)	Site or adjacent area is a nationally or internationally designated site (see list below)

RAMSAR, ASSI (Areas of Special Scientific Interest), MNR (Marine Nature Reserves), NNR (National Nature Reserves), Emerald Site, Bird Sanctuary or ASP (Areas of Special Protection) or is a site which contains Registered Trees or is vital for the protection of a species

Criterion 11: Maintaining the historic built environment **If the site scores 0, a Critical Constraint Applies**

Score 4	Development of site will have no adverse effect on a Registered Building and its setting or a Conservation Area
Score 3	Development of site likely to have a minor effect on a Registered Building and its setting or a Conservation Area
Score 2	Development of site likely to have a moderate effect on a Registered Building or its setting or a Conservation Area
Score 1	Not applicable
Score 0 (Critical Constraint)	Development of site likely to have a major effect on a Registered Building and its setting or a Conservation Area

Criterion 12: Protecting archaeology and Ancient Monuments protected under the MMNT Act 1959 If the site scores 0, a Critical Constraint applies

Score 4	There are no Ancient Monuments on site and there is unlikely to be any archaeological interest
Score 3	There is some potential for archaeological interest on the site although there is no recorded evidence of 'finds' on the site or in the general area
Score 2	There is potential for archaeological interest on the site and there is some evidence of past 'finds' on the site or in the general area
Score 1	Not applicable
Score 0 (Critical Constraint)	The site is a recognised site of archaeological importance and/or Ancient Monument(s) are present on site

Criterion 13: Protecting high quality agricultural land (publication ref: Agricultural soils of the Isle of Man, Centre for Manx Studies, 2001)

Score 4	Non-agricultural land with limited agricultural value
Score 3	Soil in the area supports low levels of crop production/agricultural use/soil quality falls into Classes 4 and 5
Score 2	Soil in the area supports moderate levels of crop production/agricultural use/soil quality falls into Class 3
Score 1	Soil in the area supports high levels of crop production/agricultural use/soil quality is Class 1 and 2
Score 0 (Critical Constraint)	Not applicable

Criterion 14: Minimising the risk of flooding **If the site scores 0, a Critical Constraint applies**

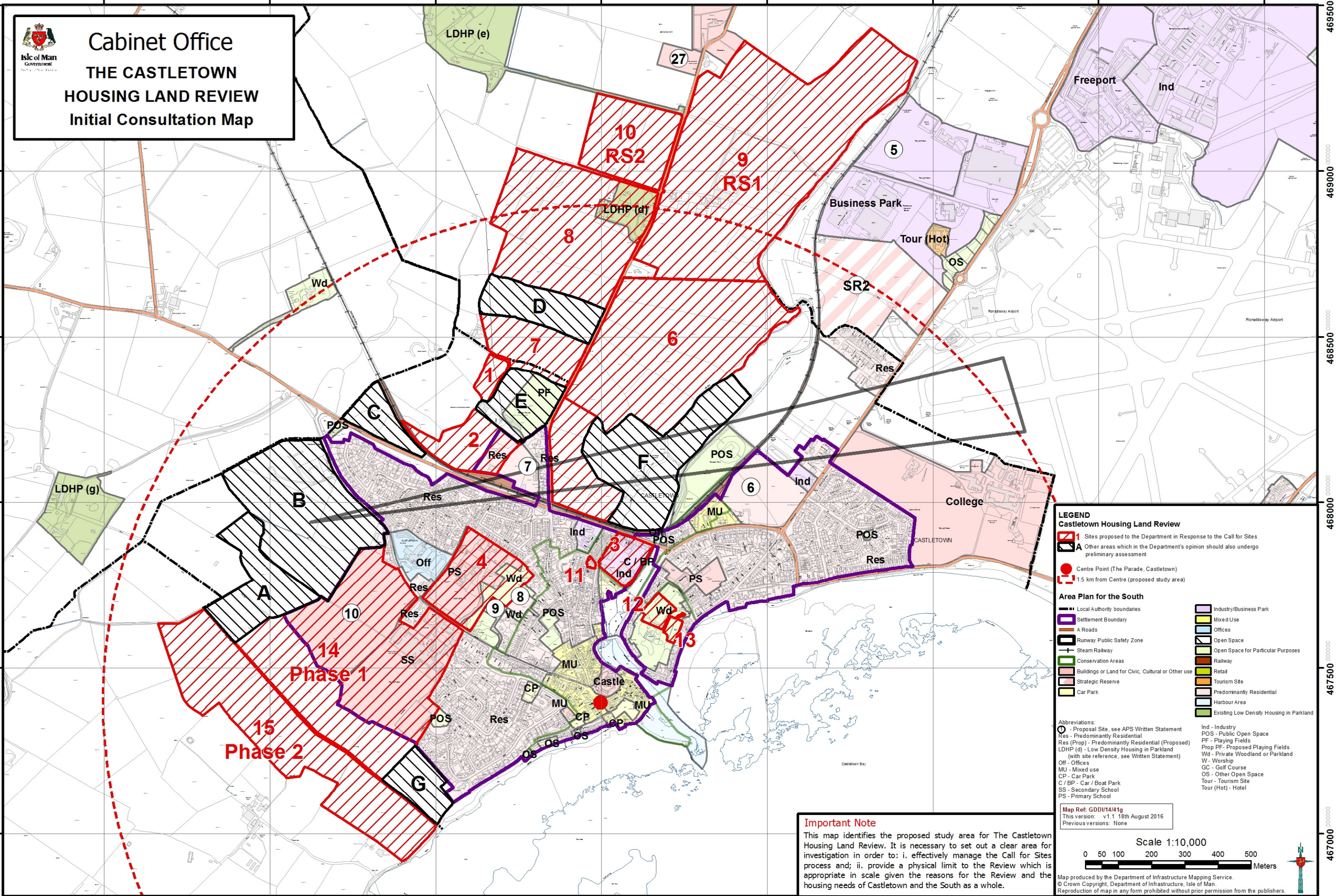
Score 4	Brownfield or Greenfield Site inside the existing settlement boundaries and outside the Fluvial Flood Zone (irrespective of whether inside the Tidal Flood Zone)
Score 3	Brownfield site inside the existing settlement boundaries and inside the Fluvial Flood Zone (irrespective of whether inside the Tidal Flood Zone)
Score 2	Brownfield or Greenfield Site outside the existing settlement boundaries and outside both the Fluvial and Tidal Flood Zones
Score 1	Greenfield site inside the existing settlement boundaries and inside the Fluvial Flood Zone (irrespective of whether inside the Tidal Flood Zone)
Score 0 (Critical Constraint)	Outside the existing settlement boundaries and inside either the Fluvial or Tidal Flood Zones?

Criterion 15: Hazardous land uses **If the site scores 0, a Critical Constraint applies**

Score 4	Site and surrounding land is unlikely to be hazardous or contaminated
Score 3	Site and surrounding land was previously hazardous or contaminated but has been successfully and fully remediated
Score 2	Site and surrounding land was previously hazardous or contaminated but has not been fully remediated
Score 1	Not applicable
Score 0 (Critical Constraint)	Site is hazardous/contaminated or has potential to be hazardous/contaminated

Appendix 2 – Map of Sites and Study Area

Cabinet Office
THE CASTLETOWN
HOUSING LAND REVIEW
Initial Consultation Map



LEGEND
Castletown Housing Land Review

- 1 Sites proposed to the Department in Response to the Call for Sites
- A Other areas which in the Department's opinion should also undergo preliminary assessment
- Centre Point (The Parade, Castletown)
- 1.5 km from Centre (proposed study area)

Area Plan for the South

- Local Authority boundaries
- Settlement Boundary
- A Roads
- Runway Public Safety Zone
- Steam Railway
- Conservation Areas
- Buildings or Land for Civic, Cultural or Other use
- Strategic Reserve
- Car Park
- Industry/Business Park
- Mixed Use
- Offices
- Open Space
- Open Space for Particular Purposes
- Railway
- Retail
- Tourism Site
- Predominantly Residential
- Harbour Area
- Existing Low Density Housing in Parkland

Abbreviations:

- O - Proposal Site, see APS Written Statement
- Ind - Industry
- POS - Public Open Space
- Res - Predominantly Residential
- PF - Playing Fields
- Res (Prop) - Predominantly Residential (Proposed)
- Prop PF - Proposed Playing Fields
- LDHP (d) - Low Density Housing in Parkland (with site reference, see Written Statement)
- Wd - Private Woodland or Parkland
- W - Worship
- MU - Mixed use
- GC - Golf Course
- CP - Car Park
- Tour - Tourism Site
- CP / BP - Car / Boat Park
- OS - Other Open Space
- SS - Secondary School
- PS - Primary School
- Tour (Hot) - Hotel

Important Note
 This map identifies the proposed study area for The Castletown Housing Land Review. It is necessary to set out a clear area for investigation in order to: i. effectively manage the Call for Sites process and; ii. provide a physical limit to the Review which is appropriate in scale given the reasons for the Review and the housing needs of Castletown and the South as a whole.

Map Ref: GDDI/14/41g
 This version: v1.1 18th August 2016
 Previous versions: None

Scale 1:10,000

0 50 100 200 300 400 500 Meters

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