

The Town and Country Planning Act 1999

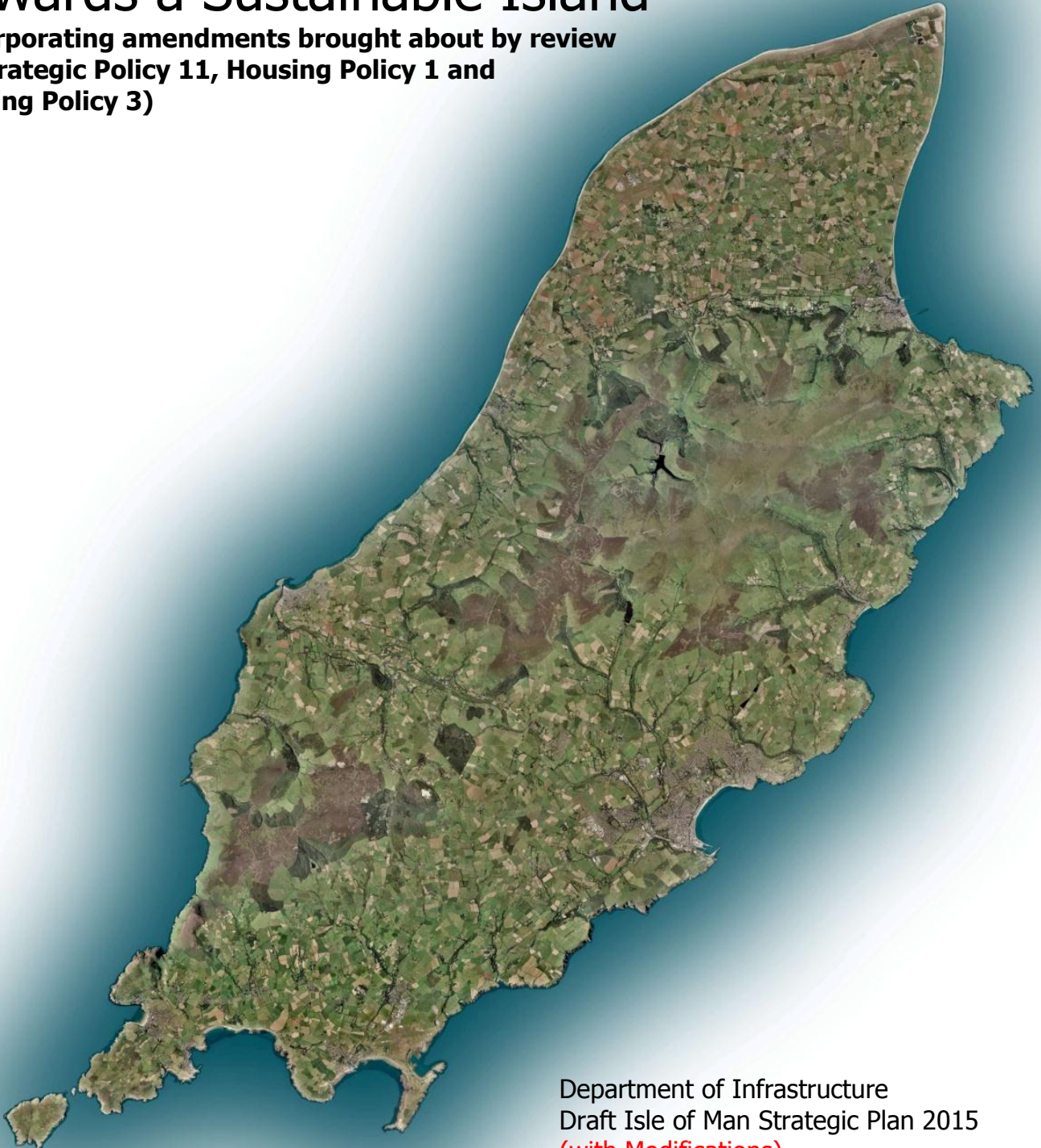
The Island Development Plan

THE DRAFT ISLE OF MAN STRATEGIC PLAN 2015

With Modifications

Towards a Sustainable Island

(incorporating amendments brought about by review
of Strategic Policy 11, Housing Policy 1 and
Housing Policy 3)



Department of Infrastructure
Draft Isle of Man Strategic Plan 2015
(with Modifications)

Published 14th December 2015

HOW TO GIVE YOUR VIEWS ON THE PROPOSED MODIFICATIONS

The opportunity to submit representations or objections on the proposed modifications to the Draft Isle of Man Strategic Plan is hereby identified as the period between Monday **14th December 2015** and Friday **8th January 2016 (12 noon)**.

You can view this document online and download it from:

<https://www.gov.im/categories/planning-and-building-control/planning-policy/strategic-plan/>

All of the modifications are shown as **red** text. Where there is **blue** text, this represents the proposed changes set out in the Draft Isle of Man Strategic Plan 2015 published in January 2015 which remain unchanged.

Please note that only those parts of the Plan shown in red form the 'modifications' and so it is only those parts highlighted in red that can be subject to representations or objections.

The Department would prefer to deal with all representations through the consultation webpage at <http://www.gov.im/consultations.gov>

Here, the Draft Isle of Man Strategic Plan 2015 (with Modifications) as well as the Inspector's Report and the Schedule of Modifications can be viewed. There is an online Response Form for the submission of comments. Alternatively, forms can be completed via a downloadable PDF version or printed off and completed by hand. If you wish to respond by email or post, address details are provided below.

By email to: PlanningPolicy.DOI@gov.im

By post to: The Planning Policy Team
Strategy, Policy and Performance
The Department of Infrastructure
Sea Terminal Building
Douglas
Isle of Man
IM1 2RF

All responses (including emails and letters) must be received by 12 noon on Friday 8th January 2016. Please note that at this time the online Response Form will also be closed for further representations. The Department is not required to consider any representations received after this date.

Please note that all responses should be named and be submitted with contact details. All responses will be made available for public inspection.

TOWN AND COUNTRY PLANNING ACT 1999

THE ISLE OF MAN STRATEGIC PLAN

This document comprises that referred to in article 2 of the Town and Country Planning (Isle of Man Strategic Plan) Order 2007, and is, accordingly, annexed to that Order.

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please note: page numbers will be updated when the Plan is adopted by the Department

Foreword 2007

I am pleased to be associated with the publication of the Island's first Strategic Plan, and would like to take this opportunity to thank all of those individuals, special-interest groups, businesses, Local Authorities, and Government bodies who have contributed to the final form of this long-awaited document.

I trust that all who have an interest or involvement in the development of our Island will not only find it helpful, but will also participate in the formulation of the second part of the Development Plan (the four Area Plans), which will be taking place in the next four years.

John Shimmin, MHK
Minister for Local Government and the Environment

Foreword 2015 *

Like the former Minister, I am also pleased to be associated with the Island's Strategic Plan, specifically this important partial review to update the housing requirement figures.

Much of this document remains the same as the Isle of Man Strategic Plan 2007, recognising that the Plan still provides a robust planning framework for the Island in line with the original Strategic Aim of the Plan to: plan for the effective provision of services and infrastructure, 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 of our precious Island.

This document represents the Draft Isle of Man Strategic Plan 2015. It is important that all those with an interest in the Plan, and who would like to make comments on the changes proposed, make their representations known to the Department. Once this Review is complete, further Area Plans will be produced which will rely upon the updated contents of the Isle of Man Strategic Plan 2015.

I would like to take this opportunity to thank all those who have been involved so far in the process.

Phil Gawne, MHK
Minister for Infrastructure

** Please note: the Foreword will be updated when the Plan is adopted by the Department*

Preface 2007

This Strategic Plan has been prepared in accordance with Section 2 of, and Schedule 1 to, the Town and Country Planning Act 1999. Since the procedure prescribed in the Act is comprehensive and, consequently, lengthy, the Department judges that it would assist understanding of the Plan if the principal steps in the process were set out in this preface.

The first step was in May 2000, when the Department published a Draft Issues Report identifying the matters with which the proposals in the Plan would deal.

Following consideration of the responses to this Report, the Department prepared and published in July 2001 The Draft Strategic Plan.

The Department received extensive and constructive comments on the Draft Plan, and, after consideration of these, determined that it should prepare and publish a Modified Draft for consideration at the Public Inquiry which is required by the Act.

The Inquiry was held in March 2005, and, after receipt of the Inspector's report in October, the Department published the report in November 2005. Whilst the Inspector's recommendations were generally supportive of the Department's proposals (as modified), he nevertheless also recommended that there should be undertaken further studies in relation to the availability of housing and employment land, and in relation to the transport implications of the level of development proposed in the Plan.

These studies were commissioned, and enabled the Department not only to test and reformulate the Spatial Strategy which had been included in the Modified Draft Plan, but also to make further modifications where appropriate.

In April 2007, the Department gave notice that it proposed to adopt this further-modified Plan, and, after consideration of the representations made in response to this notice, it adopted the Plan, in June.

It is hoped that this brief summary of the processes by which the Strategic Plan has been formulated, revised, and finally adopted will facilitate understanding of its provenance and context.

Preface 2015

The Island's first Strategic Plan was approved by Tynwald in 2007. The Plan sets out the Department's general Policies in respect of the development and other use of land and has been influential in both the allocation of land for development and in the assessment and determination of planning applications.

A number of Policies set out in the Isle of Man Strategic Plan 2007, relate to the housing needs of the Island between 2001 and 2016. The figures which are set out in Strategic Policy 11, Housing Policy 1 and Housing Policy 3 were based on the Isle of Man Population Projections produced following the 2001 and 2006 Censuses.

Following the 2011 Census, up to date population data and new population projections have become available. In response to this and to fulfil the commitment for the Strategic Plan to undergo a regular cycle of review¹, the Department began the process of reviewing the Plan in December 2013. The Preliminary Publicity stage identified that the Review was to be limited to the housing numbers and supporting text. This was in recognition that (a) the majority of the Isle of Man Strategic Plan still provided sufficient guidance and did not require an immediate full Review, and (b) updated housing numbers would enable the new Area Plans to be based on statistical information which was accurate and up to date.

Following a period of public consultation on this approach, the Department embarked upon a partial review of the Isle of Man Strategic Plan 2007 in line with the approach set out in the Preliminary Publicity.

~~The publication of this Draft Isle of Man Strategic Plan 2015 is to be followed by a further period of public consultation. Any representations received as a result of this consultation will be carefully considered. The Department shall then arrange for a Public Inquiry to be held. The independent Inspector appointed to preside over the Inquiry will then produce a 'Report of the Public Inquiry'. This Report will contain recommendations which will help inform the Department as to whether there should be changes to the Draft Isle of Man Strategic Plan 2015. Should the Department determine to modify the Plan in the light of the Inspector's Report, representations will be sought and considered before the Department adopts the final Plan and seeks Tynwald approval.~~

A draft Isle of Man Strategic Plan 2015 was published in January 2015 and further public consultation occurred prior to a Public Inquiry held before an independent Inspector appointed to preside over the Inquiry. The Inspector then produced a 'report of the Public Inquiry', which contained recommendations to the Department in relation to the draft 2015 Plan.

Although the Strategic Plan review was only focused on and resulted in changes to three specific policies, the Strategic Plan 2015* as approved by Tynwald is to be considered a single coherent document: the 2007 Strategic Plan is no longer of any legal effect.

If, contrary to the requirements of section 2(4) of the Act (that an Area Plan is to be in general conformity with a Strategic Plan), there is any conflict between the contents of an Area Plan and the contents of the Strategic Plan, the more recently approved provisions will prevail.

By way of example, housing allocations set out in the Area Plan for the South are to be treated as superseded by the variations resulting from this Strategic Plan which specifically dealt with such allocations to the South area. On the other hand should any future Area Plan

¹ S.1 (1)(a) The Town and Country Planning Act 1999

* Note: this date will depend on the date the Plan is adopted

result in proposals which are contrary to any provisions of this Strategic Plan (whether 'new' or surviving), the Area Plan provisions shall prevail. This guidance as to status does not of course preclude any decision maker weighting such matters of timing alongside other relevant matters within the legitimate parameters of section 10(4) of the Act as they apply to a particular planning application.

CHAPTER 1

INTRODUCTION

1.1 Introduction

1.1.1 About a mile west of Castletown at Balladoole is a low, grassy knoll called Chapel Hill. From within the rampart on a clear day you can glimpse the Neolithic burial chambers on Mull Hill, the Iron Age fort at the summit of South Barrule and the mediaeval splendour of Castle Rushen, whilst beneath your feet is the burial ship of a Viking Chieftain. But that is not all. Also within this landscape are the villages of Port St Mary, Colby, and Ballabeg, the airport at Ronaldsway, Castletown, and, if you are particularly lucky, a steam railway train. Here, in the panorama from just one low hill in the south, is evidence of 8000 years of man living in Mann. Further north, the landscape becomes grander, the hills higher, the wooded glens deeper, and the shoreline even more beautiful. This magic Island is home to the Manx nation, and we should look after our home. In a modest way, land-use planning can help to do this, and, indeed, always has.

1.2 The Development Plan

1.2.1 The Department of Local Government and the Environment is the land-use planning authority for the whole of the Island, and is charged by the 1999 Town and Country Planning Act with the duty of preparing and, from time to time, revising a Development Plan.

1.2.2 The Development Plan consists of two parts –

- (a) a Strategic Plan⁽¹⁾; and
- (b) one or more Area Plans⁽²⁾.

1.3 The Strategic Plan

1.3.1 A strategic plan comprises a written statement formulating the Department's general policies in respect of the development and other use of land in the Island, together with a reasoned justification of those policies and such diagrams, illustrations, or other explanatory matter as the Department thinks fit.

1.3.2 The Island has not until now had a Strategic Plan as such. The Department's general policies have been included variously in the 1982 Development Plan Order, Planning Circulars, and Local Plans.

1.3.3 This first Strategic Plan is intended to bring together and update these various policies, and will have effect once it has been adopted by the Department by order, and that order has been approved by Tynwald.

1.3.4 Local and site specific proposals will, generally, remain the subject of Area Plans. The Department will also issue, from time to time, Planning Policy Statements, which will fill the role previously filled by Planning Circulars.

⁽¹⁾ Strategic Plan is defined in Appendix 1

⁽²⁾ Area Plan is defined in Appendix 1

1.4 Area Plans

1.4.1 At present, the following Local and Area Plans are in operation: -

Area	Date Approved
Peel	1989
Port Erin	1990
Braddan	1991
Castletown	1991
Kirk Michael	1994
Douglas	1998
Ramsey	1998
Arbory and East Rushen	1999
Foxdale	1999
St John's	1999
Sulby	1999
Onchan	2000
Laxey and Lonan	2005

1.4.2 Additionally, those parts of the Island which are not the subject of approved Local Plans are covered by the land-use zones on the 1982 Development Plan.

1.4.3 Existing Local Plans will remain in effect until they are replaced by new Area Plans. The 1982 Development Plan, as amended by the various Local Plans, will have effect as an Area Plan. New Area Plans will be in general conformity with the Strategic Plan.

1.4.4 In the case of any inconsistency between the provisions of the Strategic Plan and the provisions of an Area Plan, whichever came into force later will prevail.

1.5 Planning Policy Statements

1.5.1 As indicated at paragraph 1.3.4 above, the role previously filled by Planning Circulars will be filled, from now on, by Planning Policy Statements, which will be in general conformity with the Development Plan.

1.5.2 Existing Planning Circulars (excluding "Sector Plan" Circulars) will continue to have effect except insofar as they are inconsistent with the Development Plan.

1.6 Planning Guidance from the UK and the EU

1.6.1 The Island has a close relationship with the UK, within which there are land-use planning systems which have the same general purpose as, and much in common with our own system. We also have indirect links with the European Union. Accordingly, where unusual matters arise, or where there is no Manx guidance, it will often be appropriate and helpful to have regard to legal judgments or advice published in the UK or the EU.

1.7 Structure of the Strategic Plan

1.7.1 The Strategic Plan provides the strategic and general policy framework within which provision will be made for development and conservation needs for the period 2001-2016.

The Plan comprises:

- (a) A Strategic Aim;
- (b) Strategic Objectives by which this Aim might be fulfilled;
- (c) Strategic Policies;
- (d) An Island Spatial Strategy; and
- (e) Detailed Policies

1.7.2 The Aim, Objectives, Policies and Spatial Strategy must be looked at as a whole. They are intended to inter-relate and should not be read in isolation. Some strategic policies may have some negative impacts – in the case of employment and housing for example. However, these negative impacts are to a large extent recognised and understood and will in many instances be mitigated by the detailed policies in Chapters 7-12.

1.8 Timeframe of the Isle of Man Strategic Plan

1.8.1 As part of the Preliminary Publicity for the partial review of the Isle of Man Strategic Plan, respondents were invited to indicate a preference for an end date for the 'Plan period' i.e. the timeframe that the Plan will cover. Options provided were 2026 and 2036, although other end dates could also be specified. The Department carefully considered the responses, taking into account the implications of applying different end dates. Thought was also given to the length of the Plan period overall. It was determined that a Plan period of 15 years (1st April 2011 to 31st March 2026) would be the most appropriate. This period would tie in with the 2011 Census Year and would give sufficient long term policy direction. It would allow enough certainty about future population growth and help the Department in its goal to provide sufficient opportunities for development in line with the existing Island Spatial Strategy.

1.8.2 A Plan period between 2011 and 2026 does not mean that the lifetime of the Plan, or relevance of the Policies within the Plan, will come to an end in 2026. Rather, the lifetime will run until the Plan is reviewed. The Department still intends to undertake monitoring and review of the Plan's performance and this is explained further in Chapter 13. It is important to note that it is Government's intention to undertake an interim Census in 2016 and a full Census in 2021. The data and population projections which flow from these Censuses will feed directly into any further Reviews of the Isle of Man Strategic Plan.

CHAPTER 2

STRATEGIC AIM

2.1 As a major component of the Development Plan, the Strategic Plan is one of the key strategic documents of the Government. It provides the land use planning framework for the future development of the Island. As such it should reflect the overall aims and objectives of Government. At the time of the preparation of the Draft Strategic Plan these were set out in the Annual Policy Report and were based on the October 2000 Policy Report central policies. In February 2003 the Government published the Isle of Man Government Plan 2003-2006. This was the first overall plan by Government to ensure the co-ordination of Government activities towards the achievement of common aims and objectives. "The Government Plan is the overarching document which lays down the aims and objectives of Government and summarises the actual and planned activities intended to achieve those aims and objectives"⁽¹⁾. This approach is continued in the Government Plan 2004 – 2007 published in February 2004 which states "The Government Plan is the overarching document, the top tier in the pyramid of plans covering the work of the whole organisation"⁽²⁾. The current Plan is the Isle of Man Government Plan 2006-2009.

2.2 The Government Plan 2006 - 2009 states that the core purpose of Government is:

To maintain and build on the high quality of life enjoyed by the Island's community.

The **AIMS** of Government which collectively contribute to that core purpose can be graphically illustrated as follows:



⁽¹⁾ Isle of Man Government Plan 2003-2006, page 1.

⁽²⁾ Isle of Man Government Plan 2004-2007, page 1.

2.3 The 6 **AIMS** and their particular purpose are more specifically defined as follows:

Economic Progress

Aim: To pursue manageable and sustainable growth based on a diversified economy.

Purpose: To raise the standard of living of the people of the Island and to provide the resources to sustain and develop public services.

Social Well-being

Aim: To progress the social well-being of the people of the Island.

Purpose: To enable the people individually and collectively to live healthily and fulfil their potential within a secure environment.

Quality Environment

Aim: To protect and improve the quality of the environment.

Purpose: To ensure that the Manx environment continues to be an asset for future generations.

Sound Infrastructure

Aim: To provide a sound and sufficient physical infrastructure for the Island.

Purpose: To support the delivery of services to meet the needs of the community.

Good Government

Aim: To provide democratic Government which is effective and accountable.

Purpose: To ensure that the Government complies with the principles of Corporate Governance, is responsive, accessible and focuses on equality of opportunity.

Positive National Identity

Aim: To protect and develop the Island's national identity and ensure that its interests are vigorously promoted, recognised and defended internationally.

Purpose: To achieve international recognition and acceptance of the Island's unique constitutional, cultural, commercial and social identity.

2.4 The way in which the six main aims of Government will be achieved is set out in detail in the remaining sections of the Government Plan with specific objectives relating to those aims. Under the aim *"To protect and improve the quality of the environment"* there is the objective:

"Through effective Town and Country Planning seek to raise the quality of the built environment"

The preparation of the Development Plan i.e. this all-Island Strategic Plan and the Area Plans are three of the key actions in the Quality Environment section. These are to:

- Seek Tynwald Approval for the all-Island Strategic Plan by 30 June 2007
- Publish the Issues and Options Report for the Southern Area Plan by 31st January 2007⁽¹⁾
- Commence preparation of two further Area Plans in 2007 and 2008

Thus it is clear that there is a direct link between the preparation of this Strategic Plan and the core purpose of Government.

- 2.5 The Strategic Plan will also contribute to a wider range of the Government's aims and objectives.
- 2.6 To ensure that the land use planning of the Island is consistent with the aims and objectives of the Government Plan the Department has formulated an over-arching Strategic Aim.

Strategic

Aim: To plan for the efficient and effective provision of services and infrastructure and to direct and control development and the use of land to meet the community's needs, having particular regard to the principles of sustainability whilst at the same time preserving, protecting, and improving the quality of the environment, having particular regard to our uniquely Manx natural, wildlife, cultural and built heritage.

- 2.7 Central to this over-arching Strategic Aim is the concept of Sustainable Development which, put simply is the idea of ensuring a better quality of life both now and in the future. A widely used definition is:

"development that meets the needs of the present without compromising the ability of future generations to meet their own needs".⁽²⁾

Thus the contribution of the Development Plan to the Government Plan core purpose "to maintain and build on the high quality of life enjoyed by the Island's community" is that of sustainable development, hence the sub-title of this document:

TOWARDS A SUSTAINABLE ISLAND

- 2.8 It is not the role of the Strategic Plan to redefine the strategies of other Departments and Statutory Boards for their specific areas of responsibility which have been developed within their own statutory remit. Rather, the Strategic Plan seeks to provide an over-arching strategic land use planning framework to facilitate and guide the public sector in respect of those elements of their strategies which have a spatial development perspective.

⁽¹⁾ The Department has decided not to begin work on the Areas Plans until the production of the Strategic Plan has been completed. It is intended that work on the Area Plans for the South and the East will begin later in 2007.

⁽²⁾ World Commission on Environment and Development 1987.

CHAPTER 3

STRATEGIC OBJECTIVES

3.1 The objectives by which this Strategic Aim can be fulfilled are set out in the following paragraphs. These have been grouped by subject, and will provide a framework for the formulation and evaluation of land-use policies and standards. The strategic and detailed policies by which these objectives should be achieved are set out in Chapter 4 and Chapters 7-12.

3.2 Resources

- (a) To promote efficiency and economy in the protection, use and re-use of resources.
- (b) To contribute towards reducing energy consumption by encouraging more efficient use of energy through conservation, recycling and waste reduction.
- (c) To guide most new development to existing settlements, thus making the optimum use of existing and planned infrastructure and services.
- (d) To support energy generation from renewable resources.
- (e) To embrace the principles of Sustainable Development i.e. development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- (f) To reduce the need for travel, especially by private car, and to make the best use of existing infrastructure, including existing and former railway routes.

3.3 Environment

- (a) To support the precautionary principle, which assumes that activity might be damaging unless it can be proved otherwise in respect of development where significant environmental implications are involved.
- (b) To protect, maintain and enhance the built and rural environment (including biodiversity).
- (c) To encourage high quality development throughout the Island.
- (d) To protect the individual character and identity of settlements, and to identify and protect those green spaces in built areas which contribute positively to public amenity.
- (e) To prevent the extension of settlements beyond boundaries that will be defined in the Area Plans and to prevent the merging of settlements.
- (f) To promote urban regeneration and the re-use of derelict and redundant sites.
- (g) To minimize environmental pollution to air, water and land.
- (h) To protect agricultural land such as to encourage self-sufficiency in food production.
- (i) To protect the countryside and coastal areas for their own sake.
- (j) To promote community safety in the design of new development.

3.4 Economy

- (a) To maintain and improve the viability, vitality and diversity of the economy by enabling improved employment opportunities.
- (b) To ensure that sufficient land and property in terms of location, size and type is available for employment purposes.
- (c) To safeguard and provide for the needs of existing and new location-dependent businesses.
- (d) To maintain and enhance the viability and vitality of town centres by controlling the location and nature of new retail and commercial development.

3.5 **Transport and Communications**

- (a) To develop an integrated transport strategy which balances the growth of car usage with the promotion of more sustainable alternatives such as public transport, cycling and walking.
- (b) To locate new housing and employment close to existing public transport facilities and routes, or where public transport facilities are, or can be improved, thereby reducing the need to use private cars and encouraging alternative means of transport.
- (c) To encourage development which would result in a more integrated transport network.
- (d) To provide for improvements to the Island's road network such as to ensure that travel demand is met in a safe, effective and environmentally acceptable manner.
- (e) To safeguard existing and abandoned railway routes.
- (f) To provide sufficient space for the efficient operation of Ronaldsway Airport and to safeguard the approach and departure routes and the Public Safety Zone, in accordance with International Operating Standards and without compromising environmental objectives.
- (g) To safeguard the existing and future efficient operation of the Island's ports for fishing, commercial and leisure use, without compromising environmental objectives.
- (h) To ensure that the Island is well served by modern telecommunications, without compromising the protection of our landscape.

3.6 **Social**

- (a) To provide for sufficient housing of an acceptable standard and of an appropriate nature and in appropriate locations to meet the needs of the community (including special needs).
- (b) To promote high standards of residential amenity in new development and to provide a physically safe environment for all communities.
- (c) To promote improved access to buildings, spaces and services for less able people.
- (d) To promote community safety and security within new development, regeneration and refurbishment schemes by encouraging the adoption of the principles of "Designing Out Crime".

CHAPTER 4

STRATEGIC POLICIES

CONTENTS

- 4.1 Introduction
- 4.2 Resources
- 4.3 Environment
- 4.4 Economy
- 4.5 Transport and Communications
- 4.6 Social

CHAPTER 4

STRATEGIC POLICIES

4.1 Introduction

4.1.1 The policies by which our Strategic Objectives might be achieved may usefully be grouped into;

- (a) Strategic Policies and
- (b) Detailed Policies.

4.1.2 The Strategic Policies are set out in this Chapter, whilst the Detailed Policies are arranged by subject in Chapters 7 to 12. The relationship between the Strategic Objectives and Strategic Policies is set out in **Appendix 2**.

4.1.3 The framework provided by these policies collectively should enable the growth and development of the community to be accommodated in accordance with our Strategic Aim and Objectives, guiding the preparation of Area Plans and the development control processes.

4.2 Resources

4.2.1 Strategic

Policy 1: Development should make the best use of resources by:

- (a) optimising the use of previously developed land, redundant buildings, unused and under-used land and buildings, and re-using scarce indigenous building materials;**
- (b) ensuring efficient use of sites, taking into account the needs for access, landscaping, open space⁽¹⁾ and amenity standards; and**
- (c) being located so as to utilise existing and planned infrastructure, facilities and services.**

4.2.2 In pursuance of (c) above, the Department will, when formulating its programme for the preparation of new Area Plans, have particular regard to:

- (a) the availability of mains drainage connected to IRIS or other mains systems;
- (b) securing the future viability of rural primary schools;
- (c) the public investment in the Island's highway, bus, railway and tramway networks;
- (d) the provision and availability of water; and
- (e) community facilities.

4.3 Environment

4.3.1 Strategic

Policy 2: New development will be located primarily within our existing towns and villages, or, where appropriate, in sustainable urban extensions⁽²⁾ of these towns and villages. Development will be permitted in the countryside only in the exceptional circumstances identified in paragraph 6.3.

⁽¹⁾ Open Space is defined in Appendix 1.

⁽²⁾ Sustainable Urban Extensions are defined in Appendix 1

- 4.3.2 **Appendix 3** to the Plan identifies the towns and villages, and also explains why the Department has rejected the idea of a new settlement, which was mooted in the Consultation Draft published in May 2000.
- 4.3.3 Each of our towns and villages has an individual character arising not only from its geographical position and existing fabric, but also from its historical, cultural, and social background. This character should be protected and enhanced. Accordingly:

Strategic

Policy 3: Proposals for development must ensure that the individual character of our towns and villages is protected or enhanced by:

- (a) avoiding coalescence and maintaining adequate physical separation between settlements; and**
- (b) having regard in the design of new development to the use of local materials and character.**

- 4.3.4 Most of our built heritage, our countryside, our coastline and our natural environment is of attraction, value and interest. Surveys commissioned by Government on the quality of life and the importance of heritage in the Isle of Man and internationally, have consistently shown that the historic landscape setting of the Isle of Man scores as the single most significant factor for residents and visitors in supporting the concept of a specific and positive Manx identity. This "heritage identity" is a result of the combination of a rich diversity of historic sites and monuments, historic buildings and residential settlements and a specific range of natural history attributes set within a predominantly rural landscape setting which links modern life to a sense of historic legacy and beauty, the retention of which is strongly supported by Government and the resident community.
- 4.3.5 The landscapes of the Island are very varied, and their nature and variety is the consequence of thousands of years of interaction between the natural and cultural aspects of the Island through human activity within the environment and an innate respect for the natural and historic qualities they represent.
- 4.3.6 This landscape heritage is more than simply the sum of its parts. The combination of geology, geomorphology, wildlife, archaeology, history, traditional buildings and the natural settings for traditional activities and customs, combine in the rural and built environment to provide an inseparable element of "Manxness". It provides an overarching context which makes the landscapes of the Isle of Man unique and gives them the value which is acknowledged by those who live here and those who visit. The protection and promotion of this element within Manx society is an important element in central Government policy and the Strategic Plan, which both support the view that these valued characteristics of the Isle of Man be acknowledged and protected for the future from inappropriate development.
- 4.3.7 This protection will apply to areas of heritage value, to sites of heritage value and to general traditional landscape settings within the Island which are deemed to contribute to the sense of the Island's heritage identity. Heritage landscape value will therefore be a consideration in all aspects of planning, with a view to retaining and enhancing this value wherever possible.

Strategic

Policy 4: Proposals for development must:

- (a) Protect or enhance the fabric and setting of Ancient Monuments, Registered Buildings⁽¹⁾, Conservation Areas⁽²⁾, buildings and structures within National Heritage Areas and sites of archaeological interest;**
- (b) protect or enhance the landscape quality and nature conservation value of urban as well as rural areas but especially in respect to development adjacent to Areas of Special Scientific Interest and other designations; and**
- (c) not cause or lead to unacceptable environmental pollution or disturbance.**

4.3.8 The design of new development can make a positive contribution to the character and appearance of the Island. Recent development has often been criticised for its similarity to developments across the Island and elsewhere – “anywhere” architecture. At the same time some criticise current practice to retain traditional or vernacular designs. As is often the case the truth lies somewhere between the two extremes. All too often proposals for new developments have not taken into account a proper analysis of their context in terms of siting, layout, scale, materials and other factors. At the same time a slavish following of past design idioms, evolved for earlier lifestyles can produce buildings which do not reflect twenty first century lifestyles including accessibility and energy conservation. While there is often a consensus about what constitutes good and poor design, it is notoriously difficult to define or prescribe.

4.3.9 The Department recognises the need to raise the quality of the Island’s architecture and built environment and is pursuing this through the development control process and the commissioning of its own schemes and environmental improvements. At the same time it appreciates that the debate about good design needs to be broadened to include those who design, construct and finance new development and the wider community as we are all affected by the end product. To this end it welcomes the Isle of Man Arts Council’s National Arts Development Strategy 2005 - 2014 which has as one of its objectives, to raise the quality of the Island’s architecture and built environment by encouraging debate on architectural standards, town and country planning, urban regeneration and public art. This Strategy recognises that debate will have to take place over time.

4.3.10 In the meantime, the Department considers that, while there are a number of policies in the Strategic Plan which cover various elements of the design of new development e.g. General Policy 2 (a)-(i), (m) and (n), and various Housing policies, there is a need for a further statement on the need to secure quality in the design of new development. In the preparation of Area Plans the Department will include development briefs that set out design principles for significant sites including new residential areas. Subsequent planning applications will be required to be accompanied by a Design Statement setting out the way in which the proposal has been designed to take into account its context and how the design principles have been developed.

4.3.11 At the same time as wishing to promote good design in new development the Department recognises that there are an increasing number of alternative styles of housing which draw their design principles from the wish to promote sustainability and energy efficiency. Many of these can be incorporated into both modern and traditional designs but in some cases they produce a completely different structure or form of buildings, for example underground

⁽¹⁾Registered Building is defined in Appendix 1

⁽²⁾Conservation Area is defined in Appendix 1

housing. While wishing to conserve the historic landscape of the Island the Department welcomes new styles of housing as long as they take into account the landscape context and the impact on the amenities of the area in which they are sited. Merely arguing that a new building cannot be seen in public views is not a justification for the relaxation of other policies relating to the location of new development.

Strategic

Policy 5: New development, including individual buildings, should be designed so as to make a positive contribution to the environment of the Island. In appropriate cases the Department will require planning applications to be supported by a Design Statement which will be required to take account of the Strategic Aim and Policies.

4.4 Economy

4.4.1 The Spatial Strategy identifies the Major Employment Areas around the Island. While the majority of business and employment is focused around the Douglas Metropolitan Area, there are other major employment areas at Castletown, the Airport/Freeport, Peel, Ramsey and Jurby. The Department considers the distribution of employment areas provides a spread of employment opportunities around the Island. While recognising the opportunities for small scale local employment within existing centres it is considered new employment should, in the main, be concentrated within existing settlements or those major employment areas referred to in the Island Spatial Strategy and illustrated on the Key Diagram. Existing Local and new Area Plans will provide detailed boundaries for these areas. From time to time Government may judge it appropriate to offer financial incentives to encourage economic activity or investment in particular parts of the Island.

Strategic

Policy 6: Major employment-generating development should be located in existing centres on land zoned for such purposes and identified as such in existing Local or new Area Plans.

4.4.2 To maintain a healthy and diverse economy, there needs to be sufficient land available for industrial, office and retail purposes. Accordingly:

Strategic

Policy 7: Undeveloped land which is zoned in Local or Area Plans for industrial, office, or retail purposes will be retained and protected for such uses, except where those uses would be inappropriate or incompatible with adjoining uses.

4.4.3 In the preparation of an Area Plan the Department will consider the appropriateness of the continuation of any industrial, office or retail zoning on undeveloped land and whether other uses may be more appropriate. Alternatively, the Department may promote development briefs to redevelop existing industrial, office or retail land and buildings to more appropriate development as long as provision is made for the relocation of existing business.

4.4.4 The development of tourism should be fostered by making appropriate use of the Island's natural attractions, our built heritage and our vintage transport systems. Accordingly:

Strategic

Policy 8: Tourist development proposals will generally be permitted where they make use of existing built fabric of interest and quality, where they do not affect adversely environmental, agricultural, or highway interests and where they enable enjoyment of our natural and man-made attractions.

4.4.5 This policy reflects the general restriction on new development outside defined development zones. Tourist proposals in the countryside will normally be required to meet the above criteria.

4.4.6 Viable and vibrant town and village centres not only provide the opportunity for economic success, but also provide convenient and accessible amenities for all members of the community and an opportunity to obtain renewal of some of our poorer built fabric. Accordingly:

Strategic

Policy 9: All new retail development (excepting neighbourhood shops and those instances identified in Business Policy 5) and all new office development (excepting corporate headquarters suitable for a business park⁽¹⁾ location) must be sited within the town and village centres on land zoned for these purposes in Area Plans, whilst taking into consideration Business Policies 7 and 8.

4.4.7 The definition of Corporate Headquarters includes offices for those companies using the new information technologies and/or who service other business park users (but specifically excludes financial and professional services to visiting members of the public including banks, building societies, estate agencies and betting offices).

4.5 Transport and Communications

4.5.1 There is a direct link between the location of new development, its effect on the transport network and the provision of a more integrated transport network. Accordingly:

Strategic

Policy 10: New development should be located and designed such as to promote a more integrated transport network with the aim to:

- (a) minimise journeys, especially by private car;**
- (b) make best use of public transport;**
- (c) not adversely affect highway safety for all users, and**
- (d) encourage pedestrian movement**

⁽¹⁾ Business Park is defined in Appendix 1

4.6 **Social**

4.6.1 The provision of an adequate supply of housing to meet the needs of the wider community is essential; this is in addition to the need to replace existing substandard or poor quality dwellings. Therefore;

Strategic

Policy 11: The housing needs of the Island will be met by making provision for sufficient development opportunities to enable 5100 additional dwellings (net of demolitions), and including those created by conversion, to be built over the Plan period 2011 to 2026.

Strategic

Policy 12: Favourable consideration will generally be given to proposals for improving the quality and condition of the existing housing stock and for the creation of flats by conversion of redundant boarding houses, and vacant or under-used space above commercial premises subject to compliance with detailed standards (see section 8.13).

CHAPTER 5

ISLAND SPATIAL STRATEGY

- 5.1 Implementation of the Government's core purpose *"to maintain and build on the high quality of life enjoyed by the Island's community"* as set out in Chapter 2 requires many policy measures including, from the Department, a new Development Plan with this Strategic Plan as the over arching policy framework. To guide the physical development of the Island up to 2016 requires an Island Spatial Strategy (ISS)⁽¹⁾. The ISS provides a framework for strategic choices in relation to development and infrastructure investment. It will also assist private sector investment decisions. It provides a degree of continuity with existing policy but sets new directions to achieve a more sustainable pattern of development in the interests of future generations. It will also assist in the setting of priorities for future investment.
- 5.2 The starting point of any spatial strategy has to be a review of the existing settlement and development pattern of the Island. The very fact that we are an Island nation sets us apart from most of the regions of the British Isles which share physical boundaries with other regions and jurisdictions. The Island comprises a number of distinctive areas which have evolved from the natural landscape and the settlement of the Island. Generally, each area is based on a principal town which supports a range of employment and service provision serving a rural catchment area including smaller villages or hamlets.
- 5.3 The four areas are:
- **Douglas and the East.** Focused on Douglas (population 26,000⁽²⁾) the wider area encompasses Douglas, Onchan, Braddan, Marown, Santon, Laxey and Lonan with a total population of 45,000 comprising over 55% of the Island's population.

At the time of the 2001 Census some 23,000 (nearly 60%) of the Island's 39,000 employed population worked in Douglas. A further 2200 (5.7%) worked in Braddan and some 1400 (3.6%) in Onchan.
 - **Ramsey and the North.** Focused on Ramsey (population 7,300) the rural catchment area encompasses Andreas, Ballaugh, Bride, Jurby, Lezayre and Maughold with a combined population of just under 13,000.

In 2001 nearly 2500 (6.4%) of the employed population worked in Ramsey.
 - **Peel and the West.** Focused on Peel (population 4,200) the rural catchment area encompasses Patrick, German and Michael which, although including the villages of St John's, Kirk Michael, Dalby, Glen Maye and Foxdale, only creates a combined population of some 8,200.

In 2001 just over 1000 (2.7%) of the employed population worked in Peel.
 - **The South.** This is made up of a network of settlements, with Castletown, Port Erin and Port St Mary having populations of between 2,000 and 3,500 and Ballasalla, Colby and Ballabeg, giving a total population of some 14,200. Castletown provides the major business centre and the Ballasalla Industrial Area, the Airport and Freeport is one of the major strategic employment centres for the Island.

⁽¹⁾ Island Spatial Strategy is defined in Appendix 1

⁽²⁾ Isle of Man 2006 Census

In 2001 some 2300 (6.1%) of the employed population worked in Malew. Some 1400 (2.7%) worked in Castletown.

- 5.4 This area framework is supported by a strategic transport network which comprises a radial pattern of roads converging on Douglas with links between the main towns and villages around the coast.
- 5.5 Thus the current spatial framework is characterised by four areas each with a main centre or, in the case of the south, a series of smaller centres, with the strategic transport network providing the links between all parts of the Island. These form a family of settlements which provide a hierarchy of employment and service centres across the Island. The size of some of these settlements presents challenges in terms of maintaining the current level of services in the future. Over the years this area framework has been supported by Government in terms of public service provision of education, healthcare and leisure. Area Plans for each of the four defined areas will be prepared during the next 4 to 5 years.
- 5.6 The Consultation Draft (2000) introduced the concept of a new settlement as a means of accommodating new housing provision but this idea was rejected by the Department in the Draft Strategic Plan (2001) in favour of a policy of containment around existing urban areas (see **Appendix 3**). The Strategic Aim, Objectives and Policies provide the framework to develop the existing spatial framework into a Spatial Strategy.

Spatial Vision

- 5.7 The Strategic Objectives and Strategic Policies direct that the focus of new development should be within existing towns and villages or in sustainable urban extensions, avoiding coalescence of settlements and maintaining their local identity. This translates into a Spatial Vision that by 2016 the Island's communities will have become more sustainable, prosperous, safe, healthy and vibrant. People from all sections of society will have been provided with better access to a range and choice of homes, jobs and services. This will have been achieved in ways that reduce the impact of society on the environment, improve the quality of design and the built environment and enhance the Island's natural environment and heritage assets.
- 5.8 In order to achieve this 'Spatial Vision', a framework is required as part of the Island Spatial Strategy for the future development of the Island based on service **CENTRES**, key transport **LINKS** and the main **GATEWAYS** of ports and Ronaldsway Airport (see Key Diagram).

The **CENTRES** comprise a hierarchy of service provision with Douglas, the capital of the Island, seat of Government and headquarters for most of the Island principal businesses and retail stores, as the MAIN CENTRE. Ramsey, Peel, Onchan, Castletown and Port Erin act as SERVICE CENTRES for their respective hinterlands. Below these are a series of SERVICE VILLAGES made up of Laxey, Jurby, Andreas, Kirk Michael, St Johns, Foxdale, Port St Mary, Ballasalla and Union Mills. Finally, there are a number of smaller settlements with little or no service provision which rely on the other centres for various services.

These comprise:

Bride	Glen Maye
Sulby	Dalby
Ballaugh	Ballafesson
Glen Mona	Colby
Baldrine	Ballabeg
Crosby	Newtown
Glen Vine	Strang

The only major employment area outside the CENTRES is that based on the Ronaldsway and Ballasalla Industrial Estates and the Freeport but these are adjacent to Ballasalla and Castletown.

The aim of the **CENTRES, LINKS** and **GATEWAY** approach is to give a strategic focus to future development and achieve balanced growth on the Island by developing:

- the key transport links as the skeletal framework for future physical development and the primary links to and between the gateway ports and the airport;
- a compact and dynamic eastern area centred on Douglas, the major gateway and the focus of the strategic transport network;
- area service centres in the north and west based on Ramsey and Peel using regeneration opportunities to strengthen their employment and service base; and
- a network of local centres in the south with new development focused on the regeneration of existing centres but recognising the growth potential around Ballasalla and the Airport Gateway.

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

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

5.10 The key elements of the ISS for the North are:

- most housing focused on Ramsey in line with the current allocations in the Ramsey Local Plan;
- regeneration of Jurby in line with the Jurby Study;
- continued regeneration of Ramsey Town Centre; and
- employment opportunities focused on Ramsey Town Centre and Poylldooey/Ballachrink in accordance with the development framework.

5.11 The key elements of the ISS for the South are:

- regeneration within Castletown, Port St Mary and Port Erin to create further housing, employment and leisure opportunities in keeping with the scale of the settlements;
- maintaining and improving Ronaldsway Airport's International Gateway role;
- focusing on the employment potential of the Freeport and Ballasalla Industrial estates to counterbalance the attractions of Douglas and the East; and
- protecting the historic setting of Castletown.

5.12 The Key elements of the ISS for the West are:

- continued regeneration in Peel to create further housing, employment and leisure opportunities;
- exploiting the potential of the quayside and harbour for further housing and leisure opportunities; and
- limited development in the other villages in line with the current Local Plans.

5.13 The promotion of an integrated transport strategy to meet the needs of the local community and visitors for the Island is one of the key objectives in the 'Sound Infrastructure Aim' set out in the Government Plan 2006 – 2009. This includes an action "to work corporately in seeking to incorporate the key elements of Integrated Transport for the Island into a draft Sustainable Transport and Travel Plan". The Key Diagram shows the key transport LINKS which coincide with Strategic Routes and Secondary Routes identified by the Department of Transport. The land use strategy element of the ISS fully supports the concept of an Integrated Transport Strategy.

5.14 The routes of the Steam, Electric and Mountain Railways form part of the ISS. The Steam and Electric Railways have potential for improvement in the longer term as part of an Integrated Transport Strategy for the Island. All of the current routes support the strategy of CENTRES and LINKS.

5.15 The principal **GATEWAYS** to the Island are:

- Ronaldsway Airport offering direct flights to 17 destinations plus commercial freight and charter flights.
- Douglas Harbour providing direct all year round ferry services to Heysham and Liverpool and seasonal services to Dublin and Belfast plus commercial freight and energy supplies.
- Ramsey Harbour with an emphasis on building and agricultural imports and exports.
- Peel – energy supplies and dangerous goods discharged at the outer Breakwater.

5.16 In terms of protected landscapes, the Key Diagram shows diagrammatically, the areas currently covered by the 1982 Development Plan designation Areas of High Landscape or Coastal Value and Scenic Significance. Reference is made in the Environment Chapter to the work underway on an Island-wide Landscape Character Assessment which will eventually replace the 1982 Development Plan designations. In the meantime, these will remain in full force and effect and form the basis for the detailed policies in Chapter 7.

- 5.17 This Spatial Strategy does not attempt to identify ecological zones. The boundaries of areas which are currently afforded statutory protection for their biological, geological and archaeological merit are set out in their designation documents. In the preparation of Area Plans, the Department will identify such designated areas and Areas of Ecological Importance or Interest⁽¹⁾ on the proposals maps.

Spatial Distribution

- 5.18 ~~Chapter 8 gives the background to projected future housing need for the Island from 2011 to 2026. From this it can be seen that provision needs to be made for some 5100 new homes up to 2026. By that date however existing homes will still comprise some 88% of the total housing stock, so by any measure it is clear that the existing spatial pattern will continue to dominate the Island Spatial Strategy.~~ Chapter 8 gives the background to projected future housing need for the Island from 2011 to 2026. From this it can be seen that provision needs to be made for some 5,100 new homes up to 2026. By that date however existing homes will still comprise some 88% of the total housing stock, so by any measure it is clear that the existing spatial pattern will continue to dominate the Island Spatial Strategy.
- 5.19 ~~The figure of 5100 represents the broad housing requirement figure for the Isle of Man. It has been calculated by examining the projected household numbers between 2011 and 2026 and allowing for a vacancy factor to account for all those properties which are estimated to be unoccupied at any one time. In terms of how the figure of 5100 should be distributed across the four Areas of the North, South, East and West, analysis has been undertaken and a comparison made of a number of different approaches.~~ The figure of 5,100 represents the broad housing requirement for the Isle of Man. It has been calculated by examining the actual household numbers in 2011 (as recorded in the 2011 Census) and the projected housing numbers in 2026 and allowing for a vacancy factor to account for a proportion of the overall estimated vacancy rate. In terms of how the figure of 5,100 should be distributed across the four Areas of the North, South, East and West, analysis has been undertaken of past planning approval data and the subsequent assessment examined a number of different approaches.
- 5.20 ~~The approach considered to be the most appropriate calculated the spread of new housing on the basis of past development levels; using the planning approval data for new dwellings collated between 2001 and 2013. Even though the Plan period is '2011 to 2026', the extended data set was used for calculation purposes to provide a more comprehensive set of base figures. This distribution approach is supported by an understanding of: the general settlement pattern of the Isle of Man as a whole and for each defined Area, the character of each settlement (including the potential of each to accommodate further growth), the proximity of settlements to the identified major employment centres, and the impact of the preferred spatial distribution on the strategic highway network.~~ The approach considered to be the most appropriate calculated the spread of new housing on the basis of past development levels; using the planning approval data for new dwellings collated between 2001 and 2013. These figures provided an extensive data set. The preferred distribution approach (set out below) is supported by a general understanding of: the general settlement pattern of the Isle of Man as a whole and for each defined Area, the character of each settlement (including the potential of each to accommodate further growth), the proximity of settlements to the identified major employment centres, the areas of the Island which have been identified as having the greatest levels of demand for employment land as well as the likely impact of the preferred spatial distribution figures on the strategic highway network.

⁽¹⁾ Areas of Ecological Importance or Interest is defined in Appendix 1

5.21 ~~On the basis of over 12 years' worth of planning approval evidence, the distribution across the North, South, East and West would allocate 33% of the all Island figure to the Main Centre (Douglas), 41% to the Service Centres, 15% to the Service Villages and 11% to the Villages. The table below shows how such a distribution would translate into figures for each Area. It is important to note that settlements of the same classification e.g. the Service Centres would, under this approach, be allocated the same proportion of the all Island need figure.~~ **On the basis of over 12 years' worth of planning approval evidence, the distribution across the North, South, East and West allocates 33% of the all-Island figure (5100) to the Main Centre (Douglas), 41% to the Service Centres, 15% to the Service Villages and 11% to the Villages. Based on the composition of the settlement types in each Area, the table below shows how such a distribution would translate into a specific housing need for each Area. It is important to note that settlements of the same classification e.g. the Service Centres would, under this approach, be allocated the same proportion of the all-Island need figure.**

Spatial distribution of housing 2011 to 2026 based on analysis of past planning approval data

Spatial distribution of new housing units	% of all-Island housing need figure
North	15%
South	22%
East	48%
West	15%
Total	100%

5.22 A spatial distribution based on the above approach results in the overall housing requirement of 5100 new dwellings between 2011 and 2026 being distributed in the following manner:

Area	Spatial distribution of housing requirement 2011 to 2026
North	770
South	1,120
East	2,440
West	770
Total	5,100

5.23 ~~This proposed distribution recognises the East as having the greatest potential for additional residential opportunities followed by the South, West and North. The North and West are closely matched in terms of numbers and reflect development rates since 2001 and the fact that the settlement hierarchy in all of the Areas is different. Both the North and West have only 1 Service Centre each (Ramsey and Peel), compared to the South which has 2 Service Centres (Castletown and Port Erin) and the East which has the Main Centre, Douglas, and one other Service Centre (Onchan).~~ **This proposed distribution recognises the East as having the greatest housing need between 2011 and 2026 followed by the South, West and North. The North and West are closely matched in terms of numbers. It is important to note that all of the Areas are different in terms of their settlement hierarchy. For example, both the North and West have only 1 Service Centre each (Ramsey and Peel), compared to the South which has 2 Service Centres (Castletown and Port Erin) and the East which has the Main Centre, Douglas, and one other Service Centre (Onchan).**

5.24 ~~Given the new Plan period for the Plan is from 2011 to 2026, it is important to examine the number of dwellings actually built between 2001 and 2011 as well as after 2011. The~~

Residential Land Availability Study (RLAS Update 4) identified that between 2001 and 2011, 5400 new dwellings were granted planning approval. Further analysis has shown that out of that 5400, 5162 approvals remain valid (Appendix 8). RLAS Update 4 reported that by June 2011, 4469 dwellings had been built or were being constructed (87%). Given the new Plan period for the Plan is from 2011 to 2026, it is important to examine both the number of dwellings actually built during the former Plan period i.e. between 2001 and 2011 and between 2011 and 2013. The Residential Land Availability Study (RLAS Update 4) identified that between 2001 and 2011, 5,400 new dwellings were granted planning approval. Further analysis revealed that out of that 5,400, 5,162 approvals remained valid as at June 2011 (Appendix 8). RLAS Update 4 reported that by June 2011 4,469 dwellings had been built or were under construction over the full monitoring period 2001 to 2011 (or 87%).

5.25 From analysis of past data it is known that a number of planning approvals for new dwellings come from conversions of existing buildings (both residential and non-residential) and from windfalls¹. An estimate has been made of the number of additional dwellings that are likely to arise from conversions and windfalls between 2011 and 2026. Based on the average conversion/windfall figures 2001 to 2011, it is estimated that 965 dwellings could be provided in this manner over the Plan period (2011 to 2026). Both RLAS (Update 6) and more recent evidence² prepared in support of the 2015 Review have identified that a number of dwellings have already been approved since 2011 (a total of 458 dwellings were approved between 2011 and 2013). Given the broad Island housing requirement of 5100, these figures suggest that new opportunities for around 3677 dwellings need to be provided for, to meet the housing needs of the Island over the Plan period. Some key figures are set out below: RLAS (Update 7) was published in July 2015 and analysed residential planning approval and completion data as well as land availability up to June 2014. The broad body of RLAS work undertaken by the Department has recently started to analyse residential approvals and take-up of such approvals since 2011 to reflect the new Plan period. Between July 2011 and June 2013, 403 new dwellings had commenced or had been completed across the Island and between July 2011 and June 2014, this had increased to 487. On further analysis of this data it is clear that new homes are being created in a number of different ways. These ways include: conversion schemes (from non-residential to residential or by the creation of multiple units from a single residential unit), windfall³ schemes, redevelopment schemes in residential areas or new schemes on allocated sites. New units may also come forward in rural areas where a need is demonstrated.

<i>a</i>	<i>b</i>	<i>c</i>	<i>e</i>	<i>f</i>	<i>g</i>
Valid-planning-approvals-2001-2011	Valid-planning-approvals-2011-2013	Housing-need-for-Plan-period-2011-2026 (15-years)	Housing-opportunities-required-for-remainder-of-Plan-period-(c-b)	Projected-conversions-&-windfalls-2011-2026 73-per-annum*	Opportunities-needed-2011-to-2026 (e-f)
5162	458	5100	4642	965	3677

*based on average approval rates 2001 to 2011 (figure reduced by 130 to take account of actual conversions/windfalls 2011 to 2013)

5.26 The housing needs of the Island will continue to be met by concentrating new residential development in the existing settlements. The Department does, however recognise that some of the smaller settlements will have little or no potential for further development. Sites that have the potential for future residential development will be appraised as part of the preparation of the forthcoming Area Plans. In looking ahead, monitoring is expected to

¹ Windfalls is defined in Appendix 1
² Evidence Paper 3 "Future housing requirements and recommended Policy change." Supporting evidence to the Isle of Man Strategic Plan Review, 2015
³ Windfalls is defined in Appendix 1 (this will be footnote 1 in final version)

reveal a continuation of new planning approvals and new dwellings on the ground coming forward in a variety of forms during the Plan period. Each new RLAS Update records the types, locations and numbers of homes being approved and delivered. Given that the Plan period has in effect started, it needs to be recognised that some of the 5,100 new homes needed have already been provided and the figures set out in paragraph 5.25 above will increase as the Plan period advances. In line with the Island Spatial Strategy, the housing needs of the Island will continue to be met by concentrating new residential development in the existing settlements. The Department does, however recognise that some of the smaller or 'lower order' settlements such as the Villages may have little or no potential for further development over the Plan period. All settlements will however be appraised in detail as part of the preparation of the forthcoming Area Plans.

5.27 ~~Chapter 8 sets out in more detail the approach to secure the provision of housing through a process of Plan, Monitor and Manage⁽¹⁾. Each new Area Plan prepared will continue to undertake urban capacity assessments as part of a sequential approach⁽²⁾ to the provision of new housing. This approach will seek to develop within existing settlements, or on previously developed land or by the redevelopment, regeneration and conversion of existing housing. Only then will greenfield sites be brought forward, as extensions to existing settlements.~~ Chapter 8 – Housing – sets out in more detail the approach to secure the provision of housing through a process of Plan, Monitor and Manage¹. It is intended that each new Area Plan prepared will continue to undertake urban capacity assessments as part of a sequential approach² to the provision of new housing. This approach will seek to develop within existing settlements, or on previously developed land or by the redevelopment, regeneration and conversion of existing housing. Only then will greenfield sites be brought forward, as extensions to existing settlements.

5.28 Set out above is a review of the Island’s existing settlement pattern, the Spatial Vision, and the Spatial Strategy for the future development of the Island based on Centres, Links and Gateways. What follow from these are the Spatial Policies which will be applied so that the Island Spatial Strategy and ultimately the Spatial Vision can be achieved.

Spatial Policies

5.29 The Strategic Objectives and the Strategic and General Policies include aspects of spatial policy. Hence it is not intended to duplicate those policies in this section. The Island Spatial Strategy, however, has a number of policy implications within it and these are set out below.

Spatial

Policy 1: The Douglas urban area will remain the main employment and services centre for the Island.

Spatial

Policy 2: Outside Douglas development will be concentrated on the following Service Centres to provide regeneration and choice of location for housing, employment and services

- **Ramsey**
- **Peel**
- **Port Erin**
- **Castletown**
- **Onchan**

⁽¹⁾ Plan, Monitor and Manage is defined in Appendix 1

⁽²⁾ Sequential Approach is defined in Appendix 1

¹ Plan, Monitor and Manage is defined in Appendix 1

² Sequential Approach is defined in Appendix 1

Area Plans will define the development boundaries of such centres so as to provide a range of housing and employment opportunities at a scale appropriate to the settlement.

Spatial

Policy 3: The following villages are identified as Service Villages

- Laxey
- Jurby
- Andreas
- Kirk Michael
- St Johns
- Foxdale
- Port St Mary
- Ballasalla
- Union Mills

Area Plans will define the development boundaries of such villages so as to maintain and where appropriate increase employment opportunities. Housing should be provided to meet local needs and in appropriate cases to broaden the choice of location of housing.

Spatial

Policy 4: In the remaining villages development should maintain the existing settlement character and should be of an appropriate scale to meet local needs for housing and limited employment opportunities.

These villages are:

- | | |
|-------------|---------------|
| • Bride | • Glen Maye |
| • Sulby | • Dalby |
| • Ballaugh | • Ballafesson |
| • Glen Mona | • Colby |
| • Baldrine | • Ballabeg |
| • Crosby | • Newtown |
| • Glen Vine | • Strang |

Area Plans will define the development boundaries of such settlements so as to maintain their existing character.

Spatial

Policy 5: New development will be located within the defined settlements. Development will only be permitted in the countryside in accordance with General Policy 3.

Spatial

Policy 6: The strategic roles of Ronaldsway Airport and Douglas Harbour as principal gateways to the Island will be protected and enhanced.

Spatial

Policy 7: In accordance with Strategic Policy 3 Area Plans will assess the need for Green Gaps⁽¹⁾ between settlements so as to avoid coalescence.

⁽¹⁾ Green Gap is defined in Appendix 1




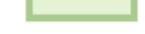



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**ISLE of MAN
STRATEGIC PLAN**
Island Spatial Strategy
Key Diagram



Key to Diagram

-  Main Centre
-  Service Centre
-  Service Villages
-  Villages
-  Major Employment Areas
-  Gateways
-  Regeneration Areas

-  Strategic Link
-  Secondary Link
-  Railways
-  Areas of High Landscape Value
-  Airports/Airfields
-  Major Port
-  Smaller Commercial/Leisure Port

NB. The symbols and shading are intended to refer to the general areas and not to specific sites and areas.

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CHAPTER 6

GENERAL DEVELOPMENT CONSIDERATIONS

CONTENTS

- 6.1 Introduction
- 6.2 Development within land-use zones
- 6.3 Development outside of areas zoned for development
- 6.4 Planning Agreements
- 6.5 Enforcement
- 6.6 Advertisements
- 6.7 Public Art

CHAPTER 6

GENERAL DEVELOPMENT CONSIDERATIONS

6.1 Introduction

6.1.1 The Development Plan will make positive land-use allocations and provision through its policies such as to meet the Island's foreseen development needs for the period 2001-2016. It will therefore provide the basis on which development control decisions are made during this period.

6.1.2 **General**

Policy 1: The determination of matters under Part 2 (Development Control) and Part 3 (Special Controls) of the 1999 Town and Country Planning Act shall have regard to the provisions of the Development Plan and all other material considerations.

In this way, development will be directed towards suitable or preferred locations and away from unsuitable or undesirable locations.

6.1.3 Several planning issues and policies apply throughout the Strategic Plan. These are set out in this chapter rather than being repeated in each of the subsequent chapters.

6.2 Development within land-use zones

General

Policy 2: Development which is in accordance with the land-use zoning and proposals in the appropriate Area Plan and with other policies of this Strategic Plan will normally be permitted, provided that the development:

- (a) is in accordance with the design brief in the Area Plan where there is such a brief;
- (b) respects the site and surroundings in terms of the siting, layout, scale, form, design and landscaping of buildings and the spaces around them;
- (c) does not affect adversely the character of the surrounding landscape or townscape;
- (d) does not adversely affect the protected wildlife or locally important habitats on the site or adjacent land, including water courses;
- (e) does not affect adversely public views of the sea;
- (f) incorporates where possible existing topography and landscape features, particularly trees and sod banks;
- (g) does not affect adversely the amenity of local residents or the character of the locality;
- (h) provides satisfactory amenity standards in itself, including where appropriate safe and convenient access for all highway users, together with adequate parking, servicing and manoeuvring space;
- (i) does not have an unacceptable effect on road safety or traffic flows on the local highways;
- (j) can be provided with all necessary services;
- (k) does not prejudice the use or development of adjoining land in accordance with the appropriate Area Plan;

- (l) is not on contaminated land or subject to unreasonable risk of erosion or flooding;
- (m) takes account of community and personal safety and security in the design of buildings and the spaces around them; and
- (n) is designed having due regard to best practice in reducing energy consumption.

6.3 Development outside of areas zoned for development

General

Policy 3: Development will not be permitted outside of those areas which are zoned for development on the appropriate Area Plan with the exception of:

- (a) essential housing for agricultural workers who have to live close to their place of work; (Housing Policies 7, 8, 9 and 10);
- (b) conversion of redundant rural buildings which are of architectural, historic, or social value and interest; (Housing Policy 11);
- (c) previously developed land⁽¹⁾ which contains a significant amount of building; where the continued use is redundant; where redevelopment would reduce the impact of the current situation on the landscape or the wider environment; and where the development proposed would result in improvements to the landscape or wider environment;
- (d) the replacement of existing rural dwellings; (Housing Policies 12, 13 and 14);
- (e) location-dependent development in connection with the working of minerals or the provision of necessary services;
- (f) building and engineering operations which are essential for the conduct of agriculture or forestry;
- (g) development recognised to be of overriding national need in land use planning terms and for which there is no reasonable and acceptable alternative; and
- (h) buildings or works required for interpretation of the countryside, its wildlife or heritage.

6.4 Planning Agreements

6.4.1 Where development is acceptable and in accordance with the provisions of this Plan and the relevant Area Plan, but raises issues which cannot be addressed by the imposition of planning conditions, the Department will seek to conclude an Agreement with the developer under Section 13 of the 1999 Town and Country Planning Act.

General

Policy 4: Where appropriate the Department will enter into Agreements under section 13 of the 1999 Town and Country Planning Act which may:

- (a) restrict the use of land;
- (b) require land to be used in a particular way;
- (c) restrict the operations which may be carried out in, on, under or over land;

⁽¹⁾ Previously developed land is defined in Appendix 1

- (d) **require operations or activities to be carried out in, on, under or over land or;**
- (e) **require payments to be made to the Department either in a single sum or periodically, in particular as commuted sums for open space or parking provision, or other social or cultural provision, including public art, which is necessary and directly associated with the development proposed.**

6.4.2 Planning Agreements will not be used to support the approval of proposals which are not in accordance with the Aim, Objectives and Policies of the Plan.

To date, Planning Agreements have only been used in a limited number of cases. Supplementary Guidance will be prepared for Agreements under Section 13 of the 1999 Town and Country Planning Act, to be read in conjunction with the Strategic Plan. This will set out the principles and practice of the Department to ensure consistency and to avoid unnecessary delay to the planning and development system.

6.5 Enforcement

6.5.1 Under Part 4 of the Town and Country Planning Act 1999, the Department has duties in respect of breaches of planning control. In any case, the objectives of this Plan would be thwarted without an effective development control system, part of which is, of course, enforcement against breaches of control.

6.5.2 The Department will rectify breaches of control firstly by negotiation, but where this fails and (a) a regularising application is unsuccessful; and

(b) the breach is clearly contrary to any of the policies of this Plan;

the Department will consider the commencement of enforcement action in accordance with Part 4 of and Schedule 4 to the 1999 Town and Country Planning Act.

General

Policy 5: Where breaches of planning control occur, and where the Department considers it expedient to do so, enforcement action will be taken in accordance with Part 4 of, and Schedule 4 to the 1999 of the Town and Country Planning Act.

6.6 Advertisements

6.6.1 The Department controls the display of advertisements in the interests of amenity or public safety, under the Control of Advertisements Regulations 2005.

6.6.2 Within our towns and villages, well designed and sensitively sited advertisements can contribute positively to the character of a building or area, and can be of help to the general public. However, advertisements which are too bright, overlarge or poorly sited may endanger safety by distracting or confusing highway users and may, both individually and cumulatively, detract from amenity by being intrusive, by introducing clutter and visual confusion or by masking features of interest or attraction.

General

Policy 6: Within our towns and villages, the display of external advertisements will be permitted on the site or building to which they relate provided they:

- (a) are of a high standard of design and materials and relate well to the building and site on which they are to be displayed;
- (b) are in keeping with and do not detract from the surrounding area; and
- (c) are located so as not to cause a highway safety hazard.

General

Policy 7: Within our towns and villages, the display of external advertisements on sites or buildings other than those to which they relate will not generally be permitted.

6.6.3 Within rural areas, advertisements can be disruptive features which affect adversely the appearance of the landscape and the countryside. Lighting can pollute the night sky, and may be contrary to nature conservation interests.

General

Policy 8: Within rural areas the display of external advertisements will be permitted only where:

- (a) they are located on or directly next to the premises to which they relate;
- (b) they do not detract from the appearance of either the immediate area or the landscape;
- (c) they are normally constructed of traditional materials unless the nature of the display or location would render such materials inappropriate;
- (d) any illumination, which will be permitted only where it is essential, is kept to a minimum and is so hooded as to prevent undesirable escape of light;
- (e) they are located so as not to cause a highway safety hazard; and
- (f) any illumination will not have an adverse effect on areas of ecological value.

6.7 Public Art

6.7.1 Our environment is improved by the provision of works of art in public places, particularly if that art reflects the cultural traditions or history of a particular area.

6.7.2 The Department will support the inclusion of such artwork in development proposals, and will expect such inclusion within major proposals. Artwork may take the form of public sculpture, such as the recently erected statues of T. E. Brown and Sir William Hillary in Douglas, or may be incorporated into features such as friezes, railings or landscaping. Commissions to locally based artists would be particularly welcome.

General

Policy 9: In major development proposals, there should be included provision for artwork that is accessible to the public.

CHAPTER 7

THE ENVIRONMENT

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7.1 THE ENVIRONMENT – Introduction

7.1.1 The high quality of our environment is one of our greatest assets. The protection and enhancement of this environment are positive measures which will bring local as well as wider benefits to the Island, particularly in terms of tourism and inward investment. The comparatively large number of environment-related policies in the Plan has been divided for ease of reference into three sections:

The Rural Environment
Environmental Protection
The Built Environment

There are some issues such as archaeology, conservation areas, registered buildings, areas subject to flooding and so on, which will relate equally to both the rural and the built environment, whichever section they have been placed in for ease of reference.

7.2 The Rural Environment -Introduction

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

7.2.2 The Isle of Man enjoys a generally beautiful and distinctive landscape and is endowed with a varied and interesting coastline. Topographically, the Isle of Man has a mountainous axis, characterised by rolling peaks, including the highest on the Island, Snaefell, which reaches 2,037 feet (621 metres) above sea level. This mountain range is split by a central valley which stretches from Douglas to Peel, with wide rolling plains to both the north and south. The coastline is very varied; some parts are rugged in nature, but high sandy cliffs and gentle sand and shingle beaches are also characteristic of the Island's coast.

7.2.3 In order to ensure that the varying demands on the countryside and coastline are complementary and to reflect its importance as an entity, the general policy set out in Environment Policy 1 has been adopted (see 7.5.1 below). In exceptional circumstances, where development is required in the countryside and on the coast, the need will normally be identified and assessed through the development plan process. Such a need might arise where development is required to meet housing and employment provisions which could not be met within existing settlements or to provide facilities of strategic importance for agriculture, leisure, tourism or transport or to serve needs of local communities where a rural location is required. Occasionally, circumstances might arise where a need occurs which was not foreseen at the time of the plan preparation and this will be subject to Environment Policy 1. In all cases any adverse impact of development should be minimised having regard to landscape, wildlife and other policy considerations.

7.3 National Landscape Policy

7.3.1 The Island-wide 1982 Development Plan designated significant areas of the Island as having 'High Landscape or Coastal Value Scenic Significance.' This is shown in the Island Spatial Strategy Key Diagram. This landscape zoning included much of the coastline but excluded certain areas characterised by towns. The designation also stretches inland, largely in two belts, which stretch firstly from Union Mills through to Peel and secondly from Ballaugh through Sulby, to the outskirts of Ramsey. There are other pockets throughout the Island but the northern and southern plains generally remain free from this landscape designation.

Whilst this designation indicates which parts of the Island possess particular landscape and coastal quality and value, the designation does not have tiers or categories within it to enable a distinction between areas which may have greater or lesser importance in landscape terms.

7.4 Landscape Protection

7.4.1 Development which is permitted in 'Areas of High Landscape or Coastal Value and Scenic Significance' or in important landscape and coastal areas as recognised by any new landscape classification, will be subject to higher design standards than would normally be required. Development must be properly integrated into the landscape in terms of scale, materials, architectural style, engineering works and landscaping. Landscape features such as trees, hedgerows, sod banks or traditional stone walls which are important to landscape character should be retained. In cases where development is not capable of being sensitively and unobtrusively integrated into the landscape, permission will not be granted.

7.5 Protection of the Open Countryside

7.5.1 Areas of open countryside fall both inside and outside the existing landscape classification system. It is important however that this openness is not detrimentally affected by inappropriate development. Where areas of countryside fall outside the designation of 'High Landscape or Coastal Value and Scenic Significance' or are not recognised within any category contained within any revised landscape assessment in the future, this does not imply that these land areas are poor in appearance or quality. It is recognised that all of the countryside across the Island is generally of a good quality and where development proposals are permitted by other policies of the plan, they should be designed in such a way which helps preserve the rural character of the open countryside. Accordingly, the following general policy is adopted.

Environment

Policy 1: The countryside and its ecology will be protected for its own sake. For the purposes of this policy, the countryside comprises all land which is outside the settlements defined in Appendix 3 at A.3.6 or which is not designated for future development on an Area Plan. Development which would adversely affect the countryside will not be permitted unless there is an over-riding national need in land use planning terms which outweighs the requirement to protect these areas and for which there is no reasonable and acceptable alternative.

7.6 Landscape Assessment and Classification

7.6.1 The present system of landscape classification remains relevant and important. However, a review of the current landscape classification system is underway in the form of an Island wide landscape and coastal quality assessment. This will identify different categories of landscape and coastal importance in order for development to be managed effectively in these areas and appropriate protection policies to be formulated. This exercise will investigate the appropriateness of designating a 'coastal planning zone' which would extend both seaward and landward of the coastline depending on the extent of the mean low water mark in the case of the former and the extent of direct maritime-influenced and coast-related activities in the case of the latter. The landscape assessment will also include management guidelines with respect to development not only in the designated areas but in the wider countryside as well.

Environment

Policy 2: The present system of landscape classification of Areas of High Landscape or Coastal Value and Scenic Significance (AHLV's) as shown on the 1982 Development Plan and subsequent Local and Area Plans will be used as a basis for development control until such time as it is superseded by a landscape classification which will introduce different categories of landscape and policies and guidance for control therein. Within these areas the protection of the character of the landscape will be the most important consideration unless it can be shown that:

- (a) the development would not harm the character and quality of the landscape; or
- (b) the location for the development is essential.

7.7 Woodland

7.7.1 The Island has a number of small woodlands in both private and public ownership, both of which are important for the appearance and visual amenity of the Island's countryside. Woodlands add variety to the landscape and are valued for their historical qualities and nature conservation interest. They should not be removed, damaged or fragmented and the Department will encourage additional broadleaf planting where appropriate. The 1982 Development Plan indicates areas of 'woodland' which are Registered and other areas deemed to be Registered, which gives them greater protection under planning legislation as well as the Tree Preservation Act 1993. Broadleaved woodlands can be damaged either directly or indirectly, and development close to woodlands will therefore be subject to the following policy.

Environment

Policy 3: Development will not be permitted where it would result in the unacceptable loss of or damage to woodland areas, especially ancient, natural and semi-natural woodlands, which have public amenity or conservation value.

7.8 Wildlife and Nature Conservation

7.8.1 The Isle of Man has both nationally and internationally important wildlife species and habitats including important marine habitats. Protection is afforded at a national level by statutory designations under the Wildlife Act 1990 and also under the Manx Museum and National Trust Act 1959. The 1990 Wildlife Act makes provision for the protection of birds, other wild animals and wild plants, as well as their habitats, both terrestrial and marine. It makes provisions for the establishment of Areas of Special Protection for birds, plants and animals (ASPs), Areas of Special Scientific Interest (ASSIs), National Nature Reserves (NNRs) and Marine Nature Reserves (MNRs). The Ayres has been declared a National Nature Reserve as well as an Area of Special Scientific Interest and it is the intention to develop a network of ASSIs in the future. The Island currently has the following designations and protected areas:

- Areas of Special Scientific Interest
- Nature Reserves under the ownership and/or management of the Manx Wildlife Trust
- Areas of Special Protection for Birds and Bird Sanctuaries
- Areas of ecological importance or interest afforded protection under the Area Plans and the 1982 Order
- One RAMSAR site

- Over 2000 acres of National Trust Land designated under the Manx Museum and National Trust Act 1959

- 7.8.2 There are currently no Marine Nature Reserves (designated by Department of Agriculture Fisheries and Forestry (DAFF) up to the Mean High Water mark) or Areas of Special Protection for plants and animals and currently no Wildlife Sites⁽¹⁾ (non-statutory sites) but the system for identifying them is in place, the process of identification has begun, and the concept is supported.
- 7.8.3 In addition to the above, wetland areas of high ecological value may be designated as Ramsar sites under the Convention on Wetlands of International Importance which has applied to the Isle of Man since 1992. The Ballaugh Curragh has been so designated (September 2006), and the Island is bound by the Convention to the "wise use" of wetlands, including rivers and coastal waters. The Isle of Man also applies the Berne Convention on European Wildlife and Natural Habitats (covering Emerald sites, none as yet designated on the Island) and the Bonn Convention on the Conservation of Migratory Species of Wild Animals and the Eurobats Agreement on Bats Conservation.
- 7.8.4 The Freshwater environment is important to the sustainability of native fish stocks. Under the Island Fisheries Act 1996 there is a requirement to protect and conserve native stocks of salmon, trout and sea trout.
- 7.8.5 In considering any development proposals on sites recognised for their ecological and scientific value, the Department will give full consideration to the legislation, policies and conservation objectives, which may be relevant including the Wildlife Act 1990 and species listed in Schedules 1-8 to the Wildlife 1990 Act and other habitats and species which are widely regarded as locally important. In association with the Department of Agriculture Fisheries and Forestry and the Department of Transport, the Department has commissioned the Manx Wildlife Trust to undertake a survey of locally significant sites. The results of this survey work will be available for public scrutiny before inclusion in Area Plans as they become available.
- 7.8.6 Development which would affect any proposed or other recognised site of conservation value, including areas of ecological interest, will only be permitted where it can be demonstrated that:
- the proposed development will not compromise the conservation objectives of the site or unacceptably harm its conservation value and its overall integrity;
 - there is proven public interest where safety or exceptional social or economic considerations outweigh the ecological importance of the site; and
 - the need for the development cannot be met in other less ecologically damaging locations or by reasonable alternative means.

Environment

Policy 4: Development will not be permitted which would adversely affect:

(a) species and habitats of international importance:

- (i) protected species of international importance or their habitats; or**
- (ii) proposed or designated Ramsar and Emerald Sites or other internationally important sites.**

(b) species and habitats of national importance:

- (i) protected species of national importance or their habitats;**

⁽¹⁾ Wildlife Sites are defined in Appendix 1

- (ii) proposed or designated National Nature Reserves, or Areas of Special Scientific Interest; or
 - (iii) Marine Nature Reserves; or
 - (iv) National Trust Land.
- (c) species and habitats of local importance such as Wildlife Sites, local nature reserves, priority habitats or species identified in any Manx Biodiversity Action Plan which do not already benefit from statutory protection, Areas of Special Protection and Bird Sanctuaries and landscape features of importance to wild flora and fauna by reason of their continuous nature or function as a corridor between habitats.

Some areas to which this policy applies are identified as Areas of Ecological Importance or Interest on extant Local or Area Plans, but others, whose importance was not evident at the time of the adoption of the relevant Local or Area Plan, are not, particularly where that plan has been in place for many years. In these circumstances, the Department will seek site specific advice from the Department of Agriculture, Fisheries and Forestry if development proposals are brought forward.

Environment

Policy 5: In exceptional circumstances where development is allowed which could adversely affect a site recognised under Environmental Policy 4, conditions will be imposed and/or Planning Agreements sought to:

- (a) minimise disturbance;
- (b) conserve and manage its ecological interest as far as possible; and
- (c) where damage is unavoidable, provide new or replacement habitats so that the loss to the total ecological resource is mitigated.

7.8.7 In addition to existing, specific areas of the Island designated as being important areas for landscape value, nature conservation and ecological habitats, there are also wider areas which are increasingly being recognised as having combined importance in terms of ecological, archaeological, landscape and / or scientific value. These areas should be fully investigated to assess the extent of these qualities and, where appropriate, their potential for a new designation in the form of 'National Heritage Areas'. This should be in addition to any other designation afforded to them under existing legislation or any new landscape assessment exercise.

Environment

Policy 6: The Department will seek to identify and designate such 'National Heritage Areas' in collaboration with other Government Departments and appropriate agencies in order that buildings, archaeological sites and areas of special ecological, landscape and/or scientific value within them are recognised for their national importance, are a focus for environmental enhancement and are given additional protection from unwarranted development.

7.8.8 The Department will seek to work in co-operation with other Government Departments, organisations and local communities to secure the conservation objectives of the various nature designations dependent on wider management, such as marine sites. It will also

encourage the management of features of the landscape which are of major importance for wild flora and fauna.

7.9 Watercourses and Wetlands

7.9.1 A watercourse or wetland, including ponds and dubs, can be affected by building or engineering operations (either during or after completion of works) or new uses of land which are carried out anywhere within the catchment area. New development in the vicinity of such areas can result in pollution, sedimentation or direct deterioration. Land infill and tipping, mineral exploitation, large scale developments and activities which disturb contaminated material are of particular concern. In all but the most minor proposals, consideration will be given to the protection of watercourses and wetland areas which may be affected by a proposed activity. In addition to requiring planning permission, any work on a watercourse, stream or designated Main River (and normally including the banks for a distance of 9m (30ft) either side) requires the permission of the Department of Transport's Land Drainage Engineer, in accordance with the Land Drainage Act 1934.

Environment

Policy 7: Development which would cause demonstrable harm to a watercourse, wetland, pond or dub, and which could not be overcome by mitigation measures will not be permitted. Where development is proposed which would affect a watercourse, planning applications must comply with the following criteria:

- (a) all watercourses in the vicinity of the site must be identified on plans accompanying a planning application and include an adequate risk assessment to demonstrate that works will not cause long term deterioration in water quality;
- (b) details of pollution and alleviation measures must be submitted;
- (c) all engineering works proposed must be phased in an appropriate manner in order to avoid a reduction in water quality in any adjacent watercourse; and
- (d) development will not normally be allowed within 8 metres of any watercourse in order to protect the aquatic and bankside habitats and species.

Environment

Policy 8: Agricultural buildings will not be permitted on sites where their existence and associated discharges would result in a breach of the "Code of Good Agricultural Practice for the Protection of Water." ⁽¹⁾

7.9.2 In some cases agricultural buildings are proposed for the storage of feed or animals or other legitimate agricultural purposes. Where those buildings or developments are proposed close to existing watercourses, such developments should be carefully scrutinised and advice sought from DAFF where appropriate and clarification provided of the proposed, possible and likely nature of the use of the proposed building as this can affect the impact of the development on the water course.

⁽¹⁾ The Code of Good Agricultural Practice for the Protection of Water was issued by DAFF, DLGE and the Isle of Man Water Authority (2000)

7.10 The Coastal Environment

7.10.1 The coastal environment of the Island is rich and varied, being shaped by powerful natural processes but is, by its very nature, fragile and sensitive to change. The Island has approximately 100 miles of indented coastline and this environment is a complex physical, landscape, ecological, recreational and economic resource. From the exposed sandy cliffs in the north west and the steep rugged rocky faces along the north east coast, to the various coastal towns and villages, the coastal environment is subject to a huge range of uses and pressures including ports, industry, tourism, leisure, fishing, power generation and pollution. Additional concerns about rising sea levels and coastal erosion are focusing increased attention on the special value of the Isle of Man's coastline and how it should be utilised and managed.

7.10.2 Excluding the urban areas along the coast, the rest of this rich environment is designated as having High Landscape or Coastal Value and Scenic Significance and some areas are designated as Areas of Special Scientific Interest. This highlights that many agencies have responsibility for and an interest in both the development and management of the coastline, and it is important for all such agencies to work in partnership to achieve a sustainable approach to the enhancement, conservation and development of the Island's coast. Protection of the Island's coastline from erosion is currently the responsibility of the Department of Transport. The most recent report produced by the Department of Transport relating to the Island's coast is the "Report into Coastal Erosion on the Northern Coasts of the Isle of Man" (October 2000).

7.11 Coastal Planning and Development

7.11.1 It will be the role of Area Plans to reconcile development requirements with the need to protect, conserve and, where appropriate, improve the landscape, environmental quality, ecology, cultural heritage, wildlife habitats and recreational opportunities of the coast. Whilst there is not at the moment a defined 'coastal zone', this may come forward via the revision of the Landscape Assessment. Whilst this new designation may result in specific policies for the management and protection of the coastline, the following points will be taken into account in the preparation of Area Plans and the consideration of planning applications, including proposals for marine installations where these are subject to planning control. It is generally understood that planning legislation extends as far as the mean high water mark and the Department of Transport Harbours Division controls the inter-tidal margins.

- Policies should aim to protect and enhance the character and landscape of the undeveloped coastline.
- Coastal locations should only be proposed for development which needs to be on the coast.
- The undeveloped coast will rarely be the most appropriate location for development.
- Where new development requires a coastal location, the developed coast will normally provide the best option, provided that due regard is paid to the risks of erosion, flooding or land instability.
- New coastal development should not generally be permitted in areas which would need expensive engineering work, either to protect developments on land subject to erosion by the sea or to defend land which may be inundated by the sea. There is also the need to consider the possibility of such works causing a transfer of risks to other areas.
- All potential environmental effects of new coastal defence work, both on and off-shore must be taken into account.

7.11.2 In the undeveloped parts of the coast it is essential that the open character of the coastline be protected. Only in exceptional circumstances and where it has been demonstrated that a coastal location is essential will development be acceptable, provided that landscape, nature conservation and natural coastal processes and factors are considered. The following policies are considered appropriate to ensure the protection of the Island's coastline from inappropriate development.

Environment

Policy 9: A precautionary approach⁽¹⁾ will be adopted for development relating to land affected, or likely to be affected, by erosion or land instability. In the case of receding cliffs, development will not be permitted in areas where erosion is likely to occur during the lifetime of the building.

7.12 Areas Subject to Flooding and Erosion

7.12.1 Globally it is likely that sea levels will rise over the next hundred years and that storms will become more severe. Coastal flooding and erosion as well as inland flooding because of raised river and ground water levels are likely to become increasingly important issues in future years with the continuation of global climate change. There may be serious consequences for some parts of the Island's coastline and inland areas particularly those areas at low level and close to natural flood plains as well as other areas which are prone to erosion, particularly the north west and north east coastlines. All areas known to be subject to flooding will be shown on Area Plans.

7.12.2 The Isle of Man does not have a full survey identifying all areas which may be at risk from flooding. However, there are areas which are at potential risk from flooding and this includes areas which have flooded in the past. The Strategic Plan seeks to prevent the loss of natural flood plain and to guide development away from areas at risk of flooding. Where development is permitted for special or exceptional reasons, then appropriate flood protection and mitigation measures must be taken to safeguard life and property.

7.12.3 A number of agencies are responsible for coastal protection and together should be focused on safeguarding natural sea defences and avoiding unnecessary or unjustified costs arising from the need to protect new development. Flood Risk Assessments⁽²⁾ must accompany any planning application for development where there is a potential risk of flooding. These assessments may be of a relatively minor nature, evaluating a small development on a low risk site with minimal secondary effects or may comprise major basin-wide studies for significant infrastructural development. Risk assessment reports should, as a minimum, include the requirements set out in **Appendix 4**. The following requirements should be the starting point in the preparation of any risk assessment and should be read in association with **Appendix 4**:

- i. Identification of all watercourses and other bodies of water in the vicinity.
- ii. Details of flood alleviation measures already in place.
- iii. Assessment of the source of potential flooding, either river or tidal or a combination of the two.
- iv. Existing information on the extent and depth of flood events or on flood predictions.
- v. An assessment of the likely rate or spread with which flooding may occur.
- vi. A consideration of overland flows and excessive flood flow routes
- vii. All necessary mitigation measures.

⁽¹⁾ Precautionary approach is defined in Appendix 1

⁽²⁾ Flood Risk Assessment is defined in Appendix 1

The Department of Transport Harbours Division holds recorded incidences of flooding in all Island harbours, and the Department of Transport Drainage Division can be contacted for advice on flooding.

7.12.4 In the case of the coastline close to Kirk Michael, a study was commissioned in 1999 to identify how the coastline between the Glen Wyllin access and the Balleira Road access could be protected. The interim report produced entitled "Coastal Erosion Study at Kirk Michael" (January 2000) has already been completed, and there is a proposed Coastline Management Zone for Kirk Michael. Research into the implications of continued coastal erosion in this area and the potential for coastal protection works is continuing, and the final management plans adopted as a result of this will be important and should seek to develop, wherever possible, environmentally acceptable soft engineering solutions and long term strategic solutions whilst taking account of the possible impacts of sea level changes.

7.12.5 The Coastline Management Act 2005 has now been brought into operation. The aims of the Act are to:

- a) provide for the sustainable management of designated parts of the coastline that are or may be subject to changes by natural forces;
- b) provide functions that may be exercised in the public interest and intended to be of social and environmental benefit;
- c) provide functions that may be exercised in a manner that balances economic cost with the social and environmental benefit; and to
- d) ensure that in respect of coastline management, decisions about planning policies are taken on an informed basis.

Environment

Policy 10: Where development is proposed on any site where in the opinion of the Department of Local Government and the Environment there is a potential risk of flooding, a flood risk assessment and details of proposed mitigation measures must accompany any application for planning permission. The requirements for a flood risk assessment are set out in Appendix 4.

Environment

Policy 11: Coastal development will only be permitted where it would not:

- i) increase or transfer the risk of flooding or coastal erosion through its impact on natural coastal processes;
- ii) prejudice the capacity of the coast to form a natural sea defence; and
- iii) increase the need for additional coast protection works except where necessary to protect existing investment or development.

Environment

Policy 12: New coastal defence works must not have an unacceptable impact on the character, appearance, ecology, archaeology or natural processes of the coastal environment.

Environment

Policy 13: Development which would result in an unacceptable risk from flooding, either on or off-site, will not be permitted.

7.13. Agriculture

7.13.1. Agriculture is an integral and vital part of the rural economy and rural society and to a great degree is responsible for the appearance and stewardship of the countryside. The Island's farms not only provide the community with a healthy proportion of meat and vegetable produce but also provide employment opportunities. It is important to sustain agricultural industry by safeguarding its prime resources, by allowing appropriately designed and sited new buildings (where need is established) and by encouraging conservation-based land management regimes (including appropriate tree and shrub planting). However, this must not be at the expense of the appearance and character or openness of the landscape, or result in the loss of traditional hedgerows and field boundaries or the loss of limited areas of good quality agricultural land. A recent study on agricultural soils on the Isle of Man⁽¹⁾ revealed that the majority of the agricultural land on the Island (80.26%) fell within Class 3, based on the land use capability class system in England and Wales (classes range from Class 1 to 5, with Class 1 being the most versatile land). Class 3 land characteristics can be summarised as land with moderate limitations which restrict the choice of crops and/or demand careful management. Only 4.87% of agricultural land falls within Classes 1 and 2. According to the agricultural land use capability map (figure 4 of the study), all of the Class 1/2 land of which Class 1 is the dominant class can be found in the south of the Island to the east of Ballasalla. New Area Plans will include a general presumption against the release of Class 1 and 2 agricultural land for development.

The highest level of protection will apply to the highest graded quality of land with Classes 1 and 2 soils being afforded most protection from development and being taken out of agricultural use. Where there is a proposal to develop land which is categorised in the Agricultural Soils of the Isle of Man report as being mixed Classes 2 and 3, those wishing to develop the land should ascertain which parts of the site represent higher grade of soil with these parts being avoided for development purposes.

7.13.2 One of the prime considerations in the determination of development proposals in the countryside will continue to be the conservation and enhancement of the landscape. In terms of the diversification of farms and farm buildings, there may be some circumstances where this may be appropriate and it is acknowledged that small scale enterprises can promote healthy economic activity in rural areas whether this be for commercial, industrial, tourism, sport or recreation uses. There is, however, a general presumption against the introduction of new uses into the countryside (including industrial or office uses):

- (a) for which there is no local need;
- (b) which would materially effect the rural character of an area;
- (c) which would necessitate the creation of new buildings; and
- (d) which would be more appropriate in industrial zones, business parks or within urban centres.

7.13.3 In recent years there has been increasing demand for new development and buildings in the countryside, particularly for new modern agricultural buildings. Such buildings can have, and in a number of areas already have had an adverse effect on the character and appearance of the landscape, particularly when sited in exposed locations away from building groups and on elevated land. It is important that new development should be compatible with the character of the surrounding area, and the need for new buildings in the countryside will be balanced against the harm that development may have on the particular environment within which it is proposed. In terms of new agricultural dwellings, permission will not be granted unless real agricultural need is demonstrated and will in every case be assessed in terms of need, sensitive siting, design, and size, and be subject to an agricultural occupancy condition.

⁽¹⁾ Agricultural Soils of the Isle of Man, Harris et al, (Centre for Manx Studies) 2001

7.13.4 It is recognised that there have been considerable changes in the economy in the last twenty years. The number of people in full time agricultural employment has reduced for a number of reasons including increased mechanisation, reductions in the number of farms; and increases in the size of farm holdings. In many cases smaller farms have been amalgamated into larger units to increase economic viability. This has often been accompanied by the sale of former farmhouses and cottages to those who do not earn their employment in agriculture. At the same time there has been an increase in part time involvement in farming either where the income from agriculture is supplemented by other employment or where the person's main employment is not in agriculture but they farm on a part time basis. In considering the applications for new houses in the countryside the Department will give careful consideration to agriculture justification based on full time employment in agriculture. See also Section 8.9 in Chapter 8 – Housing.

Environment

Policy 14: Development which would result in the permanent loss of important and versatile agricultural land (Classes 1-2) will not be permitted except where there is an overriding need for the development, and land of a lower quality is not available and other policies in this plan are complied with. This policy will be applied to (a) land annotated as Classes 1/2 on the Agricultural Land Use Capability Map; and (b) Class 2 soils falling within areas annotated as Class 2/3 and Class 3/2 on the Agricultural Land Use Capability Map.

Environment

Policy 15: Where the Department is satisfied that there is agricultural or horticultural need for a new building (including a dwelling), sufficient to outweigh the general policy against development in the countryside, and that the impact of this development including buildings, accesses, servicing etc. is acceptable, such development must be sited as close as is practically possible to existing building groups and be appropriate in terms of scale, materials, colour, siting and form to ensure that all new developments are sympathetic to the landscape and built environment of which they will form a part.

Only in exceptional circumstances will buildings be permitted in exposed or isolated areas or close to public highways and in all such cases will be subject to appropriate landscaping. The nature and materials of construction must also be appropriate to the purposes for which it is intended.

Where new agricultural buildings are proposed next to or close to existing residential properties, care must be taken to ensure that there is no unacceptable adverse impact through any activity, although it must be borne in mind that many farming activities require buildings which are best sited, in landscape terms, close to existing building groups in the rural landscape.

Environment

Policy 16: The use of existing rural buildings for new purposes such as tourist, or small-scale industrial/commercial use may be permitted where:

- a) it is demonstrated that the building is no longer required for its original purpose and where the building is substantially intact and structurally capable of renovation;
- b) the reuse of the building will result in the preservation of fabric which is of historic, architectural, or social interest or is otherwise of visual attraction;
- c) it is demonstrated that the building could accommodate the new use without requiring extension or adverse change to appearance or character;
- d) there would not be unacceptable implications in terms of traffic generation;
- a) conversion does not lead to dispersal of activity on such a scale as to prejudice the vitality and viability of existing town and village services; and
- f) the use of existing buildings involves significant levels of redevelopment to accommodate the new use, the benefits secured by the proposal in terms of impact on the environment and the rural economy shall outweigh the continued impact of retaining the existing buildings on site.

Proposals to convert rural buildings to residential accommodation will be considered along with the advice given at Section 8.10 of this document.

7.14 Horticulture

7.14.1 The use of land for horticulture, market gardens or nursery grounds is common on the Island and often found on sites in the urban fringe or free-standing in the countryside. Such uses can contribute to the economic activity of rural areas, but the requirement for buildings and adequate access and parking spaces means that such developments can be intrusive in the countryside. The development and expansion of such sites needs to be carefully managed particularly where there are traffic implications and in order to prevent the proliferation of buildings, which may include growing tunnels and external displays and greenhouses, leading to an adverse impact on the character of such areas.

7.14.2 Selling the produce grown in a market garden or a nursery from the site may not constitute development, but retailing other products does, and will be subject to the Department's general retail policies.

Environment

Policy 17: The development of buildings and other facilities associated with nurseries and market gardens will only be permitted where:

- a) any built development is of a scale, form, design and material in keeping with the character of its surroundings;
- b) any development does not unacceptably affect residential amenity or local highway conditions;
- c) there is no adverse impact on the character or appearance of the area or a requirement for significant highway alterations; and

- d) if appropriate, those buildings are erected away from public highways and are screened from public gaze.

Environment

Policy 18: Retailing from farms, market gardens and nurseries (excepting ancillary sales of produce grown thereon) will be subject to the Department's general retail policies.

7.15 Equestrian Pursuits

7.15.1 Equestrian activities are becoming increasingly popular in rural areas and on the fringes of our towns and villages. These activities can generally take place only on open, rural land, and often represent a useful way of diversifying traditional farming. The use of land as grazing land falls within the definition of agriculture (section 45 of the 1999 Town and Country Planning Act), and does not therefore involve development, but the keeping of horses and the operation of equestrian activities generally do involve development and may have an adverse impact on the appearance and character of the countryside. Sensitive siting and high standards of design, construction, and maintenance are necessary to ensure that there are no such adverse impacts. Whilst horses should be well housed, it will seldom be appropriate to use cavity-wall construction for stables, since such buildings may too easily be adapted for residential uses, so thwarting other policies of this Plan. Where new buildings are necessary, they should be sited close to existing building groups, and designed not only to blend with their surroundings but also to suit their specific purpose.

Environment

Policy 19: Development of equestrian activities and buildings will only be accepted in the countryside where there will be as a result of such development no loss in local amenity, no loss of high quality agricultural land (Classes 1 and 2) and where the local highway network can satisfactorily accommodate any increase in traffic (see Environment Policy 14 for interpretation of Class 1 and 2).

Environment

Policy 20: There will be a presumption against large scale equestrian developments, which includes new buildings and external arenas, in areas with High Landscape or Coastal Value and Scenic Significance unless there are exceptional circumstances to override such a policy.

Environment

Policy 21: Buildings for the stabling, shelter or care of horses or other animals will not be permitted in the countryside if they would be detrimental to the character and appearance of the countryside in terms of siting, design, size or finish. Any new buildings must be designed in form and materials to reflect their specific purpose; in particular, cavity-wall construction should not be used.

7.16 Environmental Protection – Introduction

7.16.1 There are many facets of environmental protection which have land use implications including pollution, unstable land, contaminated land and flooding. In terms of pollution, whilst it is the role of the planning system to determine whether a development is an acceptable use of land rather than seeking to control the processes or substances used in any particular development, it is important that the Planning Directorate operates alongside other agencies such as the Environment Safety and Health Directorate which has statutory

responsibilities regarding environmental protection, and the Health and Safety at Work Inspectorate, The Isle of Man Water Authority, the Department of Transport and the Department of Agriculture Fisheries and Forestry.

7.17 Pollution

7.17.1 It is important to protect the environment and quality of life by controlling development which would lead to unacceptable levels of water pollution, air pollution and other nuisances such as noise and smells. However, it is not the role of land use planning to duplicate controls which are the statutory responsibility of other agencies including other directorates within the Department of Local Government and the Environment. It is the intention of the following policy to prevent development which would unacceptably impact upon current and future land uses through the effects of pollution.

Environment

Policy 22: Development will not be permitted where it would unacceptably harm the environment and/or the amenity of nearby properties in terms of:

- i) pollution of sea, surface water or groundwater;**
- ii) emissions of airborne pollutants; and**
- iii) vibration, odour, noise or light pollution.**

7.17.2 In addition to the above, changes in the activities associated with the current permitted use of land or a building, which in themselves do not constitute development and therefore do not require planning permission, can have an adverse impact on adjacent properties by virtue of noise, light or general disturbance. For example the addition of security lighting on a property may cause light pollution affecting adjacent properties and the wider area. The introduction of new activities into established parks and recreation areas can have an impact on neighbours. In such cases the Department would advocate the person or organisation considering the change to give careful consideration to the potential impact of such activity in terms of location, siting and design.

Environment

Policy 23: When considering alterations and improvements to existing facilities the Department will require that consideration be given to the potential adverse impact of the proposed changes to existing neighbours.

7.18 Environmental Impact Assessment⁽¹⁾

7.18.1 Environmental Impact Assessment (EIA) is an important procedure for ensuring that the likely effects of new development on the environment are fully understood and taken into account before the development is allowed to go ahead. It is a process by which information about the likely environmental effects of certain types of development is collected, assessed and taken into account by the developer (as part of project design) and by the planning authority (in determining the acceptability of the application). In cases where developments are likely to have significant environmental effects, whether public or private, by virtue of their nature, size or location, EIA's will be required and the general principles set out in **Appendix 5** should be followed.

7.18.2 For some types of development, EIA's will be required in every case, whilst other development will only require an EIA if the particular project is judged likely to give rise to significant environmental effects. Where development does not fall within these categories,

⁽¹⁾ Environmental Impact Assessment is defined in Appendix 1

but still has a significant effect on the environment, the Department will require suitable supporting environmental information. The main criteria for judging significance are as follows:

- i. major developments which are of more than local importance;
- ii. developments which are proposed in particularly environmentally sensitive or vulnerable locations;
- iii. developments with unusually complex and potentially hazardous environmental effects.

7.18.3 A Planning Policy Statement will be issued specifying the manner in which the Department intends to deal with applications which should be subject to EIA. Pending the adoption of the proposed Planning Policy Statement the Department will adopt current practice on EIA's from England and Wales set out in the publication "Environmental Impact Assessment: A Guide to Procedures"⁽¹⁾.

Environment

Policy 24: Development which is likely to have a significant effect on the environment will be required:

- i) to be accompanied by an Environmental Impact Assessment in certain cases; and**
- ii) to be accompanied by suitable supporting environmental information in all other cases.**

7.19 Pollution-Sensitive Development

7.19.1 Development will not be permitted where it would be incompatible with an existing use of land. In the case of new residential development, this will not be allowed where properties would suffer unacceptable loss of amenity due to exposure to existing sources of pollution whether this is from noise generation, odours or airborne pollutants such as dust. Not only could this reduce the quality of life of future residents but it could lead to future complaints that may prejudice any future development or expansion of an existing land use.

Environment

Policy 24: Pollution-sensitive development will only be allowed to be located close to sources of pollution where appropriate measures can be taken to safeguard amenity.

7.20 Contaminated Land

7.20.1 Contaminated land on the Island is typically as a result of the legacy of past industrial and chemical land uses. Perhaps the most notable sites are land areas associated with former mining practices and it is not uncommon for such sites to be close to residential areas or watercourses which can be detrimentally affected by such contamination. Foxdale is a prime example of a former mining village, which largely specialised in lead mining during the 19th Century under the control of the Isle of Man Mining Company, and physical evidence can still be found of important archaeological remains. A number of studies have revealed varying degrees of contamination across Higher Foxdale, much of which still requires reclamation from heavy metal contamination. It is recognised, however, that some of the former mining areas host a variety of rare plants which may have ecological value.

⁽¹⁾ Environmental Impact Assessment: A Guide to Procedures.
Department of the Environment Transport and the Regions (2000).

7.20.2 The practice of reclaiming contaminated land and bringing it back into beneficial use is supported, whether it be suitable in the end for open space or residential development or as deemed appropriate in the Area Plans. It is important that however former contaminated land is utilised, both health and property are safeguarded. Detailed surveys may be required to identify the extent of contamination and how contamination problems can be overcome. On sites where the Department has no control, the developer will have responsibility to ensure that any development site is free of contamination which may constitute a hazard to occupiers or potential users of the development or land. Furthermore, precautions will be essential to ensure that contaminants cannot escape from the site which may cause airborne or waterborne pollution or pollution of nearby land.

Environment

Policy 26: Development will not be permitted on or close to contaminated land unless it can be demonstrated that there is no unacceptable risk to health, property or adjacent watercourses

7.21 Environmental Enhancement

7.21.1 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. 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.

Environment

Policy 27: The Department will seek to enhance the natural environment, including sites contaminated by former mine workings, along with other Government Departments, local communities, the private sector and all appropriate agencies in order to ensure the appropriate reclamation, water management, planting of appropriate tree species, the management of special habitats including aquatic habitats and the removal of eyesores.

7.22 Unstable Land

7.22.1 The policy set out below aims to safeguard life and property from ground instability such as landslips and subsidence. Therefore, unless mitigating measures can be taken, development will not be permitted where it would be at risk from unstable land or increase the risk of ground instability elsewhere.

7.22.2 It may be necessary for a developer to undertake a specialist investigation and assessment to identify any remedial measures required to deal with ground instability. It may also be appropriate to carry out monitoring after the development has taken place. Ultimately it is the responsibility of the developer to ensure that land is safe and suitable for development. Whilst the Department will try to ensure that a development will not be put at unacceptable risk, the subsequent liability for safe development and secure occupancy of a site rests with the developer and / or landowner.

Environment

Policy 28: Development which would be at risk from ground instability or which would increase the risk from ground instability elsewhere will not be permitted unless appropriate precautions have been taken.

7.23 Consultation Zones for Hazardous Installations

7.23.1 There are a number of installations on the Island that represent a constraint on development in the vicinity because of health and safety considerations. Such installations are essential Island facilities such as the petroleum and LPG storage at Douglas Harbour. The type of constraint posed to development varies by facility and therefore there will be a need for the Department to consult with the Health and Safety at Work Inspectorate regarding any development within such zones.

Environment

Policy 29: In considering development proposals within Consultation Zones as designated on the Area Plans or published Consultation Zone Maps, the Department will consult with the Health and Safety at Work Inspectorate to determine the appropriateness of the development. In all cases, the health and safety of the public will be the overriding consideration. Developments which would conflict with the requirements of health and safety will not be permitted.

7.24 The Built Environment - Introduction

7.24.1 The architecture of the Island, the quality of its buildings, the way in which they blend in with their surroundings, the respect for the built environment and the collective and individual cultural heritage, are all matters that are important to the sustainability of the Island's unique identity.

7.24.2 The Island possesses an extensive and well preserved historical character. The presence of sites, features, buildings and Conservation Areas undoubtedly adds to the quality of our lives, and the physical remains of our past are to be valued and protected as a central part of our culture, heritage and sense of national identity. It adds to our 'sense of place' and is a constituent part of both the rural and urban environment.

7.24.3 The Island enjoys a rich heritage of buildings, all of which represent the social, economic and cultural history of the Island. These physical remains of our past, which may include historic buildings, ancient monuments and archaeological sites whether in towns, villages or in the countryside sustain the distinctiveness of the Island which is so vital to the retention of its unique character and our sense of national identity. The historic environment is also a material asset that makes a positive contribution to economic prosperity for the purposes of tourism, leisure and recreation.

7.25 The Historic Building Stock

7.25.1 The Island is well blessed with a rich and varied historic environment. Work is continuing on the expansion of the list of designated Conservation Areas and Registered Buildings in recognition of their particular architectural, social or historical interest and within the Island there are so far 250 Registered Buildings and 19 Conservation Areas.

7.25.2 In addition, there are many as yet unscheduled and unidentified buildings and areas, which are either locally important or potentially worthy of designation. These also ought to be preserved and enhanced wherever possible through planning policy.

7.25.3 Positive attitudes are therefore required through the Strategic Plan towards the protection of the built environment for maintaining the architectural and historic continuity and distinctive character of each town and village. A fine balance therefore needs to be struck between conservation and enhancement on the one hand, and promoting development and growth on the other. However, conservation of the built environment and archaeological features

should be viewed as an asset to be promoted and not as a constraint to be overcome. The historic environment in practice cannot remain unchanged, and the role of planning is to reconcile the needs for development against the need to conserve and protect the historic environment.

7.26 Demolition, Extension or Alteration of a Registered Building

7.26.1 Many Registered Buildings on the Island can sustain a degree of sensitive alteration or extension in order to accommodate continuing or new uses. Nevertheless, Registered Buildings do vary greatly in the extent to which they can accommodate change without loss of special interest. Some may be sensitive to even slight alterations. In cases where there have been successive changes to a Registered Building, the cumulative effect of the work will be assessed in determining the overall impact on the character of the building.

7.26.2 The Department is continuing its assessment of important buildings across the Island worthy of being afforded Registered status. Many of the buildings identified which have the potential for Registration result from being named in Area Plans. These will, in the future, become the main sources for identifying new buildings which should be put on the list for potential registration.

7.26.3 The Permitted Development Order withdraws permitted development rights within the curtilage⁽¹⁾ of Registered Buildings as well as Conservation Areas. Development which might otherwise require no planning permission becomes subject to development control.

Environment

Policy 30: **There will be a general presumption against demolition of a Registered Building. In considering proposals for demolition or proposed works which would result in substantial demolition of a Registered Building, consideration will be given to:**

- **the condition of the building;**
- **the cost of repairing and maintaining it in relation to its importance and the value derived from its continued use (based on consistent long-term assumptions);**
- **the adequacy of efforts made to retain the building in use; and**
- **the merits of alternative proposals for the site.**

Environment

Policy 31: **There will be a presumption against the removal of any Registered Building from the Register.**

Environment

Policy 32: **Extensions or alterations to a Registered Building which would affect detrimentally its character as a building of special architectural or historic interest will not be permitted.**

7.27 Change of Use of Registered Buildings

7.27.1 The best use for a Registered Building is usually the use for which the building was designed. However, it is recognised that it is often necessary to look for a new use to secure the economic future of the building. It is important therefore that any new use is appropriate and that physical alterations are sensitive to its character.

⁽¹⁾ Curtilage is defined in Appendix 1

Environment

Policy 33: The change of use of Registered Buildings will only be permitted if the proposed use is appropriate and any alterations associated with the change are not detrimental to its character as a building of special architectural or historic interest.

7.28 Traditional Building Materials

7.28.1 Traditional building materials can be classified as stone for walls, slates for roofs and softwood for window frames. Local materials help to form the character of settlements in the Island. For example, sandstone was a common building material in the development of much of the older parts of Peel and limestone was historically used in Castletown. Whilst the original sources of some materials are no longer operating, reclaimed material from old buildings is often available. Such re-use will be particularly encouraged where sites are to be redeveloped and there is evidence of material on site which can be recycled and reused. It will, however, not be appropriate to demolish historic buildings merely to reclaim usable materials. Another important aspect when attempting to retain the historic building stock is the use of the most appropriate mortar; common across the Island's built environment has been the use of lime-based mortar and washes.

Environment

Policy 34: In the maintenance, alteration or extension of pre-1920 buildings, the use of traditional materials will be preferred.

7.29 Development within Conservation Areas

7.29.1 Conservation Areas are designated where the Department is satisfied that there is an area of special architectural or historic interest, the character of which it is desirable to preserve or enhance. Accordingly, the Department will;

- i. appraise and review existing Conservation Areas; and
- ii. designate new Conservation Areas where Conservation Area appraisals have revealed individual areas to be worthy of such status.

7.29.2 Development proposals within Conservation Areas will be expected either to preserve or enhance their character or appearance. Development proposals should be in accordance with the Department's conservation policies set out in Planning Policy Statement 1/01, "Policy and Guidance Notes for the Conservation of the Historic Environment of the Isle of Man." There is generally grant assistance available to help in the use of appropriate materials and positive and appropriate development within Conservation Areas.

Environment

Policy 35: Within Conservation Areas, the Department will permit only development which would preserve or enhance the character or appearance of the Area, and will ensure that the special features contributing to the character and quality are protected against inappropriate development.

7.30 Development adjacent to Conservation Areas

7.30.1 It is often the case that important views into and out of a Conservation Area can contribute significantly to its character. It is necessary to assess the impact any development adjacent to conservation areas may have on such views.

Environment

Policy 36: Where development is proposed outside of, but close to, the boundary of a Conservation Area, this will only be permitted where it will not detrimentally affect important views into and out of the Conservation Area.

7.31 Advertisements in Conservation Areas

7.31.1 Some advertisements found and proposed in Conservation Areas are inappropriate and do not reflect the special character and designation of the area. The design of advertisements should respect the physical appearance of the premises in order to integrate readily with its surroundings. Traditional details, hanging signs and hand painted signage are most appropriate and will be encouraged.

Environment

Policy 37: As a general policy, advertisements within Conservation Areas will be permitted only if:

- i) the proposal preserves or enhances the Conservation Area;**
- ii) the signage is in a style appropriate to the character of the area;**
- iii) traditional materials and finishes are used and glossy and highly reflective materials are excluded from proposals; and**
- iv) internally illuminated box fascia and projecting box signs are excluded from the proposals.**

Environment

Policy 38: Advertisements close to Conservation Areas must respect and preserve the character and appearance of the area to ensure that views into and out of such areas are protected.

7.32 Demolition in Conservation Areas

7.32.1 Under Section 19 of the 1999 Town and Country Planning Act, Conservation Area designation introduces control over the demolition of most buildings within Conservation Areas. Buildings which are subject to other controls, are summarised below:

- a) Registered buildings;
- b) a building for the time being the subject of a preservation order under Section 11 of the Manx Museum and National Trust Act 1959;
- c) a building for the time being included in the list of monuments prepared under Section 13 of the Manx Museum and National Trust Act;
- d) any buildings, a description of which is specified in a direction issued by the Department under Section 19 sub-section (2) of the Town and Country Planning Act 1999, which are by virtue of such direction, excluded for the time being from an order designating a Conservation Area; or
- e) buildings which are known to be the place of shelter for protected species or be used for nesting by a protected bird (Wildlife Act 1990).

7.32.2 The general presumption will be in favour of retaining buildings which make a positive contribution to the character or appearance of the Conservation Area. When considering proposals which will result in demolition of a building in a Conservation Area, attention will be paid to the part played in the architectural or historic interest of the area by the relevant building and the wider effects of demolition on the building's surroundings and on the Conservation Area as a whole. In addition, consideration will be given to:

- the condition of the building;
- the cost of repairing and maintaining it in relation to its importance and the issue derived from its continued use (based on consistent long-term assumptions);
- the adequacy of efforts made to retain the building in use;
- the merits of alternative proposals for the site.

Environment

Policy 39: The general presumption will be in favour of retaining buildings which make a positive contribution to the character or appearance of the Conservation Area.

7.33 Archaeology

7.33.1 Archaeological remains provide irreplaceable evidence of human activity. The Isle of Man's archaeological heritage is the result of human activity over many thousands of years. It is a finite and non-renewable resource and is, in many cases, highly fragile and vulnerable. An understanding and management of the Island's archaeological heritage is essential to ensure it survives in good condition and is not needlessly or thoughtlessly destroyed. It contains irreplaceable information about the history of the Island and is part of our national heritage. Archaeological remains are valuable for their own sake and for their role in education and tourism. As a signatory to the Valetta Convention (The European Convention for the Protection of the Archaeological Heritage 1992) the Isle of Man has international obligations in the identification, recording, protection, conservation and management of its archaeological heritage.

Environment

Policy 40: Development will not be permitted which would damage, disturb or detract from an important archaeological site or an Ancient Monument or the setting thereof.

7.33.2 There is a large number of archaeological sites on the Island of importance. In determining important archaeological sites reference will be made to the National Archaeological Record. Should development be proposed for these sites, an archaeological evaluation will be required, in advance of the determination of an application, in order to find out about any archaeological remains, so enabling an informed decision to be made. Should an application be approved, in order to ensure that sites are protected and/or recorded in advance of construction work, the Department will attach conditions to any grant of planning permission. The Department will require that any archaeological work of this nature is funded by the developer.

Environment

Policy 41: The Department will require that archaeological evaluations be submitted prior to the determination of proposals affecting sites of known or potential archaeological significance. In cases where remains are affected but preservation in-situ is not merited, the Department will expect to secure excavations and/or recording in advance of construction work either by the imposition of suitable conditions attached to a planning permission or through a formal agreement entered into with the developer.

7.34 Existing Settlements

7.34.1 Every settlement in the Island has its own individual character and identity which needs to be conserved and enhanced. If such characteristics and qualities are not to be lost, any new development must be appropriate to the locale in terms of scale, siting, design, relationship with other buildings and land uses. Area Plans should identify important spaces within settlements, whether in the form of village greens, squares or areas which simply add to the attractiveness and interest of particular areas which have positive amenity value. It is important to the attractiveness and individuality of centres that over intensive development is avoided as well as the gradual merging of towns and villages in order to preserve a sense of identity and sense of place. In terms of existing settlements, in both rural and urban areas, new development will be expected to follow the following design principles. Development will need to:

- i. be of a high standard of design, taking into account form, scale, materials and siting of new buildings and structures;
- ii. be accompanied by a high standard of landscaping in terms of design and layout, where appropriate;
- iii. protect the character and amenity of the locality and provide adequate amenity standards itself;
- iv. respect local styles; and
- v. provide a safe and secure environment.

"Infill development⁽¹⁾" (in the sense of filling a small gap in an otherwise built-up frontage) may be acceptable in built up areas, but the value of spaces between buildings should not be underestimated, even in small settlements.

"Backland development⁽²⁾" (which is development on the land at the back of properties) may also be acceptable in some circumstances, but only if satisfactory access can be achieved and if there is sufficient space to provide adequate amenity for both new and existing adjoining dwellings.

"Tandem development⁽³⁾" (consisting of one house immediately behind another, and sharing the same access) is generally unacceptable because of the difficulties of access to the house at the back, and the disturbance and lack of privacy suffered by the house in front.

Environment

Policy 42: New development in existing settlements must be designed to take account of the particular character and identity, in terms of buildings and landscape features of the immediate locality. Inappropriate backland development, and the removal of open or green spaces which contribute to the visual amenity and sense of place of a particular area will not be permitted. Those open or green spaces which are to be preserved will be identified in Area Plans.

7.35 Urban Regeneration

7.35.1

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,

⁽¹⁾ Infill development is defined in Appendix 1

⁽²⁾ Backland development is defined in Appendix 1

⁽³⁾ Tandem development is defined in Appendix 1

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. Areas which are considered to be in need of regeneration should be identified in Area Plans and any schemes or proposals whether for refurbishment, environmental improvements or complete redevelopment must be formulated by involving the local community which would be directly affected by the regeneration of the area. The Department also supports, in general, environmental improvements to our towns and villages.

Environment

Policy 43: The Department 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.

CHAPTER 8

HOUSING

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CHAPTER 8

HOUSING

8.1 Introduction

8.1.1 The principal objective of the Government's housing policy is to ensure that sufficient housing, to appropriate standards, is made available to meet demands created by the growth in population and changing household sizes.

8.1.2 This provision should be made having regard not only to the other objectives of this Plan, but also to the aspirations of the population to live in particular parts of the Island.

8.1.3 The Department has not prepared an urban capacity study⁽¹⁾ for the Isle of Man Strategic Plan for it is judged that the detailed assessment of residential land availability is best addressed as part of the preparation of the Area Plans. The Department has, however, as part of the Review, carried out or enhanced a number of different elements of work to ensure that sufficient housing opportunities will be available to accommodate the predicted level of population growth. The Department has:

- i. monitored planning approval data since 2001 for new residential dwellings as well as residential land availability through the Residential Land Availability Study (RLAS) and subsequent Updates.⁽²⁾ The RLAS work includes analysis of take-up rates, conversions and windfalls⁽³⁾. This work has provided key evidence and baseline data;
- ii. analysed the 2011 Population Projections produced following the 2011 Census which included making informed assumptions about future household size;
- iii. considered the character of the settlements across the Island, their proximity to employment centres and the implications of additional housing on the strategic highway network; and
- iv. undertaken an exercise to identify potential broad development opportunities. This exercise did not serve to replace or negate the need for an Area Plan but it gave a level of reassurance that the predicted level of population growth and additional households that this represented could at least, in theory, be accommodated in line with the existing Island Spatial Strategy as set out in Chapter 5.

8.1.4 Together, the above work undertaken by the Department will ensure that sufficient opportunities are made available to meet the predicted level of population growth. In terms of the planning approval data, the RLAS work examined all planning approvals for new dwellings since 2001 and identified all land zoned for residential development on extant Plans. Further details are set out in Chapter 5 and later in this Chapter. The published RLAS data set currently covers the period 2001 to 2013, but as the year 2011 marks the start of the new Plan period, conclusions about the data set both up to, and after 2011, were drawn accordingly. The RLAS data set, which includes analysis of conversions and windfalls, has enabled the spatial distribution of the all-Island housing figure to be calculated.

8.1.5 The publication of the findings of the 2011 Census, provided an opportunity to review the Isle of Man population and household projections over the next 15 years. The updated figures are set out in Table 8.3. Following analysis of: the predicted population growth, the likely scenarios for household change, an allowance for vacant properties (a vacancy factor),

⁽¹⁾ Urban Capacity Study is defined in Appendix 1

⁽²⁾ Residential Land Availability Study DLGE 2007, and Updates 1 to 6

⁽³⁾ Windfall is defined in Appendix 1

the take-up of planning approvals and the potential opportunities across the four Area Plan areas in the future, the Department has determined that it is necessary to plan for 5100 additional dwellings over the Plan period 2011 to 2026.

8.1.6 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. All Reserve Sites will have specific development briefs set out in the Area Plans. This approach is being monitored but is one likely to be adopted across the Isle of Man for the remaining Area Plans to ensure that sufficient opportunities are available for housing. The use of such 'reserve' allocations demonstrates the 'Plan, Monitor and Manage' approach advocated by this Plan.

8.2 Existing and Past Development

8.2.1 The Island's population has, for many years, remained rooted in its various parishes and settlements and still today many people would wish to have the opportunity to remain living in the area in which they and their families were brought up. Similarly, people moving to the Island from other parts of the world take particular likings to different parts of the Island, either due to its individual characteristics or to their particular needs or the nature or location of their employment.

8.2.2 Traditionally, housing on the Island was developed where it was needed - principally on farms and in order to manage the countryside and in more concentrated forms alongside ports and sources of industry such as the various mines throughout the Island, resulting in towns and villages such as Douglas, Foxdale, Laxey and Port St. Mary. Of course, the earliest recognisable towns on the Island grew up near the defensive structures of Peel Castle and Castle Rushen whose origins may still be seen today in the form and nature of their streets in relation to their castles. The Island's towns and villages are all based on these earlier settlements, and, despite the variety in the size and character, generally have a nucleus of older, predominantly eighteenth and nineteenth century buildings surrounded by more modern development, much of which has been constructed since 1970.

8.2.3 The construction boom of the 1970s prompted the preparation of the Island's first all-Island planning scheme, largely to control the spread of housing over the countryside. Some regard was had to the Draft plan during the period leading up to its adoption in 1982, but it took until 1988 and the introduction of the current Appeal system before a plan-led development control system became firmly established.

8.3 Future Housing Strategy

8.3.1 It is now generally accepted that, whilst there should be available a wide range of housing throughout the Island, new housing should be located only where it can be properly and economically serviced, where it does not involve excessive travelling to and from work and amenities, and where it does not damage the character, appearance, and ecology of the Island.

8.3.2 Accordingly, the Department has determined that its housing policies should:

- (a) ensure provision of sufficient housing, to appropriate standards, to meet the demand arising from population growth and changing household sizes, whilst also providing a choice of sites in terms of location, type, and size; and
- (b) be consistent with the principles of sustainable development in accordance with the Strategic Objectives; and
- (c) be such as to avoid housing development in environmentally sensitive areas which warrant protection because of their archaeological, ecological, agricultural, or visual quality or which are within the catchment areas of our water supplies and to encourage the provision of housing which enhances the existing natural and built environment.

8.4 The Need for Housing

8.4.1 The Island’s resident population has been rising since 1961, when it was 47,166, to its present level of 84,497 (Isle of Man Census 2011). It is estimated that this will increase by 9,029 to 93,526 in 2026, and comprise some 35,599 households (Isle of Man Population Projections 2011). These figures include a net in-migration rate of 500 people per annum. **Tables 8.1a and 8.1b** summarises the projected increase in the Island’s resident population from 84,497 in 2011 to 93,526 in 2026.

Table 8.1a: Isle of Man Resident Population: 2011 to 2026

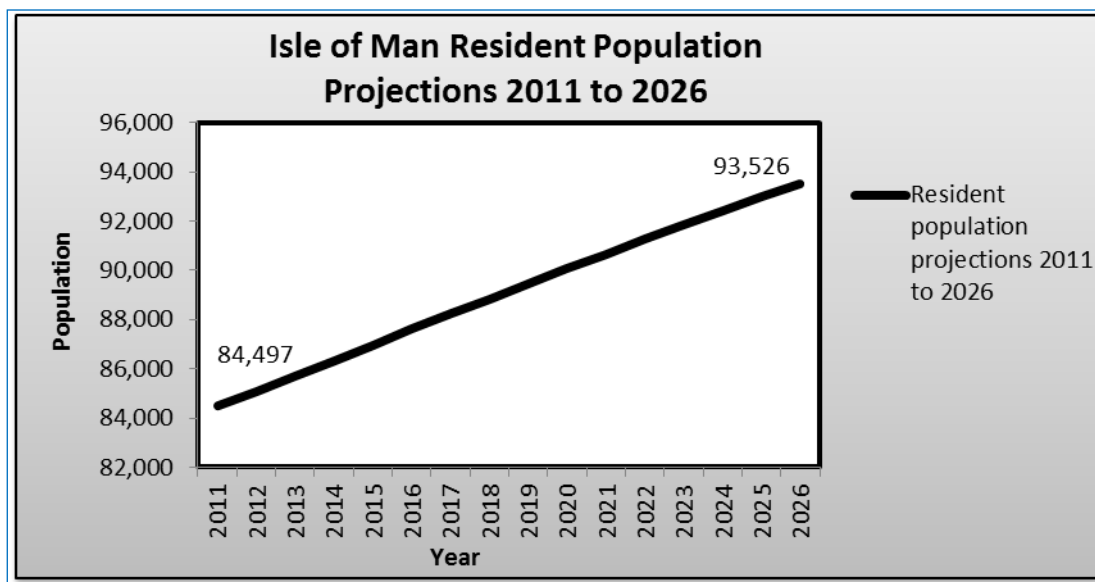
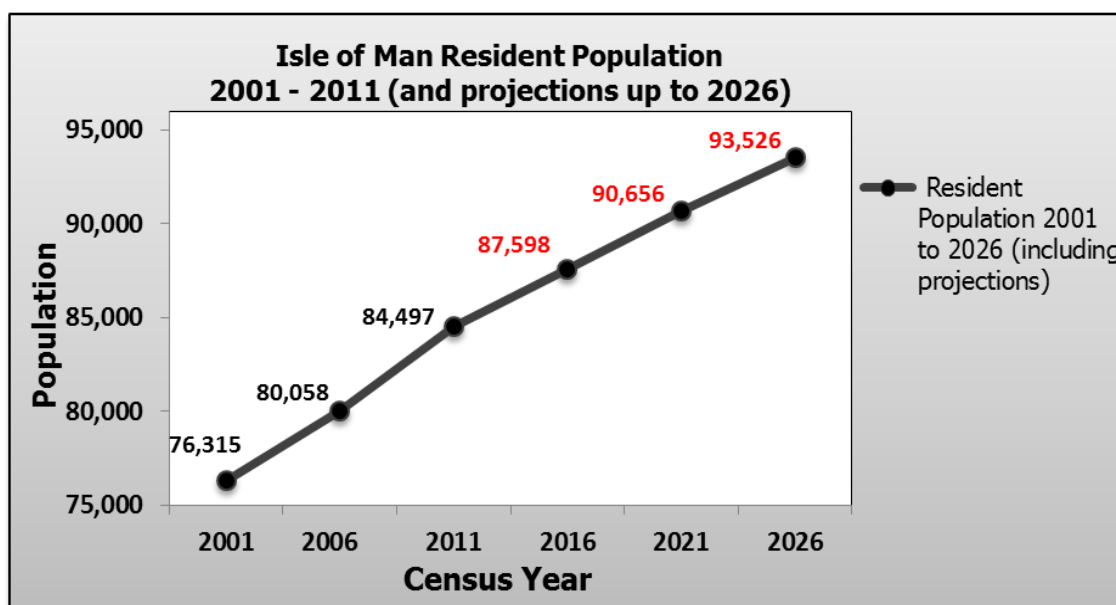


Table 8.1b Isle of Man Resident Population: 2001 – 2011 and projections up to 2026



8.4.2 The number of people of dependent age (i.e. those under 16 plus those of retirement age and over) has been increasing since 1986, although the dependency ratio (the number of people of dependent age as a percentage of the number of working age) has been falling since at least 1976. The 2011 Census indicated that the number of people of dependent age was 32,883, that the number of working age was 51,614 and that the dependency ratio was 63.7%. The projections in Table 8.2 below indicate that, by 2026, these figures could be 41,029, 52,496 and 78% (based on current state pension age).

Table 8.2: Isle of Man Population Projections 2011 to 2026 – breakdown by age structure (source: Economic Affairs Division, Cabinet Office 2013)

Year	2011	2012	2013	2014	2015	2016	2017	2018
0-15	15,036	15,038	15,084	15,150	15,210	15,273	15,454	15,519
Working Age	51,614	51,646	51,748	51,920	52,108	52,291	52,327	52,398
Retired Age	17,847	18,364	18,851	19,252	19,645	20,034	20,445	20,927
Dependency ratio*	0.64	0.65	0.66	0.66	0.67	0.68	0.69	0.70
TOTAL	84,497	85,047	85,682	86,322	86,963	87,598	88,226	88,845
Year	2019	2020	2021	2022	2023	2024	2025	2026
0-15	15,614	15,728	15,825	15,910	15,955	16,071	16,027	16,058
Working Age	52,471	52,502	52,538	52,539	52,536	52,425	52,500	52,496
Retired Age	21,370	21,829	22,293	22,797	23,339	23,910	24,444	24,971
Dependency Ratio	0.70	0.72	0.73	0.74	0.75	0.76	0.77	0.78
TOTAL	89,455	90,059	90,656	91,246	91,829	92,405	92,971	93,526

Table Notes:

Rate of 'Net Inward Migration' has been assumed by the Model to be 500.
 Working age is set at 16-64 for men, 16-59 for women but which may change in the future.
 Retirement age is set at 65 for men, 60 for women but which may change in the future.

- 8.4.3 The Isle of Man is like many other 'more economically developed countries' (MEDC) in that it has an ageing population structure. Population ageing generally results from decreasing mortality and declining fertility. These reductions eventually lead to smaller proportions of children and larger proportionate shares of older people in the population.
- 8.4.4 The issues associated with an ageing population on the Isle of Man were acknowledged in the Progress and Priorities Statement to Tynwald in October 2013.¹ It was acknowledged that there will be implications for healthcare, social services and pensions on the Island. The ageing population is an issue which needs to be dealt with by Government as a whole, not just by the Planning system. However, 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.
- 8.4.5 In order to calculate the number of households expected in 2026 and thus the housing needs for the population, household size is a key consideration. Household size on the Isle of Man has dropped from 2.37 in 2001 to 2.33 in 2011, representing a fall of 0.04 over ten years. This drop was not as rapid as that anticipated in the Isle of Man Strategic Plan 2007 which estimated a drop of 0.01 per annum. Household size is affected by a number of variables and is often difficult to predict, but it is sensible to base calculations on the most up to date information available. The Department has examined three different Scenarios relating to how household size might change in the future and also looked at average household size figures across neighbouring jurisdictions. On the basis of this analysis, the Department has judged that a gradual reduction in household size of 0.04 every 10 years (or 0.004 per year) represented the most realistic Scenario; household size in 2026 would be 2.27 according to this assumption. This was based on the actual drop in household size between 2001 and 2011. Table 8.3 below indicates the projected population levels, household sizes and number of households based on the population and household assumptions referred to above.

Table 8.3: Isle of Man Population Projections 2011 to 2026 (future population levels, household sizes and number of households)

<i>Year</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>2017</i>	<i>2018</i>
Resident population	84,497	85,047	85,682	86,322	86,963	87,598	88,226	88,845
Residents living in private households	83,026	83,567	84,190	84,820	85,449	86,073	86,690	87,298
Average Household Size	2.330	2.326	2.322	2.318	2.314	2.310	2.306	2.302
Number of Households	35,599	35,927	36,258	36,592	36,927	37,261	37,593	37,923

¹ <http://www.gov.im/media/788488/cmooctoberstatementtotynwald15oct2013.pdf>

Additional Households		328	331	334	335	334	332	330
Year	2019	2020	2021	2022	2023	2024	2025	2026
Resident population	89,455	90,059	90,656	91,246	91,829	92,405	92,971	93,526
Residents living in private households	87,898	88,491	89,078	89,657	90,231	90,797	91,353	91,898
Average Household Size	2.298	2.294	2.290	2.286	2.282	2.278	2.274	2.270
Number of Households	38,250	38,575	38,899	39,220	39,540	39,858	40,173	40,484
Additional Households	327	325	324	321	320	318	315	311

8.4.6 On the basis of projected population growth and the expected drop in household size of 0.04 every 10 years, the additional households in 2026 compared to 2011 would be 4885.

8.4.7 The figures set out in the Isle of Man Strategic Plan 2007 took into account a vacancy factor. The Department judges that it is still appropriate to make provision for such in the final figures. A vacancy factor makes allowance for the number of properties which may be vacant at any point in time e.g. awaiting refurbishment or conversion or in the process of being sold. The Isle of Man Strategic Plan 2007 set a factor of 4% to reflect local circumstances. This figure has been re-examined and the Department has determined that it would be appropriate to continue to apply a factor of 4%. The number of households would increase to 5080 as a result. This is illustrated below.

	Increase in households by 2026 based on a fall in household size of 0.04 every 10 years	Vacancy factor (4%)	Additional households plus vacancy factor
Total	4885	195	5080

8.4.8 ~~Having regard therefore to expected changes in population size, as well as average household size and household increases generally by 2026, the Department has determined that provision should be made for sufficient development opportunities to enable just over 5000 additional dwellings to be provided over the Plan period. As part of the process of calculating the spatial distribution of these new dwellings (which is discussed in paragraph 8.5 below) the figures for each Area were rounded up. This means that the new all-Island figure for inclusion in Housing Policy 1 stands at 5100.~~ Having regard therefore to expected changes in population and average household size between 2011 and 2026, as well as an increase in household numbers overall, the Department has determined that provision should be made for sufficient development opportunities to enable just over 5,000 additional dwellings to be provided over the Plan period. As part of the process of calculating the spatial distribution of these new dwellings (which is discussed in paragraph 8.5 below) the figures for each Area were rounded

up. This means that the new all-Island figure for inclusion in Housing Policy 1 stands at 5,100.

8.4.9 The Department recognises that the predicted growth in population and changes in household size are subject to a wide range of influences. The overall housing requirement figure of 5100 has been identified taking into account the Department's commitment to the approach of Plan, Monitor and Manage⁽¹⁾. This approach recognises the importance of having specific housing need figures as part of the Island Development Plan but accepts that the regular assessment and monitoring of housing and population statistics over time may require corresponding changes to be made in the provision of new housing land. To this end, Area Plans will, where appropriate, identify Strategic Reserve Sites which will be capable of development in the longer term. Such sites will only be released for development when the Department considers that there is sufficient evidence to justify such action. Strategic Reserve sites will be subject to detailed development briefs and a clear methodology for release.

Housing

Policy 1: The housing needs of the Island will be met by making provision for sufficient development opportunities to enable 5100 additional dwellings (net of demolitions), and including those created by conversion, to be built over the Plan period 2011 to 2026.

8.4.10 Analysis of the residential land availability statistics as well as preliminary examination of the potential of existing settlements, show that there is sufficient land to satisfy the demand for housing in line with the existing Island Spatial Strategy up until 2026. It is acknowledged that some land in and around the Main Centre (Douglas) is limited and that land designated on some extant development plans has been slow at coming forward for development. There appear to be a number of reasons for this ranging from the unwillingness of land owners to release land for development, the quality and location of that land, through to economic pressures; all of which may partly explain the decline in planning applications being submitted for new dwellings over the last decade or more. It will be necessary to address any land shortages as well as the suitability and deliverability of residential land as part of the preparation of the Area Plans.

⁽¹⁾ Plan, Monitor and Manage is defined in Appendix 1

Housing

Policy 2: The Department will seek to ensure an adequate supply of housing land, based on the level of provision indicated in Housing Policies 1 and 3. The Department will keep under review land that is allocated for residential development in existing Local Plans and in the Area Plans to ensure that the land is available for development, to enable the number of dwellings to be built that are set out in Housing Policy 1. Where it appears to the Department that land that is allocated for development in a Local Plan or an Area Plan is not available for development, then it will consider, through a review of the Area Plan, making alternative land available and retaining the unavailable land in a land-bank for possible future development. In doing so, the Department will have regard to any phasing proposals for the development of land that are identified in the Area Plan.

8.5 Distribution of Housing

8.5.1 Having regard to the Strategic Objectives in Chapter 3 and the Island Spatial Strategy in Chapter 5, the Department proposes that, whilst development opportunities should be distributed within the Island in accordance with the distribution described at paragraph 5.22, there should be a general policy of containment of built development rather than dispersal and where development should be contained within specific areas within the Island rather than scattered randomly within it. In particular,

- (a) containment produces greater efficiency and sustainability in terms of the provision of essential infrastructure (power, drainage, roads, schools, water and other utilities);
- (b) containment minimises the visual intrusion of development in undeveloped areas, thus protecting the significant and unique beauty of the unspoiled areas of the Island and maintaining the majority of the Island for the benefit of agricultural production and nature conservation;
- (c) the promotion of development in individual villages and towns promotes the interaction of those who live and work there thus promoting the social qualities of life and the provision of social facilities (shops, public houses, cinemas, sporting facilities etc) in an economical and efficient form; and
- (d) containment supports the principle of an efficient and effective public transport system whereby access to the system is easily afforded to the majority of the population thus reducing reliance on the private motor vehicle, supporting the reduction of the use of finite fuel resources and reducing the potential for pollution and congestion.

8.5.2 The Consultation Draft of 2000 introduced the concept of a new settlement as a means of accommodating increasing demands for new development, but this idea has been rejected by the Department for the reasons set out in **Appendix 3**.

8.5.3 The final stage in calculating the overall housing requirement figure is to examine the spatial distribution of households across the North, South, East and West. The approach for this distribution is underpinned by the Island Spatial Strategy set out in Chapter 5 of this Plan. The Department has analysed development trends across the four Areas and made an assessment of the settlements within each of them. Having an understandable method for the distribution of housing across the Island is essential as the Area Plans produced will be the mechanism by which the Department will identify opportunities to deliver housing and other associated facilities, services and infrastructure requirements. The Department, having considered the development trends since 2001, as well as settlement pattern and

characteristics, concludes that the spatial distribution of housing for the four Areas should be as set out below. These numbers were rounded, allowing sensible working figures for each Area. Therefore the overall housing requirement figure for the Island is 5100.

	Spatial distribution based on past development levels (planning approval data) 2001 to 2013	Spatial distribution based on development levels (rounded)
North	762	770
South	1118	1120
East	2438	2440
West	762	770
Total	5080	5100

8.5.4 In line with the provisions of the Island Spatial Strategy it is intended that new housing provision should be distributed in the following general way. Area Plans will review existing housing allocations against sustainability criteria and other Policies in the Isle of Man Strategic Plan. Current household data and approval statistics for new dwellings are set out in **Appendix 8**.

Housing

Policy 3: The Island’s housing need of 5100 additional dwellings between 2011 and 2026 is to be met by a spatial distribution of housing across the North, South, East and West as follows:

- **North 770**
- **South 1120**
- **East 2440**
- **West 770**
- **All-Island 5100**

8.5.5 The Department proposes the following general policy in respect of the location of new housing:

Housing

Policy 4: New housing will be located primarily within our existing towns and villages, or, where appropriate, in sustainable urban extensions⁽¹⁾ of these towns and villages where identified in adopted Area Plans; otherwise new housing will be permitted in the countryside only in the following exceptional circumstances:

- (a) **essential housing for agricultural workers in accordance with Housing Policies 7, 8, 9 and 10;**
- (b) **conversion of redundant rural buildings in accordance with Housing Policy 11; and**
- (c) **the replacement of existing rural dwellings and abandoned dwellings in accordance with Housing Policies 12, 13 and 14.**

⁽¹⁾ Sustainable Urban Extensions are defined in Appendix 1

8.5.6 The anticipated increase in the total number of dwellings on the Island over the Plan period is approximately 14%. By administering the programme of Area Plan preparation, the Department will ensure that there is sufficient land zoned for residential development to meet the overall housing requirement figure required by Housing Policy 1. The Department has resolved to prepare under the provisions of the Town and Country Planning Act 1999 four Area Plans which will concentrate upon larger areas of the Island. These will focus on the North, West, East and South of the Island and correspond with those areas discussed at paragraph 5.9 of the Spatial Strategy Chapter.

8.6 Affordable Housing

8.6.1 The Department is concerned about the increasing difficulties of securing the provision of affordable housing across the Island. The Department can, and does as a Housing Authority, intervene financially to provide financial support to local Authorities; financial support to prospective owner occupiers (through the House Purchase Assistance Scheme 2002) and by direct provision of new houses to rent. The provision of affordable housing is a material consideration in the preparation of the development plan. In the current situation the Department considers that, to secure an adequate provision of affordable housing, it is appropriate to require that any area of land identified for housing purposes should include a contribution towards the provision of affordable housing.

8.6.2 There are currently around 1,584 (as at 31st March 2007) households on the General Housing Waiting List. In addition, there are some 690 (as at 31st March 2007) households registered with the Department under the House Purchase Assistance Scheme (HPAS). This indicates a total current need of some 2,274 households for affordable housing.

8.6.3 In the current circumstances the Department considers that approximately 25% of new housing provision should take the form of affordable housing. In assessing the appropriate percentage in each instance, the Department will have regard to the fact that the figure is a target over the Plan Period as a whole; to evidence of local housing need; to the nature of the land and viability of the scheme; and to the nature of existing adjacent housing. The 25% provision will be monitored and reviewed as part of any review of the Strategic Plan.

Housing

Policy 5: In granting planning permission on land zoned for residential development or in predominantly residential areas the Department will normally require that 25% of provision should be made up of affordable housing. This policy will apply to developments of 8 dwellings or more.

The term affordable housing is defined by the Department as housing which is either:

- directly provided by the Department; or
- directly provided by Local Authorities; or
- meets the criteria for the Department's House Purchase Assistance Scheme 2004 (and any successor schemes approved by Tynwald).

8.7 New Housing in Existing Settlements

8.7.1 Recent Local Plans and Area Plans have included development briefs guiding the design and layout of land which is zoned for residential use. Such briefs should not needlessly prescribe design, but should indicate site-specific constraints, the need for provision of public facilities or amenities (such as play areas, neighbourhood shops, or land for schooling, open space, or road improvements), and, if appropriate, the maximum or minimum density and the need for the inclusion of an element of affordable housing. Where these briefs state that an optimum

density should be achieved this should not be used as an argument for higher density development which has an adverse effect on the residential amenity of adjoining properties or the character of the area.

Housing

Policy 6: Development of land which is zoned for residential development must be undertaken in accordance with the brief in the relevant area plan, or, in the absence of a brief, in accordance with the criteria in paragraph 6.2 of this Plan. Briefs will encourage good and innovative design, and will not be needlessly prescriptive.

8.8 Groups of Houses in the Countryside

8.8.1 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.

8.8.2 Adding further dwellings to these groups may not accord with our strategic objectives relating to settlements and sustainability but may assist in meeting the need of rural areas; may maintain social and family associations and assist in sustaining the rural economy; and may reduce the pressure for purely sporadic and isolated development which the Department would not support. Such additions would also need to be sensitively related to the existing settlement pattern and the landscape.

8.8.3 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.

8.9 New Agricultural Dwellings

8.9.1 As is indicated in Chapter 7 (at Section 7.14), permission will not be granted for new agricultural dwellings in the countryside unless there is real agricultural need demonstrated sufficient to off-set the general planning objections to new dwellings in the countryside.

8.9.2 Agricultural need should be established having regard to:

- (a) what living accommodation has been built on, or in association with the farm holding in the past, and how it is now occupied; and
- (b) who will occupy the proposed dwelling, and what role they will play in the operation of the farm; in some circumstances, there will be a legitimate need for a dwelling for a retiring farmer who proposes to vacate the farmhouse but to continue to assist on the farm.

Housing

Policy 7: New agricultural dwellings will only be permitted in exceptional circumstances where real agricultural need is demonstrated.

- 8.9.3 In judging whether the need is sufficient to over-ride other policies, particular regard will be had to:-
- (a) the previous or proposed severance of land and buildings;
 - (b) the agricultural justification for sub-division of a farm;
 - (c) the long-term viability of new or unproven agricultural enterprises such as small-holdings, market gardens, or horticulture;
 - (d) the extent to which the applicant's employment in agriculture is only part-time; and
 - (e) in the case of a retiring farmer, whether the proposal would result in vacation of an existing farm dwelling for agricultural use, and whether the applicant would continue to assist in the operation of the farm.

Housing

Policy 8: Where permission is granted for an agricultural dwelling, a condition will be attached restricting the occupation to a person engaged or last engaged solely in agriculture; or a widow or widower of such a person, or any resident dependants.

- 8.9.4 Such a condition will not usually be removed on subsequent applications unless it is shown that the long-term need for dwellings for agricultural workers, both on the particular farm and in the locality, no longer warrants reserving the dwelling for that purpose.
- 8.9.5 If it is not possible for the farm worker to live in the nearest village, the siting of the proposed dwelling should be selected having regard to the various landscape policies in Chapter 7. In particular, the dwelling should self-evidently form part of the farm group.

Housing

Policy 9: Where permission is granted for an agricultural dwelling, the dwelling must be sited such that;

- (a) **it is within or immediately adjoining the main group of farm buildings or a group of farm buildings associated with that farm,**
- (b) **it is well set back from any public highway, and**
- (c) **it is approached via the existing farm access.**

- 8.9.6 The design of the building should also have regard to the various landscape policies, such as to preserve the character of the local landscape.

Housing

Policy 10: Where permission is granted for an agricultural dwelling, the dwelling should normally be designed in accordance with policies 1-7 of present Planning Circular 3/91 which will be revised and issued as a Planning Policy Statement.

8.10 Conversion of Rural Buildings to Dwellings

- 8.10.1 Throughout the countryside, there are examples of buildings which are no longer suitable or needed for their originally intended use, but which are of sufficient quality or interest to warrant retention and re-use.

8.10.2 Conversion of such buildings into dwellings can make a useful contribution to the housing stock, ensure retention of our built heritage, and improve the appearance of what might otherwise become derelict fabric. The following policy is therefore appropriate:

Housing

Policy 11: Conversion of existing rural buildings into dwellings may be permitted, but only where:

- (a) redundancy for the original use can be established;**
- (b) the building is substantially intact and structurally capable of renovation;**
- (c) the building is of architectural, historic, or social interest;**
- (d) the building is large enough to form a satisfactory dwelling, either as it stands or with modest, subordinate extension which does not affect adversely the character or interest of the building;**
- (e) residential use would not be incompatible with adjoining established uses or, where appropriate, land-use zonings on the area plan; and**
- (f) the building is or can be provided with satisfactory services without unreasonable public expenditure.**

Such conversion must:

- (a) where practicable and desirable, re-establish the original appearance of the building; and**
- (b) use the same materials as those in the existing building.**

Permission will not be given for the rebuilding of ruins or the erection of replacement buildings of similar, or even identical, form.

Further extension of converted rural buildings will not usually be permitted, since this would lead to loss or reduction of the original interest and character.

8.10.3 Permission will be given in certain circumstances for the re-establishment of residential use where there is an abandoned dwelling, since such dwellings can sometimes have a negative impact, usually arising from the sense of dereliction and dilapidation. See Housing Policy 13 below.

8.11 Replacement Dwellings in the Countryside

8.11.1 There are in our countryside many existing dwellings, some of which contribute positively to its appearance and character, and some of which do not. A number of dwellings have been abandoned for many years; their physical remains being a reflection of agricultural and social change across the Island. They form features in the rural landscape which are often not unacceptable in their present state. It is appropriate to encourage change which would result in overall environment improvement, and to discourage change which would not. Where the building(s) concerned are of architectural merit or of local, historical or social interest demolition and replacement will be discouraged.

Housing

Policy 12: The replacement of an existing dwelling in the countryside will generally be permitted unless:

- (a) the existing building has lost its residential use by abandonment; or**

- (b) the existing dwelling is of architectural or historic interest and is capable of renovation.

In assessing whether a property has lost its habitable status⁽¹⁾ by abandonment, regard will be had to the following criteria:

- (i) the structural condition of the building;
- (ii) the period of non-residential use⁽²⁾ or non-use in excess of ten years;
- (iii) evidence of intervening use; and
- (iv) evidence of intention, or otherwise, to abandon.

Housing

Policy 13: In the case of those rural dwellings which have lost their former residential use by abandonment, consideration will be given in the following circumstances to the formation of a dwelling by use of the remaining fabric and the addition of new fabric to replace that which has been lost.

Where:

- a) the building is substantially intact; this will involve there being at least three of the walls, standing up to eaves level and structurally capable of being retained; and
- b) there is an existing, usable track from the highway; and where
- c) a supply of fresh potable water and of electricity can be made available from existing services within the highway.

This policy will not apply in National Heritage Areas (see Environment Policy 6). Permission will not be given for the use of buildings more ruinous than those in (a) above, or for the erection of replacement buildings. Extensions of dwellings formed in accordance with the above may be permitted if the extension is clearly subordinate to the original building (i.e. in terms of floor space⁽³⁾ measured externally, the extension measures less than 50% of that of the original).

- 8.11.2 It is important that replacement dwellings should relate closely to the buildings they replace in terms of siting and size, that the resulting visual impact is appropriate for the countryside, and that existing stone and slate are re-used.

Housing

Policy 14: Where a replacement dwelling is permitted, it must not be substantially different to the existing in terms of siting and size, unless changes of siting or size would result in an overall environmental improvement; the new building should therefore generally be sited on the "footprint" of the existing, and should have a floor area⁽¹⁾, which is not more than 50% greater than that of the original building (floor areas should be measured externally and should not include attic space or outbuildings). Generally, the design of the new building should be in accordance with Policies 2-

⁽¹⁾ Habitable Status is defined in Appendix 1

⁽²⁾ Non residential use is defined in Appendix 1

⁽³⁾ Floor Space is defined in Appendix 1

⁽¹⁾ Floor Area is defined in Appendix 1

7 of the present Planning Circular 3/91, (which will be revised and issued as a Planning Policy Statement). Exceptionally, permission may be granted for buildings of innovative, modern design where this is of high quality and would not result in adverse visual impact; designs should incorporate the re-use of such stone and slate as are still in place on the site, and in general, new fabric should be finished to match the materials of the original building.

Consideration may be given to proposals which result in a larger dwelling where this involves the replacement of an existing dwelling of poor form with one of more traditional character, or where, by its design or siting, there would be less visual impact.

8.11.3 It is unlikely that permission will be given for permanent replacement of dwellings which were never intended to have a permanent residential use, such as chalets and other structures built of materials for only temporary or seasonal use.

8.12 Extensions to Residential Property

8.12.1 Extensions to Dwellings in built up areas or sites designated for residential use

As a general policy, in built up areas not controlled by Conservation Area or Registered Building policies, there will be a general presumption in favour of extensions to existing property where such extensions would not have an adverse impact on either adjacent property or the surrounding area in general.

8.12.2 Extensions to properties in the countryside

As there is a general policy against development in the Island's countryside, it is important that where development exists, either in an historic or recently approved form, it should not, when altered or extended detract from the amenities of the countryside. Care therefore, must be taken to control the size and form of extensions to property in the countryside. In the case of traditional properties, the proportion and form of the building is sensitively balanced and extensions of inappropriate size or proportions will not be acceptable where these destroy the existing character of the property. In the case of non-traditional properties, where these are of poor or unsympathetic appearance, extensions which would increase the impact of the property will generally not be acceptable. It may be preferable to consider the redevelopment of non-traditional dwellings or properties of poor form with buildings of a more traditional style and in these cases, the Department may consider an increase in size of the replacement property over and above the size of the building to be replaced, where improvements to the appearance of the property would justify this.

Housing

Policy 15: The extension or alteration of existing traditionally styled properties in the countryside will normally only be approved where these respect the proportion, form and appearance of the existing property. Only exceptionally will permission be granted for extensions which measure more than 50% of the existing building in terms of floor space (measured externally).

Housing

Policy 16: The extension of non-traditional dwellings or those of poor or inappropriate form will not generally be permitted where this would increase the impact of the building as viewed by the public.

8.13 Conversion of Buildings to Flats

8.13.1 There are in the Island, and particularly in Douglas, many substantial buildings which, because of their size or form, are no longer suitable for the originally intended use as either single dwellings or holiday accommodation, but which are still structurally sound. The Department has for many years encouraged the conversion of such buildings, where appropriate, into flats.

8.13.2 The size, layout, occupancy, etc., of flats are controlled by the Housing (Flats) Regulations 1982. However, all flats should also have a good external environment, characterised by –

- (a) a pleasant, clear outlook, particularly from the principal room(s) of the flat and
- (b) access to external space for the purpose of clothes-drying, refuse storage, car-parking, and general amenity.

8.13.3 Many buildings which are generally suitable for conversion into flats not only have very little space around them, but also have an annex or "outlet" at the rear. The Department may require the demolition, in total or in part, of such "outlets" even where the immediate use of the cleared space may not be possible, for example where more than one rear annex may be needed to be removed to gain access or highway work such as road widening may be required to make the cleared space useful. Such demolition will:

- (a) remove accommodation which has a poor environment and limited outlook;
- (b) permit the creation of parking space; and
- (c) assist in admitting light and air to the rear of the building proper.

Where such demolition is not so required, the accommodation must generally be organised so that every flat has an outlook from the front of the building, and so that no flat is contained entirely within an "outlet". Exception may be made to this general approach where the environment at, and the outlook from, the rear are pleasant and open.

Housing

Policy 17: The conversion of buildings into flats will generally be permitted in residential areas provided that:

- (a) adequate space can be provided for clothes-drying, refuse storage, general amenity, and, if practical, car-parking;**
- (b) the flats created will have a pleasant clear outlook, particularly from the principal rooms and**
- (c) if possible, this involves the creation of parking on site or as part of an overall traffic management strategy for the area.**

8.13.4 In recent years, interest has grown in the development of residential dwellings from redundant commercial space, primarily above shops. In the United Kingdom, inspiration for such development came from the LOTS initiative (Living Over The Shop) started in 1989 and the FOS programme (Flats Over the Shop), set up in 1991. The Department generally supports the conversion of redundant storage space above shops (which are often outside of residential areas), into residential development unless the occupants would suffer adverse noise, general disturbance or loss of residential amenity from other land uses.

8.14 Loss of Housing

8.14.1 In the current housing situation, the Department is concerned to ensure that there is no unwarranted loss of existing housing which is fit for habitation or could be made so at reasonable cost.

**Housing
Policy 18:**

Applications which would involve the loss of existing housing which is fit for habitation or which could be made fit at reasonable cost will not usually be approved unless accompanied by firm proposals for replacement housing.

CHAPTER 9

BUSINESS & TOURISM

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- 9.1 Introduction
- 9.2 Industry, Storage and Distribution
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CHAPTER 9

BUSINESS AND TOURISM

9.1 Introduction

9.1.1 The Government's central policies include the pursuance of "manageable and sustainable growth based on a diversified economy" and ensuring that "the Island has a population which is sufficient in skills to serve the needs of the community and the economy". These policies have enabled the Department to formulate the Strategic Economic Objectives set out in Chapter 3 (at paragraph 3.4).

9.1.2 Having regard to these Objectives, the Department has proposed Strategic Economic Policies in Chapter 4 (at paragraph 4.4). In terms of their impact on employment, these policies may be combined to produce the following single general policy:-

Business

Policy 1: The growth of employment opportunities throughout the Island will be encouraged provided that development proposals accord with the policies of this Plan.

9.1.3 This chapter concentrates on the land use implications of business activity, including industry, storage and distribution, office and commercial development, retailing and tourism.

9.1.4 In respect of employment land availability, the Department has undertaken and published an Employment Land Availability Study⁽¹⁾. A summary of this is included in **Appendix 9**. Across the Island there are some 118 hectares of land allocated for industrial development. Much of this is concentrated around Ballasalla and the Airport. There is, however, a spread of land available across the Island to support employment and regeneration opportunities in each area. Such land will be important to support the regeneration of the Service Centres and the Gateway and Employment role of the Airport area.

9.1.5 The Douglas area has seen by far the bulk of the industrial land take up in recent decades and much of the land allocated for such purposes has been taken up. This is why the Department has resolved to proceed with a Development Order for the development of some 20 hectares of employment land to the south of Cooil Road. A recent report on the take up of industrial land in the Douglas area indicates that it has been faster than anticipated and at current rates that all the land will be required by 2015. While the situation will be subject to detailed assessment in the preparation of the Plan for the East, the Department is satisfied that the release of additional land is both necessary and appropriate at this stage.

9.1.6 The Department has also reviewed planning permissions for office development. The majority of these are focused in the Douglas area. Take up has been low in recent years with the exception of certain relocations to corporate headquarters, such as Skandia. There are a number of sites still available for new office development, in addition to the existing stock. Of note is the recent trend for sites with office consents to subsequently secure planning permission for residential use. The most notable example being the final phase of the Villiers development, which now has a residential permission in addition to its partly-implemented office consent.

9.1.7 The following information has been extracted from the Review of Economic Strategy (Treasury 2003) which formed part of the background to the Economic Strategy 2004 approved by Tynwald in October that year.

⁽¹⁾ Employment Land Availability Study DLGE 2007

- 9.1.8 The Isle of Man has enjoyed unprecedented economic success in the last ten years. Over this period annual gross domestic product, or GDP (the value of the economy's output of all goods and services), has more than doubled in real terms (both absolute and per capita) such that from a deficit of around one quarter, per capita GDP in the Isle of Man now exceeds that of the UK by 7% and the average for the European Union (EU 15) by 10%.
- 9.1.9 The period 1993 – 2000 saw the economy not only expanding but doing so at an accelerating rate, before slowing in 2000/01. Since 2001 the economy has continued to grow at around 5% per annum (the latest national income accounts revealed growth of 5.9% in 2002/03), meaning that, after the recession in the early 1980's the Isle of Man economy has recorded economic growth in each of the last twenty years.
- 9.1.10 This economic performance has been led by the financial and related services sectors. The finance industry grew by over 80% between 1996 and 2001 alone. But the table below illustrates that probably all areas of Manx economy are today generating more income in real terms than a decade ago, even if the relative importance of some, most noticeably manufacturing, has declined.

**Table One – Sectoral Contributions to National Income 1992/93 v 2000/01
(at 2000/01 prices)**

	Contributions to National Income (£)				Real Increase in income generated (%)
	1992/93	%	2000/01	%	(%)
Manufacturing	72.0	11	76.7	6	6.5
Finance	229.7	35	505.4	41	120.0
Tourism	41.0	6	67.7	6	65.1
Agriculture/Fishing	11.7	2	15.8	1	35.0
Construction	46.7	7	89.6	7	91.9
Professional Services	96.7	15	186.1	15	92.4
Utilities, Distribution and Miscellaneous Services	133.1	20	223.8	18	68.1
Public Administration	34.6	5	53.6	4	54.9
Total	665.5	100	1,218.7	100	83.1

- 9.1.11 National income data aside, the clearest indication of the economic success enjoyed by the Island in recent times comes from the labour market. Census results show that the workforce increased from 33,189 in 1991 to 39,685 by 2001, an increase almost identical to that in the total resident population over the period. But the number seeking employment but who were unemployed at the time halved from 1,360 to 635.
- 9.1.12 Changes in the underlying structure of the economy reflected in the national income accounts are further depicted in the Census statistics below showing the distribution of labour between the different sectors of the economy.

Table Two – Employment by Sector 1991 v 1996

	1991		1996		2001	
	No.	%	No.	%	No.	%
Agriculture and Fishing	1,240	3.9	938	2.8	543	1.4
Manufacturing	3,348	10.5	3,562	10.6	3,185	8.2
Construction	3,404	10.7	3,372	10.0	2,512	6.4
Utilities ¹	513	1.6	462	1.4	515	1.3
Transport and Communications	2,437	7.7	2,688	8.0	2,970	7.6
Wholesaling and Retailing	3,844	12.1	3,692	11.0	4,372	11.2
Finance	4,353	13.7	5,942	17.7	8,959	22.9
ICT ²	n.a	n.a	n.a	n.a	361	0.9
Professional Services	5,438	17.1	6,081	18.1	7,296	18.7
Tourist Accommodation	856	2.7	765	2.3	743	1.9
Entertainment and Catering	1,403	4.4	1,156	3.4	2,116	5.4
Miscellaneous Services	2,849	9.0	2,768	8.2	2,373	6.1
Public Administration	2,144	6.7	2,146	6.4	3,105	8.0
Total	31,829	100.0	33,577³	100.0	39,050	100.0

Notes:

¹ Electricity, gas and water

² Not separated out from other sectors until 2001

³ Includes 5 where occupation not recorded

9.2 Industry and Storage and Distribution

9.2.1 The nature of industrial activity on the Island changed very considerably during the last century. The previously dominant primary industries of fishing and agriculture now contribute only 1% to the Gross Domestic Product (GDP) and provide only 1.4% of our total employment, whereas manufacturing contributes 6% to the GDP and provides 8.2% of our employment, and the construction industry contributes 6% to the GDP and provides 6.4% of our employment. Storage and distribution has also become a more important activity, particularly in terms of the demands it makes on land, buildings, and access requirements.

9.2.2 Most of the Island's industry is located close to major transportation links, particularly in the case of Douglas, Braddan and Ballasalla, which all have convenient access to Ronaldsway airport and Douglas harbour. Ramsey and Peel harbours are used for the importation and exportation of large scale goods (fuel, building supplies etc). All of these are conveniently accessible to significant pools of labour. In order to minimise excessive transportation of goods and travel for employees, and to promote sustainable development, much of the Island's future industrial development should continue to be concentrated in these locations, and appropriate areas of land should be made available for such uses in the Area Plans for these parts of the Island. It will also be appropriate, when formulating Area Plans for our smaller settlements, to make provision for the continued operation of small-scale family businesses, particularly those serving local needs such as garages and builders. The advice of the Department of Trade and Industry will be sought in respect of the amount of land which is likely to be required for industrial purposes within the life of the respective area plan.

Business

Policy 2: Land for industrial development should be designated in all parts of the Island, having regard to:

- (a) scale, which should be appropriate to the area;**
- (b) the availability of public transport links;**
- (c) the proximity of labour; and**
- (d) the availability of water, sewerage and other utilities**

9.2.3 Industrial buildings are defined as follows:

“industrial building” means a building (other than a building in or adjacent to or belonging to a quarry or mine and other than a shop) used for the carrying on of any process, for or incidental to any of the following purposes, namely:-

- a) the making of any article or of part of any article; or
- b) the altering, repairing, ornamenting, finishing, cleaning, washing, packing or canning, or adapting for sale, or breaking up or demolition of any article; or
- c) without prejudice to the foregoing paragraphs, the getting, dressing or treatment of minerals;

being a process carried on in the course of trade or business other than agriculture, and for the purposes of this definition the expression “article” means an article of any description, including a ship or vessel.

Such buildings are sub-divided into light industrial, general industrial and special industrial buildings, each defined as follows:

“light industrial building” means an industrial building (not being a special industrial building) in which the processes carried on or the machinery installed are such as could be carried on or installed in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit, or undue generation of traffic or parking of vehicles; the use of light industrial buildings for research and development of products or processes is permitted by the Town and Country Planning (Permitted Development) Order 2005.

“general industrial building” means an industrial building other than a light industrial building or a special industrial building;

“special industrial building” means an industrial building used for the carrying on of processes (including storage) which may be particularly offensive by reason of noise, smell, vibration, smoke, soot, ash, dust, grit, or fumes, or dangerous by reason of the storage or use of dangerous or inflammable material, or inimical to public health by reason of vermin or other causes.

Many I.T. and e-businesses successfully operate in the new generation of industrial buildings. At the same time many operate successfully in standard office environments or even heritage buildings. In planning terms the principal distinction is between those enterprises that manufacture physical products and require production, packaging and distribution space and those enterprises whose products, as such, do not have the same processing requirement. In most cases the former enterprises can be located in appropriate industrial estates or business parks⁽¹⁾ in a range of different buildings. In the latter, office type accommodation may be now appropriate.

⁽¹⁾ Business Park is defined in Appendix 1

Business

Policy 3: When zoning land for industrial processes, the Department will identify those parts of the land, if any, which are suitable only for light industrial use.

Business

Policy 4: Proposals for Special Industrial Buildings must be accompanied by an Environmental Impact Assessment.

9.2.4 Sites identified as suitable for Industry will generally also be suitable for the storage and distribution of goods, although, depending upon location with respect to other uses, the Department may restrict the goods stored by attaching the following condition:

"The building(s) hereby approved may be used for storage and distribution. Approval does not extend to the use of the site for retail purposes or as a skip transfer station or for the storage or distribution of dangerous goods (as defined in the Road Traffic Act: Road Vehicles carrying Dangerous Goods (Maintenance and Use) Regulations 2000) or coal or items which could give rise to nuisance to adjacent land users by virtue of dust, noise or smell".

9.2.5 The Island's industrial estates have generally been used to accommodate only those uses described in paragraphs 9.2.3 and 9.2.4. More recently however, there has been pressure on Government to permit retailing within industrial areas, particularly those on the outskirts of Douglas. Following the development of the large-span "do it yourself" retail facility by B & Q in the Spring valley industrial estate in the mid 1980s, Tynwald took an immediate stance against out of town retailing by a resolution in 1987 which stated that "Positive steps should now be taken to revitalise existing town and village centres for the benefit of the whole community...and no further major out of town retailing developments should be permitted". The Braddan Local Plan adopted by Tynwald in 1991 reiterated this policy, and successive local and Area Plans have been formulated to concentrate retailing on existing centres in defined settlements - Castletown, Ramsey, Douglas, Peel, Port Erin, Onchan, Kirk Michael, Laxey and Port St. Mary.

9.2.6 Since the adoption of the Braddan Local Plan in 1991, pressure has been growing for the inclusion within industrial areas of a variety of retail-related uses, with some applications being successful. Those which have been successful have generally fallen into one of the following two categories:

- a) developments of a retail nature where the items being retailed cannot generally be sold from a high street or town centre location, e.g. motor cars, builders' materials, agricultural equipment and feed; and
- b) developments which in themselves are not retail but comprise elements of retail use which are inextricably linked to the primary use of the building or site - e.g. tailor-made clothing or video tapes manufactured on the premises.

However, there are good reasons not only for directing most retail uses to town centre locations but also for reserving industrial land for its designated purpose. It is important to ensure that sufficient suitable land is available for industrial development. In any case, most industrial estates are unsuitable as environments for shoppers. The following policy is therefore appropriate:

Business

Policy 5: On land zoned for industrial use, permission will be given only for industrial development or for storage and distribution; retailing will not be permitted except where either:

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

(b) the items to be sold are produced on the site and their sale could not reasonably be severed from the overall business; and, in respect of (a) or (b), where it can be demonstrated that the sales would not detract from the vitality and viability of the appropriate town centre shopping area.

9.2.7 Where industrial development is proposed, it is essential that all parking and manoeuvring by vehicles which will be generated by the use of the site can be accommodated within the site and off the highway. This is particularly important within industrial estates where lack of parking and manoeuvring space can create significant difficulties for other estate users, particularly where the use of large and articulated vehicles is involved. Where mezzanine levels are proposed after a building has been completed, the Department may require more parking space to accommodate the additional traffic which would be generated. The standards of parking provision which will be required are set out in **Appendix 7**.

9.2.8 Local requirements for industrial development of a particular sort will be identified during the preparation of Area Plans. The Department is aware that, within some parts of the Island, there is a demand for small "starter units".

Business

Policy 6: Where land is zoned in Area Plans for industrial use, the Department will include development briefs which identify any particular local needs.

9.3 Commerce

9.3.1 Commerce, and in particular the finance industry, has become our most significant industry in terms of contribution to both the GDP and employment. Additionally, professional and scientific services contribute 15% to the GDP and 18.2% to employment, whilst public administration contributes a further 4% to the GDP and 8% to employment.

9.3.2 Most of this activity is located in our town centres and in particular in Douglas, although there are also office developments in Onchan, Ramsey, Castletown, Peel, Port Erin, Port St Mary, Laxey and Ballasalla.

9.3.3 The Department has supported the location of offices in town and village centres for several reasons:

- (a) such centres are accessible to all members of the community, staff and visitors alike;
- (b) the activity and range of services contribute to the vitality and success of the centres; and
- (c) the investment in property can be used to renew the ageing fabric of our town centre buildings.

9.3.4 There are exceptions to this general approach:

- (a) Corporate Headquarters which do not attract day to day callers may usually be located on one of the Business Parks;
- (b) some of our larger buildings of acknowledged historic or architectural interest are unsuited to any but office use, which thus represents the best or possibly only opportunity to secure re-use of the building; and
- (c) working from home; where this does not result either in staff being employed or in day to day callers, there need be no detriment to the residential area, and there should be less travelling involved; this is also one way of encouraging the formation of new local businesses.

The Department therefore proposes that, with these exceptions, the established policy for the location of new office space should be continued.

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 8: **New office buildings should, in terms of height and mass, respect the scale and character of adjoining and nearby buildings and should accommodate parking space in accordance with the standards specified in Appendix 7 of the Plan.**

9.4 Retailing

9.4.1 As with office accommodation, and for similar reasons, retailing is largely concentrated in our town and village centres. Of these, Douglas is the largest and includes branches of many of the shops which are familiarly found in high streets around the UK. However, locally based retailers add variety and interest to our shopping streets, and this is particularly noticeable in Ramsey, Peel, and Castletown. It is interesting to note that in Ramsey and Peel, locally based furniture shops operate successfully from within the town centres, whereas Douglas town centre has now largely lost its furniture shops to edge-of-town or out-of-town sites.

9.4.2 The reasons for directing retail development to town centre sites are essentially those set out in paragraph 9.3.3 in respect of offices, but to these must be added the need for there to be a sufficient range and choice of goods available in the one shopping trip, without the need to travel between sites. Experience in the UK illustrates the impact which out-of-town retail development has on the traditional town centre high street and on small village shops, and it is pertinent to note the reversal of policy by the UK Government. The Department therefore proposes to adhere to the established policy which was embodied in the Tynwald resolution of 1987 (see paragraph 9.2.5).

9.4.3 Exceptions to this general policy have been identified in paragraph 9.2.6. In addition, there are community benefits associated with neighbourhood shops (see paragraph 10.6.1). The following general policy is therefore appropriate:

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⁽¹⁾.**

⁽¹⁾ Retail Impact Assessment is defined in Appendix 1.

Business

Policy 10: Retail development will be permitted only in established town and village centres, with the exceptions of neighbourhood shops in large residential areas and those instances identified in Business Policy 5.

9.4.4 For the purposes of Business Policy 9 major retail development will be classed as any new or increase in existing retail development of more than 500 sq. metres of floor space measured externally. For the purposes of Business Policy 10 new neighbourhood shops within new residential developments will not normally comprise more than 100sq metres of floor space measured externally.

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

9.5 Tourism

9.5.1 "Tourism" has been defined by the Tourism Society as "the temporary short term movement of people to destinations outside the places where they normally live and work and their activities during their stay at these destinations", and it covers a very wide range of activities and types of development. This may include travel and visits for business, professional, and domestic purposes as well as for holidays and recreation.

9.5.2 Tourism has historically been an important element in the Island's economy, and after a period of steady decline visitor numbers to the Island are once again starting to increase. A reliance on the traditional high volume, low yield holidays of the nineteenth and early twentieth centuries is long gone, with a swing towards high yield, lower volume tourism such as business trips, short breaks and special interest attractions.

9.5.3 It is considered that the Island's primary assets to tourists and visitors alike are its unique historical landscape, culture and heritage, as well as a wide range of specialist events and attractions. Many activities and facilities providing for the Island's tourists require no permanent development: the TT Races, for example which attract by far the most significant number of tourists to the Island of any event held here, require little but the Grandstand on Glencrutchery Road and a small number of modest marshals' shelters around the Course. Tourism can, however require the erection of built structures – holiday accommodation being the most frequently requested form of new development required in association with the tourism industry. It is important that a balance be struck between the needs of tourism and the protection of these assets, and that tourism development should be sustainable in accordance with the objectives of this plan. There is no special reason why less demanding policies should be applied to tourism development than for other types of development in the countryside, and larger scale schemes may have to be the subject of an environmental impact assessment before planning permission is granted, as with any other form of large scale development.

9.5.4 The Department of Tourism and Leisure is responsible for the development of the tourism strategy for the Island. The current version of the Tourism Strategy – "Fit for the Future" was approved by Tynwald in April 2004. One of the key issues identified in that strategy is the need to broaden the range of tourist accommodation:

"Long term development is also being hindered by the lack of bed spaces in general and of the quality now being required to service our customer's base in particular. It is a necessary requirement that existing bed stock continues to upgrade and the Department will ensure appropriate support is put in place to enable existing business

to develop. In addition the Department also needs to provide support for the building of new bed stock on an Island wide basis.

There also needs to be recognition that the local property market can have a major impact on future tourism development. If there is a continued loss of traditional resort accommodation taking advantage of the high cost of residential property then there will be a heavy reliance on new build hotels if serviced stock levels are to be retained or increased' ⁽¹⁾

- 9.5.5 In recognition of this the Department proposes that new forms of contemporary tourism development will be welcomed, particularly those that satisfy customer demand for high quality accommodation in rural areas provided that they comply with the policies in the plan. Farmhouse accommodation or quality self catering units in barn conversions and making use of rural activities will be encouraged but must comply with General Policy 3 and Business Policy 9. Other forms of quality accommodation in rural areas will be considered, including the provision of hostels and similar accommodation suitable for walkers but must comply with General Policy 3 and Business Policy 11.
- 9.5.6 Area Plans may address a number of tourism issues, including current and future visitor trends and how they might impact upon the existing and future environment (for example through demand for certain types of accommodation, traffic generation, and parking requirements), an identification of areas where changing tourism trends are likely to result in demand to re-use or redevelop tourism buildings, and how key tourism assets such as natural landscapes cultural heritage and historic town centres can be protected. 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.
- 9.5.7 Although previous Local Plans have applied a "Tourism" designation to areas with a large number of hotels, such a designation is becoming less appropriate in many towns and villages as the reduced demand for larger Victorian hotels results in conversion to private residential use. It is now more likely that a Tourism designation be given to specific tourist attractions and existing large individual hotel sites, with new tourist accommodation incorporated into areas of mixed or residential use. Wider areas which still include a large tourism element, such as Douglas Promenade, may be designated for "Residential/ Tourism" use (other potential uses may be identified and included in a mixed designation if appropriate).
- 9.5.8 The use of existing private residential properties as tourist accommodation may be acceptable if it can be demonstrated that it will not compromise the amenities of any neighbouring residents. In Chapter 7, there are described the circumstances in which redundant buildings in the countryside can be converted into dwellings. These policies apply equally to tourist use, except that it may very often be possible to convert to tourist use buildings which are too small to form a satisfactory permanent dwelling. The following policies and proposal are thus appropriate:

Business

Policy 11: **Tourism development must be in accordance with the sustainable development objectives of this plan; policies and designations which seek to protect the countryside from development will be applied to tourist development with as much weight as they are to other types of development. Within the rural areas there may be**

⁽¹⁾ Tourism Strategy 2004 – 2008 Fit for the Future Department of Tourism and Leisure April 2004

situations where existing rural buildings could be used for tourist use and Environment Policy 16 sets out the circumstances where this may be permitted.

Business

Policy 12:

Permission will generally be given for the conversion of redundant buildings in the countryside to tourist use providing that the development complies with the policies set out in paragraph 8.10. – Housing Policy 11.

Business

Policy 13:

Permission will generally be given for the use of private residential properties as tourist accommodation providing that it can be demonstrated that such use would not compromise the amenities of neighbouring residents.

Business

Policy 14:

Tourism development may be permitted in rural areas provided that it complies with the policies in the Plan. Farmhouse accommodation or quality self catering units in barn conversions and making use of rural activities will be encouraged but must comply with General Policy 3 and Business Policies 11 and 12. Other forms of quality accommodation in rural areas will be considered, including the provision of hostels and similar accommodation suitable for walkers but must comply with General Policy 3 and Business Policies 11 and 12.

Business

Policy 15:

In new Area Plans, the Department will seek to identify buildings and sites which are redundant for tourist use, and will propose new uses therefor.

CHAPTER 10

SPORT, RECREATION, OPEN SPACE AND COMMUNITY FACILITIES

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CHAPTER 10

SPORT, RECREATION, OPEN SPACE AND COMMUNITY FACILITIES

10.1 Introduction

10.1.1 The quality of life on the Island and the quality of our environment are improved by attractive open space and by facilities for recreation and other community purposes. This chapter sets out policies which combine to form a land-use planning framework for the provision, protection and enhancement of such space and facilities.

10.2 Sport and Recreation

10.2.1 The Sport and Recreation Strategy 2002-2012 – “Planning for Sport” sets out a vision for the continued development and growth of sport on the Island and the benefits that this will bring. The Island is fortunate in that over the recent years a network of sporting facilities has been provided across the Island. The Sport and Recreation Strategy envisages improving on these both in terms of sport development and, as appropriate, new facilities.

10.3 Open Space

10.3.1 The presence and use of various forms of Open Space in towns and villages on the Island form an integral part of the fabric of community life. Open Space takes various forms and serves many purposes. It ranges from formally laid parks to the wide and extensive public footpath network including Raad Ny Foillan and Millennium Way.

10.3.2 Open Space forms part of our heritage as well as being an attractive and usable asset, and, in the wider context, provides visual and spiritual relief from the developed urban settlements on the Island. In addition, it provides recreational enjoyment in respect of various active and some less active forms of sporting activity. Open Spaces also provide a means of improving the health and fitness of the Island’s population. Open Space is defined in this context as land used for recreational purposes, both formal and informal, including amenity space whether privately or publicly owned.

10.3.3 The Strategic Plan needs to facilitate sport and recreation opportunities and to ensure that areas of open space are retained, and provided to meet local needs. The Strategic Plan will facilitate this by a three pronged approach:

- a) protecting existing assets;
- b) making good deficiencies in existing provision; and
- c) providing adequate provision within new development.

In pursuing these three objectives, it is recognised that developers will not be expected to make good existing deficiencies in recreational facilities as a requirement of carrying out their developments.

10.3.4 To ensure that suitable provision is made for sport and recreation development across the Island it is proposed that Area Plans should incorporate an assessment of sport and recreation need and provisions. This should include, where appropriate water-based sport and recreation. Such assessments should recognise that sport and recreation facilities may benefit local communities across defined Area Plan boundaries.

Recreation

Policy 1:

Area Plans should incorporate an assessment of the indoor and outdoor sport and recreation needs of the plan area, and the wider context and include proposals to:

- **retain existing sporting facilities and open space provision unless alternative provision of equivalent community benefit and of equivalent or better accessibility is made available;**
- **identify suitable sites to make good any deficiency in provision both for existing and future residents of the area; and**
- **ensure appropriate provision is made as part of any proposed residential development, in accordance with the Open Space Standards set out in Appendix 6 to the Plan, related to the needs generated by the development, unless the specific housing provision within the development justifies a reduced provision in relation to specific types of open space requirement.**

10.3.5 In certain circumstances it may be beneficial to allow the redevelopment of areas of underused, poorly maintained or inappropriately located open space. Development on such areas will only be permitted where alternative provision can be made. However, the new open space must be easily accessible to the local community and be at least equivalent in terms of type, quantity and quality to that which is being replaced.

Recreation

Policy 2:

Development which would adversely affect, or result in the loss of Open Space or a recreation facility that is or has the potential to be, of recreational or amenity value to the community will not be permitted except in the following circumstances:

- (a) **where alternative provision of equivalent community benefit and of equivalent or better accessibility is made available; and**
- (b) **where there would be an overall community gain from the development, and the particular loss of the open space or recreation facility would have no significant unacceptable effect on local open space or recreation provision or on the character or amenity of the area.**

10.3.6 In the case of residential developments for 10 or more dwellings, the Department proposes to adopt the following general standards (which refer to the area required per 1000 head of population):

Recreational Open Space	
Sports Pitches	1.8 ha
Children's Play Space	0.6 ha
Amenity Space	0.8 ha

10.3.7 These general standards will be applied having regard to the following circumstances:

- (i) the size, type, and particular needs of the resident population in question;
- (ii) the needs of visitors to the area; and

- (iii) the proximity and availability of existing Open Space, including the foreshore, public glens and parks, and school fields which may be available for public use outside of school hours.

More detail is set out in **Appendix 6**.

- 10.3.8 The Department has therefore adopted the following policy such as to plan positively for the provision of well-designed recreational and amenity space.

Recreation

Policy 3: Where appropriate, new development should include the provision of landscaped amenity areas as an integral part of the design. New residential development of ten or more dwellings must make provision for recreational and amenity space in accordance with the standards specified in Appendix 6 to the Plan.

- 10.3.9 Open Space in new developments should be provided within the site, but where it is impractical to provide the recreational space within the site, consideration may be given either to

- (a) provision off-site, but conveniently close thereto; or to
(b) the use of commuted sums, which, under the terms of a section 13 Agreement, would be paid to the Local Authority as a contribution towards the provision of community recreational open space.

Further details of these requirements are included in **Appendix 6**.

Recreation

Policy 4: Open Space must be provided on site or conveniently close to the development which it is intended to serve, and should be easily accessible by foot and public transport.

Recreation

Policy 5: Area Plans will identify areas where improvements to informal access to the countryside can be made and to the public footpath network. Existing public rights of way should be retained and any development which affects these will be permitted only if it provides diversions which are no less direct or attractive than existing routes.

10.4 General Leisure

- 10.4.1 In 2003 the Department of Tourism and Leisure approved a General Leisure Strategy for the Island. It includes sections on:

- Leisure and Tourism
- The Manx Countryside
- Seascape and Coastline
- National Leisure Facilities
- Local Leisure Facilities
- Children and Young People
- Entertainment and Nightlife
- Access and Opportunities
- Funding for Leisure

10.4.2 Each section includes policy statement or statements and an agenda for action. The policy statement generally accords with the Strategic Objectives and Policies of the Strategic Plan. The agenda for action points relate to a number of Government Departments, local authorities and other agencies. Agenda for Action 3.1 suggest that the Department of Local Government and the Environment should designate suitably located land in the Island Strategic Plan for future leisure development. The Department is fully supportive of the policies in the General Leisure Strategy but the Strategic Plan is not the appropriate vehicle for such a suggestion. The Department will however continue to consult with the Department of Tourism and Leisure in the preparation of Area Plans to establish whether there are appropriate sites for proposals for the provision of additional leisure facilities which accords with the policy framework of the Strategic Plan and the General Leisure Strategy.

10.5 Civic and Community Facilities

10.5.1 Community facilities are those services or facilities that provide for the needs of the Island population. As such, they should be appropriate to the needs of the Island's population and be located as to be easily accessible. Community facilities include community centres, medical facilities, places of worship, schools, nurseries, library services and premises which provide an element of care for those sectors of the community that are in need of this.

10.5.2 It is not for the Strategic Plan to address or determine the needs for community facilities, but to address the land use issues arising from such proposals. Where there are known site requirements these will be safeguarded in the relevant Area Plans for that area. Proposals for such uses will therefore be assessed against general criteria based policies.

10.5.3 It is one of Government's general policies to promote equity and equality of access to education, health, community and recreation facilities, services and the wider environment for all sectors of the community.

10.6 Neighbourhood Centres

10.6.1 The provision within residential areas of small shops, often combined with sub-post offices and off-licence facilities, occupies an important place in the range of shopping facilities available. Many people are dependent on such shops, these being the only shops to which access can be gained easily on foot, without relying on public or private transport. In addition, such a facility may not only be considered a desirable service, but may also serve as a focus of community life and help sustain a small community.

10.6.2 Local shopping/neighbourhood centres, typically described as local centres, usually comprise a newsagent, a general grocery store, a sub-post office and occasionally a pharmacy, a hairdresser and other small shops of a local nature. Allied to this may also be a community centre/meeting place to serve the immediate local community. With the increased focus on recycling, local centres are ideal sites for local recycling facilities.

10.6.3 In requesting community facilities within new and expanding developments, account needs to be taken of the size, type and particular needs of the new resident population. However, account must also be taken of availability and proximity of existing community facilities. Community benefit in this context is defined as one or more of the following: sub post-office/general store, doctor's surgery and community meeting centres.

10.6.4 The following policy is therefore adopted to ensure the provision of appropriate facilities within new residential developments.

Community

Policy 1: Where relevant and appropriate, there should be provided by the developer of new or expanded residential areas, community benefits in the form of neighbourhood centres.

10.7 Community Centres

10.7.1 Community centres, meeting places, and village/parish halls are an important focal point in community life. Where perceived lack of provision is identified, land will be safeguarded in the relevant Area Plan. The following policy is therefore adopted:

Community

Policy 2: New community facilities should be located to serve the local population and be accessible to non-car users, and should where possible re-use existing vacant or underused buildings.

10.7.2 Local community facilities are important in providing for local communities without the need for travel and should be retained unless the site or premises are no longer suitable for the current or an alternative community use. Developers will be expected to demonstrate that the potential to use the site or building for other community uses has been investigated.

Community

Policy 3: Development (including the change of use of existing premises) which results in the loss of a local community facility (other than shops and public houses) will only be permitted if it can be demonstrated that it is no longer practical or desirable to use the facility for its existing use or another use likely to benefit the local community.

10.8 Retention of Existing Local Shops and Public Houses

The loss of facilities such as neighbourhood shops in towns and or village shops and public houses reduces customer choice and can also necessitate people travelling further to meet their needs. This is a particular problem in rural areas where village shops, post offices and public houses can be central to village life. It would be preferable to retain viable facilities, or those that can be made viable and where a change of use or re-development is proposed developers will be expected to show evidence of attempts to market the property as a business in these areas.

Community

Policy 4: Development (including the change of use of existing premises) which involves the loss of local shops and local public houses, will only be permitted if it can be demonstrated that the use is no longer commercially viable, or cannot be made commercially viable.

10.9 Hospitals

10.9.1 The new hospital located in Braddan is now operational, and any further land-use requirements arising therefrom are dealt with in the relevant Area Plan. Likewise, any land-use requirements arising from regional facilities will be addressed by the appropriate Area Plans.

10.10 School Sites

10.10.1 Schools play an important role as a focus for community activity, providing not only schooling for children but also adult education, sports facilities, and cultural and social opportunities. This is especially true in our smaller villages. The continued viability and accessibility of village schools will therefore be one of the more important criteria to which the Department has regard when preparing new Area Plans. In the preparation of Area Plans, the Department will consult with the Education Department on such criteria. Also, an increasing population, and changes in the profile and distribution of the population, are leading to demand for new and extended schools. Accordingly, the following policy is appropriate:

Community

Policy 5: Permission will generally be given for proposals to improve or extend existing schools and institutions of higher education and to build new schools, subject to their being sited and designed in accordance with the other policies of this plan, having particular regard to the potential for community use of the buildings and the associated Open Space.

10.11 Community Health Care Facilities

10.11.1 Health care facilities such as nursing homes, residential homes, or training centres are usually sited within residential areas, but can generate activity and traffic which has detrimental effects on the amenity and character of these areas. The following policy is therefore adopted.

Community

Policy 6: New community health care facilities and extensions to existing facilities will be permitted provided that they:

- a) would not result in an over concentration of such uses in a particular area;**
- b) would not have an unacceptable effect on the residential or prevailing character or amenity of the area;**
- c) would be easily accessible; and**
- d) would not have an unacceptable impact on the local highway network.**

Regard should be had also to the parking standards set out in **Appendix 7**.

10.12 Police Service

10.12.1 Government is improving community safety through reducing the incidence of crime. The Isle of Man Constabulary is the principal agency for crime reduction and the Department works closely with the Constabulary to ensure that crime reduction is considered as part of the assessment of planning applications and new building by the Department. The Department has adopted the principles of Secured by Design (SBD) in the design of its own schemes and through the planning process. The Constabulary have suggested that this should be extended to incorporate the principles of Designing Out Crime. This includes SBD but also incorporates the principles of Defensible Space, Crime Prevention through Environmental Design and Situational Crime Prevention⁽¹⁾. Accordingly:

⁽¹⁾ See www.securedbydesign.com for further details

Community

Policy 7: The design of new development and the extension and refurbishment of existing buildings and development must, as far as is reasonably practical, pay due regard to existing best practice so as to help prevent criminal and anti-social behaviour.

10.12.2 The Isle of Man Constabulary has suggested that neighbourhood police stations, where the public can meet police officers, are needed to improve community safety. In the majority of cases these will need to be provided within existing communities as opportunities arise. Consideration should be given to incorporating such facilities in larger new developments in association with other community facilities.

Community

Policy 8: New neighbourhood police stations should be provided in the community and in particular in any new major housing developments. These should be accessible to the local population either by car or on foot. Consideration will be given to these being part of other community facilities.

10.13 Fire Service

10.13.1 The aim of the Fire Service is to protect life and property from fire by the provision of an up to date, well equipped and well trained Fire Service. The Strategic Plan is supportive of this aim and by the following policy addresses the provision of new fire stations where required in new and expanded developments.

Community

Policy 9: Favourable consideration will be given to applications for new fire stations in or near to new or expanded residential areas.

10.13.2 Fire-fighting is dependent not only on there being a short response time from a conveniently close fire-station, but also on proper access for fire-fighting vehicles, and adequate supplies of water from conveniently sited hydrants. Accordingly:

Community

Policy 10: Proposals for the layout and development of land will be permitted only where there is provided proper access for fire-fighting vehicles and adequate supplies of water for fire-fighting purposes.

10.13.3 Fire prevention can be improved via the development control processes, and the Department has for many years welcomed input to these processes from the Fire Safety Department. Accordingly,

Community

Policy 11: The design and use of all new buildings and of extensions to existing buildings must, as far as is reasonable and practicable, pay due regard to best practice such as to prevent the outbreak and spread of fire.

CHAPTER 11

TRANSPORT, INFRASTRUCTURE AND UTILITIES

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CHAPTER 11

TRANSPORT, INFRASTRUCTURE AND UTILITIES

11.1 Introduction

- 11.1.1 Chapter 2 sets out the Government's Core Purpose and Aims and the Department's Strategic Aim. These policies include in particular the Core Purpose "To maintain and build on the high quality of life enjoyed by the Island's Community." and the aim "To protect and improve the quality of the environment."
- 11.1.2 The Strategic Objectives in Chapter 3 make reference to the need to develop a more integrated transport strategy which balances the growth in car usage with the promotion of more sustainable alternatives.
- 11.1.3 In land use planning terms this translates into a more sustainable pattern of development concentrating development in and around existing settlements. Modern society has become increasingly reliant on the private motor vehicle and derives benefits from it. But there is a price to be paid in terms of congestion, air pollution and noise and visual impact. At the same time the environment of the Island and our towns and settlements has evolved over many hundreds of years and in many cases is not capable of adapting to the further pressures of car access and usage without adverse impacts on the environment.
- 11.1.4 To balance these conflicting needs it is considered that a more integrated transport network needs to be developed to balance the growth in car usage with improvements to other more sustainable alternatives. Over time we need to move to a situation where those who need to travel can do so in a range of different ways wherever this is reasonable and practicable. To this end the Department of Tourism and Leisure considers that a significant contribution to maximize the utilization of existing Public Transport would be made if businesses and schools were encouraged to stagger the start and end of working days. The Department of Transport confirm that the staggering of school start times would also maximise the use of existing transport infrastructure both of highways and the bus fleet. The Department of Transport is jointly progressing, with the Department of Education, the concept of School Travel Plans, with the aim of reducing car journeys to and from schools.
- 11.1.5 Because of the critical link between the land use planning policies of the Development Plan and the transport policies of the Government it is considered essential to develop an Integrated Transport Strategy which will link these two activities which are so critical to developing more sustainable development.
- 11.1.6 The Government Plan has, within the Sound Infrastructure Aim, the objective
"To promote an integrated transport strategy to meet the needs of the local community and visitors".
- 11.1.7 In 2006, the Department commissioned a Transport Study by consultants 'JMP' to study the effect of development on the highway system. This allowed the proposed Transport Policies to be assessed in the light of up to date surveys and analysis. A further transport assessment consisting of traffic surveys on the Strategic Links, has now been undertaken (2014) to ascertain the current traffic flows and the implications of traffic growth up to 2026.

- 11.1.8 The original JMP Report (published 2007) identified:
- The main Strategic Links between the communities on the Island (the Centres referred to in the Spatial Strategy);
 - The status of those Links in terms of condition, capacity, congestion etc.; and
 - The expected impacts of the level of development proposed in the Isle of Man Strategic Plan 2007.
- 11.1.9 The original Report (2007) identified the Strategic Links in the list below. The 2014 transport assessment which examined up to date traffic data made no change to this list:
- A1 Douglas – Peel
 - A2 Douglas – Laxey
 - A2 Laxey – Ramsey
 - A3 Castletown – St Johns
 - A3/A4 Peel – Ramsey
 - A5 Douglas – Ballasalla
 - A5 Ballasalla – Castletown
 - A5 Castletown – Port St Mary – Port Erin
 - A18 Douglas – Ramsey
- 11.1.10 The original JMP Report (2007) identified that the following junctions experienced regular traffic congestion:
- Quarterbridge
 - Mountain Road/Governors Road
 - Glencrutchery Road/Victoria Road
- 11.1.11 Taking into account the proposed level of new development identified in the Isle of Man Strategic Plan 2007, the JMP Report concluded that the following junctions would suffer more congestion:
- Quarterbridge
 - Mountain Road/Governors Road
 - Glencrutchery Road/Victoria Road
 - A5/A7 junction Ballasalla
 - Parliament Square Ramsey
- 11.1.12 The 2014 transport assessment took into account the proposed level and location of new housing development up to 2026 and concluded that:
- the Strategic Links are, and should, continue to operate within their 3,060 vehicles per hour capacity for the duration of the revised Isle of Man Strategic Plan (up to 2026);
 - following sensitivity tests on the Ballacraine to Ramsey Strategic Link, there is no requirement to undertake further traffic congestion investigation work in rural village locations such as Kirk Michael;
 - following sensitivity tests, the Castletown to Ballasalla and Ballasalla to Douglas links highlight the requirement for traffic congestion investigation work in Ballasalla in 2026;
 - the Quarterbridge and Governors Hill junctions continue to operate at greater than 85% capacity and the increased traffic flows predicted in all the assessments will increase congestion at these locations; and

- traffic flows at the Parliament Square junction in Ramsey, Ballacraigne junction, and Main Road junction at Onchan are all set to increase by 2026 which will increase congestion at these locations.

- 11.1.13 An evaluation of this data indicates the increase in traffic flow at Parliament Street in Ramsey can be accommodated by the minor improvement works to increase capacity at this location in 2009. However, the Ballacraigne and Onchan Main Road traffic signals will require further assessment during the development of the Area Plans for the West and East of the Island respectively to ensure these junctions do not become subject to a high level of congestion.
- 11.1.14 As the Isle of Man Strategic Plan is a document for the whole Island and does not include site specific proposals it is not considered either appropriate or necessary to include policies or proposals in respect of the specific traffic schemes. However, the Area Plans will need to consider both the implications of these schemes and the need for any localised improvements arising from any site specific proposals for new development.
- 11.1.15 Considering the outcome of the 2007 JMP Report, as well as the latest transport assessment 2014 which examined both the whole strategic route network as well as the local strategic route network, it is judged that the Policies in this Chapter remain appropriate.

11.2 Public Transport

- 11.2.1 It is considered that in order to support the environmental objectives of this plan the use of public transport as an alternative to the private car should be encouraged. Whilst many of the measures designed to improve public transport systems are not likely to involve the planning process, the enhancement of public transport infrastructure – for example stations, routes and parking facilities - may be subject to planning control, and the location and nature of new development is likely to have a significant impact upon levels of public transport use.
- 11.2.2 New development and transport facilities exert significant influence upon one another; the pattern of development is influenced by transport infrastructure and transport policies, whilst the location and nature of development influence the method and amount of travel undertaken by those who live or work there.
- 11.2.3 In order to help meet the environmental objectives contained within this plan, new development should where possible be located and planned so as to reduce the need for travel and encourage means of travel other than by private car, in particular walking, cycling, and public transport use. In general, such locations will be within or contiguous with existing built centres which are well served by public transport and which are within walking or cycling distance of the new development, and this will have the added benefit of strengthening the services, shops, employment opportunities and overall vitality of those centres.
- 11.2.4 The layout of certain types of new development such as housing estates should also be planned to allow bus routes to be extended into them and also to encourage travel by walking and cycling, and this will require the provision of bus routes, footpaths and cycle routes which where possible link to existing routes. Works to existing traffic routes in order to make them usable by full size buses and more attractive to pedestrians and cyclists are also to be encouraged.

Transport

Policy 1: New development should, where possible, be located close to existing public transport facilities and routes, including pedestrian, cycle and rail routes.

Transport

Policy 2: The layout of development should, where appropriate, make provision for new bus, pedestrian and cycle routes, including linking into existing systems.

11.2.5 The Island is fortunate to have an historic vintage rail network, which includes the Isle of Man Steam Railway, the Manx Electric Railway, the Snaefell Mountain Railway, the Groudle Glen Railway and the horse trams which run along Douglas Promenade. Development on or around the rail network should not compromise its attraction as a tourism and leisure facility or the potential for increased use as a public transport system, for example as a means of travelling to work.

11.2.6 In addition to the present rail network there exist former railway routes, most notably between Douglas and Peel and from Peel to Ramsey. These trackbeds are predominantly utilised as public footpaths and in some cases as cycleways as well. A number have been designated utility service corridors which may affect their potential as public transport routes. They should be protected from development which would diminish their attraction or potential as public transport routes.

Transport

Policy 3: New development on or around existing and former rail routes should not compromise their attraction as a tourism and leisure facility or their potential as public transport routes, or cycle / leisure footpath routes.

11.3 Highways and Traffic

11.3.1 The ability of new and existing highways to safely and efficiently accommodate the traffic generated by new development is an important factor when considering the location and layout of new development. Not only must the traffic routes involved be of a size which is capable of taking the projected volume of traffic but they must also be designed so that points of potential traffic conflict such as junctions and roundabouts are in an appropriate location and of a suitable design, including provision for pedestrians. The need for new and improved highways in order to facilitate new development must be balanced against the environmental objectives of this plan.

Transport

Policy 4: The new and existing highways which serve any new development must be designed so as to be capable of accommodating the vehicle and pedestrian journeys generated by that development in a safe and appropriate manner, and in accordance with the environmental objectives of this plan.

11.3.2 Notwithstanding policies within this plan which encourage travel by means other than private car it is anticipated that the number of vehicles using the Island's roads will continue to increase. This increase in demand is likely to lead to a greater need for road improvements in order that travel can take place in a safe, effective, and environmentally acceptable manner. The Department of Transport will continue to assess the need for such improvements to public highways and undertake works where appropriate, with much of the improvement within existing roads carried out under the provisions of the Town and Country Planning (Permitted Development) Order 2005. The need for improvements to the Island's highway network must be balanced against the environmental objectives of this plan.

Transport

Policy 5: Any improvements to the Island's highway network, including the provision of new roads, footpaths, and cycle routes, should be undertaken in accordance with the environmental objectives of this plan.

In the preparation of the Area Plans consideration will be given to the identification of suitable sites for commercial vehicle parking.

11.4 Pedestrians

- 11.4.1 Walking is also an important means of travel in its own right or as part of most journeys. All pedestrians need safe and convenient means of crossing and passing along roads. Alternatively provision should be made for walking journeys separated from general traffic.

Transport

Policy 6: In the design of new development and transport facilities the needs of pedestrians will be given similar weight to the needs of other road users.

11.5. Car Parking

- 11.5.1 The level of car parking provided in new development is critical to creating more sustainable development. Too little and the traffic generated can create problems on adjacent streets. Too much can increase congestion and delay public transport. The problem is most severe in existing settlements and at its worst in the Douglas area.
- 11.5.2 In respect of town centre office development, it has been the Department's usual practice to require the provision of one parking space per 50sq metres of nett office floor space, such parking spaces to be provided preferably on site but otherwise conveniently close to the site. The standard of 1 space per 50sq metres is based on: 1/3 staff walking or cycling: 1/3 travelling by public transport and 1/3 by private car. This provision is very often rather less than the demand created by the development. In the case of office developments outside of the town centre, the requirement is usually one parking space per 15sq metres of nett office floor space, a ratio which reflects more accurately the actual demand for parking space arising from the office use. The Douglas Local Plan did in fact invite consideration of other options whereby either the requirement should be increased such as to meet fully the demand for parking space, or the requirement should be reduced so that, with proper enforcement of on-street parking restrictions, fewer workers would come into town by car.
- 11.5.3 The long term target is to reduce the level of car parking required for town centre developments and seek to develop more sustainable staff and visitor transport plans including improved public transport, staff buses, shared and pooled cars, cycling and walking. Consideration should be given to the provision of cycle parking for staff and customers in non-residential development and to the provision of secure cycle stores in apartments. In the shorter term, the Department proposes the following general policy in respect of parking provision.

Transport

Policy 7: The Department will require that in all new development, parking provision must be in accordance with the Department's current standards.

The current standards are set out in **Appendix 7**.

- 11.5.4 New development can have a significant impact in terms of the traffic generated by it and the impact on the various modes of travel. The Department considers that proposals which are likely to be significant traffic generators should be accompanied by a Transport Assessment⁽¹⁾ which should look at all modes of transport including access by public transport, cycling and on foot.

Transport

Policy 8: The Department will require all applications for major development to be accompanied by a Transport Assessment.

11.6 Airports and Airfields

- 11.6.1 Whilst it is acknowledged that airport development in general will be necessary in order to serve the economic and recreational needs of the Island, such need should be balanced against the environmental consequences that development may have, in particular visual, traffic, and noise impacts.
- 11.6.2 The aim of the Department of Transport Airports Division is "to ensure that sufficient operating capacity is provided to meet present and anticipated demand, so that the travelling public have the facilities and service they require." The Ronaldsway Airport Master Plan published by the Department of Transport in April 2000 anticipates that the Airport will require increasing levels of space in order to satisfy a projected Island economic growth rate of 4% p.a. and to operate efficiently in the future. The Master Plan indicates that space is likely to be required for uses such as hangar/engineering development, apron extension, and car parking. In 2006, planning permission was granted for Runway End Safety Areas (RESA)/runway extension and, at the time of writing, was the subject of an appeal. The Department of Transport updated the Airport Master Plan in 2006. This indicates that any new or extended facilities required by growth in air traffic and/or passenger numbers for the low and high forecasts including in the Master Plan can be accommodated within the existing perimeter of the airport. Accordingly, while the Spatial Strategy identifies the Gateway role of the Airport there do not appear to be any strategic land use implications from the Master Plan. The recent announcement by the Department of Transport to provide a by-pass to the East of Ballasalla will resolve current problems within the village; improve access to the Airport from Douglas; and address any traffic generated by growth in the use of the airport.
- 11.6.3 The operation of the Airport in a safe and efficient manner also depends upon the safeguarding of approach and departure routes to ensure that new development does not represent an undue risk to air travellers or those on the ground. Policies and guidance in respect of the location, size, and form of new development in the vicinity of Ronaldsway Airport should be included in the area plan covering Castletown and Malew. Associated with the principal Runway 08, extending south-west over Castletown is the Public Safety Zone (PSZ). While the area covered by the PSZ has been reduced twice in the past 20 years in response to increased aviation safety it remains the case that this is the area within which there is statistically a higher risk of an aircraft accident. It is therefore proper practice that, within the PSZ, planning permission should not be granted for any development proposal which is likely to increase significantly the number of persons residing, working, or congregating within the zone. The DoT (Airports Division) should be consulted in relation to development in this area. This area will be incorporated into the new Area Plan for the South.
- 11.6.4 Jurby Airfield is vested in the Department of Transport but is not licensed, with responsibility for the co-ordination of all activities – whether or not aviation-related – delegated to the Department of Tourism and Leisure. Whilst aviation activity at the airfield is generally limited

⁽¹⁾ Transport Assessment is defined in Appendix 1

to lightweight aircraft and occasional military and display uses and there is no current plan to develop Jurby Airfield for other aviation purposes, it is the Department of Transport's policy to continue to safeguard the main runway for future emergency and general aviation use only. Andreas Airfield is private and unregistered. It is used for general aviation and by a flying club and as an emergency landing strip when Ronaldsway is fogbound. Future growth of aviation may require other aviation sites. Should this prove to be the case they will need to be assessed against the environmental policies of the Plan. Any other airfields on the Island are privately owned and unlicensed, and whilst they may not be subject to formal safeguarding requirements the impact of new development on the use of such facilities should be carefully considered.

Transport

Policy 9: Ronaldsway Airport is recognised as a key gateway to the Island and essential airport development will be permitted unless it has an unacceptable impact which cannot be mitigated.

Transport

Policy 10: The location and nature of development in and around the Island's airports, airfields, and air traffic control sites will be controlled in a manner which ensures that the safe and efficient use of these facilities by aircraft is not compromised. Safeguarding measures such as the Public Safety Zone should be identified where appropriate.

Transport

Policy 11: Permission will not be granted for development which would result in a significant increase in the number of people residing, working, or congregating within the Public Safety Zone associated with Ronaldsway Airport.

Transport

Policy 12: The need for the creation of new airport and airfield facilities, including new private airstrips on farmland, will be balanced against the environmental impact of such development. Depending on the scale of development proposed such should be accompanied by an Environmental Impact Assessment.

11.7 Harbours

11.7.1 Harbours are an established and important part of the Island's environment, and the majority are used for both commercial and recreational purposes. One of the more significant harbour development schemes in recent years has been the new road bridge across Douglas harbour, although there have been other harbour development schemes which have been on a much smaller scale. Some of the larger harbour related developments may require an Environmental Impact Assessment. The Department of Transport has stressed the vital contribution of commercial shipping and the Island's ports to the viability of the Island. The Island's economic well-being and the community's aspiration for cost effective sea travel, need up-to-date facilities to serve them. The vast proportion of everything the community needs comes by sea and will continue to do so in the future. The current priorities of the Department of Transport in terms of harbour development are as follows:

- develop Douglas Outer Harbour so that it can safely accommodate a larger replacement ferry on a new linkspan situated on the Victoria Pier;

- construct marinas at Douglas Inner Harbour (now completed) and Peel Inner Harbour; and
- develop plans for marinas at Ramsey and Port St Mary (the Ramsey Inner Harbour is now classed as a leisure port)

Developments adjacent to Douglas Outer Harbour, in particular, must not be permitted to adversely impact on the main port that will continue to be the prime gateway for the future. The extent and detailed proposals for these areas will be incorporated into the appropriate Area Plan. The following policy is intended to ensure the long term viability of the ports and to constrain other uses which might impact on this.

Transport

Policy 13: Development in or around harbours should neither compromise the ability of the harbour to accommodate other commercial or recreational users in a viable manner, nor be detrimental to the character of those harbours of historic interest.

Transport

Policy 14: Any proposed schemes likely to impact upon the ecology and/or archaeology of a harbour or the nearby coastline should be accompanied by an Environmental Impact Assessment.

11.8 Drainage

- 11.8.1 All new development must be capable of being drained of foul and surface water in a safe, convenient, and environmentally acceptable manner. The Department of Transport Drainage Division is the All-Island Drainage Authority and assumes responsibility for all of the Island's public sewers and treatment works, with a number of local authorities acting as Agents within their particular town, village, or parish. As well as maintaining and improving existing infrastructure, the Drainage Division inspects the proposed drainage plans for new development in order to ensure that the completed works are in accordance with the flow and treatment capacity of the system into which they will link and are, where appropriate, of an adoptable standard.
- 11.8.2 The Drainage Division should be consulted regarding the potential requirement for attenuation of surface water flows. The Drainage Division has responsibilities under the Land Drainage Act 1934 for Main Rivers, watercourses and ditches. The Division must be consulted in relation to any work affecting a watercourse.
- 11.8.3 Implementation of the IRIS Masterplan - Integration and Recycling of the Island's Sewage – is well under way and when operational will allow the sewage from local networks to be transmitted to the central treatment site at Meary Veg before being discharged as environmentally acceptable effluent. This will result in the discontinuation of inland treatment works and sea outfalls and reduce the need for private treatment works and septic tanks, and as such the Department of Transport Drainage Division recommends that resources are not spent now on sewage treatment facilities which will be de-commissioned once IRIS is in operation – the Division will itself direct resources to IRIS as a priority. Details of the IRIS system are included in the Department of Transport Drainage Division Policy. The Sewage Treatment Works at Meary Veg is now operational, and further phases of the overall scheme are currently subject to review.
- 11.8.4 It is recognised however that development will be required in the period before IRIS is fully operational, and therefore interim measures such as individual treatment works may be appropriate if a suitable watercourse is available to accept the discharge from the system

and the development will result in an appropriate number of dwellings being connected to the works. In areas which are beyond the final extent of IRIS – in general it will connect those areas currently served by mains drainage – development is likely to be limited in order to reduce reliance upon individual septic tanks. The discharge standards for stand-alone treatment works will vary and must be discussed with the Environmental Protection Unit of DLGE (not the Drainage Division), taking into account the Water Pollution Act. Sustainable urban drainage systems should be discussed with the Drainage Division in advance of any detailed planning application being submitted. An adoption agreement must be entered into with the relevant local authority for the long term maintenance of these facilities prior to obtaining planning approval.

- 11.8.5 Developers are encouraged to consult the Drainage Division regarding capacity within the existing sewerage system prior to submitting planning application. Drainage master plans are required for large scale developments.
- 11.8.6 The Drainage Division should be consulted in relation to any new industrial development since this will require a Trade Effluent Discharge Consent to be issued to comply with the Sewerage Act 1999. The Division will also advise where there are capacity constraints within the existing sewerage system that would restrict industrial development to “Dry Industrial” i.e. domestic sewerage flows only.
- 11.8.7 Sewers which are required to be adopted by the Department of Transport must comply with Manx Sewers for Adoption.

Infrastructure

Policy 1: With the exception of individual plots or very small-scale schemes (equivalent in scale to an individual plot), development shall only take place in areas which will ultimately be connected to the IRIS system.

Infrastructure

Policy 2: Full details of all interim drainage arrangements for development in areas awaiting connection to IRIS shall be submitted to and approved by the Department of Local Government and the Environment before development is commenced.

- 11.8.8 Development may in the future be proposed for sites which are known to have flooded in the past, usually by virtue of raised river or sea levels and because of inadequate drainage systems. The development of sites which may flood can lead to problems not only for the new development itself, but also for adjacent land and property as a result of alterations to surface water drains and increased run-off from new hard surfaces. Environmental Policy 10 relates to development on sites with a potential risk of flooding.

Guidance on the preparation of flood risk assessments is included in **Appendix 4**.

11.9 Communications

- 11.9.1 The Communications Commission has the statutory responsibility for the regulation of telecommunications and broadcasting on the Isle of Man and for keeping a watching brief on broadcasting to the Island. The Department of Home Affairs Communication Division has the responsibility for the provision management and maintenance of the Government’s radio systems including those used by the Emergency Services.
- 11.9.2 The maintenance and improvement of these systems is likely to require the provision of new infrastructure; infrastructure required by private telecommunications operators is likely to be more extensive. It is important that a balance be struck between the need for new, evolving

communications systems to satisfy residential and business demand and the impact that the necessary infrastructure will have upon the environment. New communications development should be in accordance with the provisions of this plan.

- 11.9.3 A Committee which includes representations from all interested parties has been established to co-ordinate the use and development of communication masts and infrastructure. The Government Plan 2004/7 includes a proposal to increase mast sharing by operators.

Infrastructure

Policy 3: A balance must be struck between the need for new, evolving communications systems to satisfy residential and business demand and the impact that the necessary infrastructure will have upon the environment. Measures which may help to achieve a satisfactory balance will include a presumption against visually intrusive masts in sensitive landscapes, the encouragement of mast sharing by different operators, and the removal of redundant infrastructure. Exceptions to this policy would need to demonstrate a strategic national need, which cannot be otherwise secured by mast sharing or alternative locations.

11.10 Water Supply and Water Conservation

- 11.10.1 The Strategic Objectives stress the need to protect and re-use scarce resources. In an Island community this should extend to protecting the quality and quantity of all waters including marine waters, surface water and groundwater. The Environment Chapter outlines the importance of water to the creation and maintenance of the Island's landscape and ecology. Equally important is the provision of an adequate supply of drinking water and the infrastructure to deliver it. The Isle of Man Water Authority has a duty to provide a supply of wholesome water for the domestic purposes of all premises within the compulsory area of supply. Like most jurisdictions the Island has adopted the EU Drinking Water Directive as the standard which defines the acceptable quality of its supplies.
- 11.10.2 In June 1999 the Authority received approval by Tynwald for its Strategic Business Plan which recognised the need to invest over £70m in the Island's water infrastructure over a period of 20 years. The Authority considers it has ample supplies of raw water in the various impounding reservoirs, including the West Baldwin and Sulby reservoirs, to meet demands for many years to come.
- 11.10.3 The Authority currently operates five water treatment works dating from the 1930s and 1940s. The current capital investment programme envisages two new multi stage water treatment works will be operating by 2008. The first of these, at Sulby, is now operational. The second, which will serve Douglas and the eastern supply zone is nearing completion.
- 11.10.4 Following the centralisation of water production at the two new water treatment works, the distribution system will need to be further developed and extended to replace the water currently sourced from the smaller ageing works. Many kilometres of new large diameter mains will be needed for the transfer of both raw water and treated water to the centres of population. Several new pumping stations will also need to distribute this water, and new services reservoirs will be needed to provide local storage. Provisions for these more localised infrastructure projects will be made through the appropriate Area Plans.
- 11.10.5 The Environmental Protection policies generally seek to protect surface water and guard water from pollution. At the same time, the 1982 Development Plan defines certain public water supply protection areas. These were designated to protect the ground water quality of

the catchment areas of the various reservoirs, and have been carried forward in the various Local and Area Plans prepared by the Department. It is considered, however, that a specific policy is required for the protection of ground water used for water supply. Accordingly:

Infrastructure

Policy 4: Development will not be permitted where it would have an unacceptable impact on surface water and groundwater quality in the public water supply protection areas defined in the 1982 Development Plan Order and subsequent Local and Area Plans.

11.10.6 Although the Water Authority has made provision for additional water consumption in its Business Plan, it is sensible and in accordance with the Strategic Objectives of this Plan to make best use of existing resources. Accordingly the Department will seek to ensure that:

- External surfaces and surface water drainage are designed to increase filtration and the natural recharge of underground water through the use of, for example, soakaways, absorbent paving and water retention ponds and devices; and
- natural vegetation is retained as far as possible.

11.10.7 Other measures to reduce the demand for water will be supported. For example, the collection and storage of rainwater or generally to use water more efficiently. Some of this will be secured through updating the Building Regulations to incorporate reference to water conservation.

Infrastructure

Policy 5: Development proposals should incorporate methods for water conservation and management measures to conserve the Island's water resources.

CHAPTER 12

MINERALS, ENERGY AND WASTE

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CHAPTER 12

MINERALS, ENERGY AND WASTE

12.1 Introduction

Minerals

- 12.1.1 The upland area of the Island constitutes a mass of very old slaty rock penetrated by veins of granite and ores of lead, zinc, iron, copper, and silver. Younger, carboniferous rocks underlie the lowland area around Castletown, where there is limestone, and outcrop near Peel, where there is red sandstone. Except on the highest ground, there is, overlying the rock, boulder clay with sands and gravels of varying thickness.
- 12.1.2 In the past, lead, silver and some copper have been mined, primarily in Foxdale and Laxey, and extending into Maughold, but all such mining has now been discontinued.
- 12.1.3 However, there are active quarries producing sand, gravel, hard rock for road building and coastal protection, limestone for road-making and agriculture, and slate and Poolvaish marble for building and ornamental purposes. Mineral rights on the Island and within the Territorial Seas are vested with the Isle of Man Government.

Energy

- 12.1.4 The Island's principal fuel sources are imported oil, gas and coal. A new under-sea cable between Douglas and Bispham has now been constructed, and enables both the importation and exportation of electricity. A cross Island pipeline has been constructed enabling the importation of natural gas.
- 12.1.5 There is growing interest in using naturally sustainable resources, and in particular wind. The development of such resources is likely to have local environmental effects. Accordingly, the Department will need to balance the positive aspects of using renewable energy resources against the impacts on the local environment.

Waste

- 12.1.6 The Department is responsible for waste management on the Island, and has adopted the following policy:

"To develop and promote an integrated Waste Management Strategy embracing –

- reduction;
- recovery; and re-use
- recycling;
- incineration with energy recovery; and
- landfill,

and which recognises the "user pays principle"⁽¹⁾.

[Department of Local Government and the Environment Business Plan 2004/07]"

- 12.1.7 The Government Plan 2006/09 has, within the Quality Environment Aim, the objective "To dispose of the Island's wastes in a safe, effective and efficient manner."

⁽¹⁾ User Pays Principle is defined in Appendix 1

The Energy from Waste plant is now operational, and the Department is progressing the provision of an engineered landfill site for wastes which are neither inert nor incinerable and for contingency wastes.

12.2 Policies

Minerals

12.2.1 The exploitation of the mineral reserves of the Island has been an important part of its history. All round the Island there is evidence of past exploitation. Looking to the future there is a need to ensure an adequate supply to meet our needs but also to ensure that the environmental impacts caused by mineral exploitation are kept, as far as is practicable, to a minimum.

The Issues and Options report identified a number of key issues in respect of minerals. These included

- the need to reduce the demand for new minerals
- the balance between the need for minerals and the need to protect and conserve the environment
- the need to ensure that a sufficient land bank of resources with planning permission for development is defined in the Plan and that preferred areas for search are identified
- the need to review existing mineral activity and permissions, to ensure that all activity is authorized
- the need to minimize the impact of mineral extraction
- the need to protect the surface and ground water resources and provide for surface drainage and disposal of waste water
- the need to secure the restoration of existing and derelict mineral extraction areas by the use of planning conditions or agreements attached to future planning permissions
- the need to secure provision for the restoration and after care of new mineral working areas
- the need for a co-ordinated strategy between mineral extraction and waste management.

12.2.2 The Department recognises that the preparation of detailed policies for minerals needs to be considered in the context of a wider strategy for minerals including the role of the Department of Trade and Industry and its responsibilities under the 1986 Minerals Act.

12.2.3 In the Draft Strategic Plan 2001 the Department included a policy in respect of Minerals. The Department now considers that it is essential that an overarching strategy be developed for minerals in the Island and that this should be prepared jointly with the Department of Trade and Industry.

To this end, the Department proposes to prepare a Planning Policy Statement (PPS) on Minerals with the aim of providing a long term assessment of future need for minerals (including reducing the demand for new minerals by recycling) and a process for identifying a suitable supply and policies for the identification, assessment, extraction and after-use of sites. In the preparation of a PPS on Minerals, the Department will consult with the Department of Trade and Industry (which is responsible for mineral resources), the industry, local authorities and other stakeholders.

12.2.4. In the meantime the Department will adopt the following policy in dealing with applications for minerals extraction.

Minerals

Policy 1: Development involving the winning and working of minerals will be permitted only where it is demonstrated that there is a need for the minerals which cannot be met through the provision of secondary aggregates. Applicants will be required to demonstrate also that;

- (a) there would be no unacceptable adverse effect on local residents in terms of visual amenity, dust, noise, or vibration as a result of the on site operation itself (including development, maintenance and restoration) or the traffic generated thereby;
- (b) there would be no unacceptable adverse effect on:
 - i. landscapes and geology/geomorphology features of special interest or attraction;
 - ii. Ancient Monuments or their settings;
 - iii. Registered Buildings or their settings;
 - iv. the character and appearance of a Conservation Areas;
 - v. sites of archaeological interest;
 - vi. sites containing species or habitats of international, national and local importance;
 - vii. land drainage and water resources; and
 - viii. designated National Heritage Areas;
- (c) the proposal is acceptable in terms of access arrangements and highway safety;
- (d) working will be in accordance with a phased scheme of restoration and landscaping; and that
- (e) the proposal does not sterilize other significant mineral deposits.

Exceptionally, national need for a particular mineral may warrant setting aside one or more of these constraints.

An Environmental Impact Assessment will be required for applications including the winning and working of minerals.

Energy

12.2.5 The Department of Trade and Industry is responsible for energy matters and has adopted the following objective:

- To encourage the utilization of the most efficient and economical methods of energy provisions, bearing in mind the necessity for security of supplies and the need to preserve the environment.

This is in accordance with the Government Plan 2006/09 (see Key Priorities on Energy under the Quality Environment Aim). Namely:

“to promote measures for the reduction of greenhouse gas emissions” and

“to ensure the security and sustainability of energy supplies”.

12.2.6 The Department is fully supportive of these objectives and has adopted to the following general planning policy:

Energy

Policy 1: Proposals for the provision of energy supply facilities or development arising as incidental to such facilities will be expected to comply with all other policies of this Plan to ensure that any effect on the environment is minimised whilst ensuring that the community's needs for energy are satisfied.

- 12.2.7 The Island's principal electricity distribution system uses overhead 33 kv and 11 kv power lines. It is generally impracticable and uneconomic to place these supplies underground, although this has been undertaken with good effect in residential areas and within particularly sensitive landscapes. Local low-voltage distribution in some areas is also via overhead lines. These can be intrusive, and are often more easily undergrounded. The following policies are therefore appropriate:-

Energy

Policy 2: Land within 9m either side of an overhead High Tension power cable will be safeguarded from development.

Energy

Policy 3: In National Heritage Areas, areas of High Landscape or Coastal Value and Scenic Significance, near Ancient Monuments, Registered Buildings and in Conservation Areas, the Department will, when suitable opportunities arise, seek to have overhead Low Tension power lines located underground.

- 12.2.8 The Department is fully supportive of the need to secure greater energy efficiency in new and existing development and has recently introduced additional energy efficiency requirements in the Building Regulations 2003. Energy efficiency and the use of renewable energy sources are covered in General Policy 2(m) of the Building Regulations. At the same time the Department recognizes that renewable energy sources can have adverse environmental impacts. The idea of a wind turbine Installation is currently being investigated and considered by the Manx Electricity Authority. Any feasible site is likely to be exposed and have considerable visual impact. There may also be other impacts such as noise. On a smaller scale, the popularity of domestic wind turbines has been increasing in recent years in response to rising energy prices and increasing awareness of climate change. Planning applications for domestic wind turbines are unlikely to require the submission of an Environmental Impact Assessment. The Department will assess any proposals for wind turbine installations by weighing the benefits of using such renewable energy sources against the environmental impact arising in any particular site. It is likely that the visual impact would be less detrimental on a coastal site than on a rural or upland one. Accordingly:

Energy

Policy 4: Development involving alternative sources of energy supply, including wind, water and tide power, and the use of solar panels, will be judged against the environmental objectives and policies set out in this Plan. Installations involving wind, water and tide power will require the submission of an EIA.

- 12.2.9 In the representations received on the Draft Strategic Plan 2001, there was support for the principle of promoting alternative or renewable energy sources from a range of those making representations. The Department remains of the view that the environmental impact of any proposals for alternative or renewable energy sources must be given similar scrutiny to other development proposals and not a lower test on the grounds that they are more environmentally friendly in energy terms.

- 12.2.10 In addition to alternative sources of energy supply, the Strategic Objectives in Chapter 3 refer to the promotion of efficiency and economy in the use of resources and the reduction of energy consumption by more efficient use of energy through energy conservation, recycling and waste reduction. There are numerous ways of increasing energy efficiency and reducing energy consumption both in the design and construction of new development and its subsequent operation, management and maintenance. The Building Regulations set standards for energy efficiency in new construction including, walls, windows, roofs and heating appliances. But the design and layout of new development can in themselves reduce energy consumption through for example Passive Solar Estate Layouts⁽¹⁾. Added to this are the various solar panel, photovoltaic cell, solar energy and heat pump technologies.
- 12.2.11 Within the Strategic Objectives relating to resource and to energy efficiency, the Department wishes to promote a greater awareness and recognition, of the benefits both to the environment and the consumer of energy efficiency in its widest sense. To this end the Department intends to prepare a Planning Policy Statement on Energy Efficiency. In the meantime it will require a planning application for more than 5 dwellings or commercial development of more than 100 square metres to be accompanied by an Energy Impact Statement⁽²⁾ to demonstrate what measures have been taken in the design of the development to reduce energy consumption and increase energy efficiency.

Energy

Policy 5: The Department will prepare a Planning Policy Statement on Energy Efficiency. Pending the preparation and adoption of that PPS the Department will require proposals for more than 5 dwellings or 100 square metres of other development to be accompanied by an Energy Impact Assessment.

Waste

- 12.2.12 The need for waste management facilities will be assessed against policies set out in the Government's waste management plan, and in particular the waste hierarchy. The Government recognises that to promote sustainable waste management it will need to encourage the development of facilities for reuse, recovery and recycling.
- 12.2.13 Whilst the Energy from Waste Facility began operation in September 2004, there will continue to be a need for landfill sites:
- (a) for municipal solid wastes until the Energy from Waste Facility becomes operational;
 - (b) for incinerator wastes thereafter; and
 - (c) for inert and mixed wastes which cannot be recycled, re-used, or incinerated.
- 12.2.14 The implementation of the Waste Management Strategy approved by Tynwald also will necessitate the provision of sites for special waste storage, reclamation and recycling, waste transfer and Civic Amenity purposes.
Accordingly,

⁽¹⁾ UK Department of the Environment General Information Report 27 – Passive Solar Estate Layout

⁽²⁾ Energy Impact Statement is defined in Appendix 1

Waste

Policy 1: Waste management installations, including landfill sites, civic amenity sites and facilities for the bulking up, separation, recycling, or recovery or materials from waste will be permitted provided that:

- (a) there is an acknowledged need for the proposal in accordance with the approved Waste Management Strategy;**
- (b) there is no unacceptable adverse impact on local residents in terms of visual amenity, dust, noise, or vibration or as a result of the traffic generated thereby;**
- (c) there would be no unacceptable adverse effect on:
 - i. landscapes, geology/geomorphology and features of special interest or attraction;**
 - ii. Ancient Monuments or their settings;**
 - iii. Registered Buildings or their settings, or features of architectural importance;**
 - iv. the character and appearance of Conservation Areas;**
 - v. sites of archaeological interest;**
 - vi. sites containing species or habitats of international, national or local importance;**
 - vii. land drainage and water resources;**
 - viii. areas of woodland or the Island's timber resources; or**
 - ix. designated National Heritage Areas.****
- (d) the proposal is acceptable in terms of access arrangements and highway safety;**
- (e) in the case of landfill sites working shall be in accordance with a phased scheme of restoration and landscaping;**
- (f) the proposal does not sterilize other significant mineral deposits; and that**
- (g) the proposal will not have an unacceptable adverse impact on airport safety by, for example, increasing the risk of bird strike.**

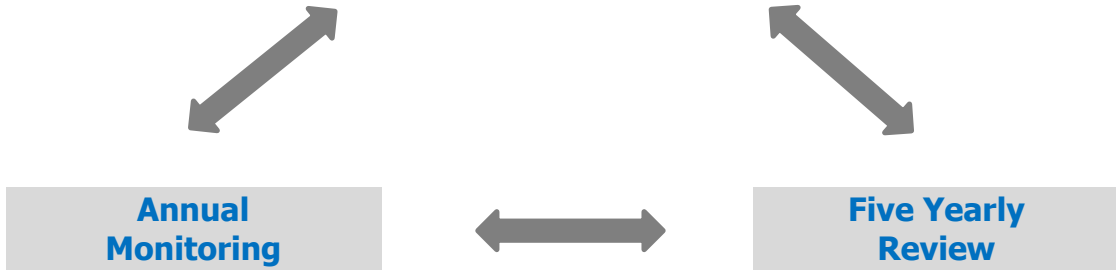
Landfill will only be permitted where it can be demonstrated that there is no alternative method for managing that waste. An application involving the installations or facilities referred to in this Policy will require the submission of an Environmental Impact Assessment.

CHAPTER 13

IMPLEMENTATION, MONITORING AND REVIEW

- 13.1 The Isle of Man Strategic Plan is intended to provide the land use planning policy framework for the Island from 2011 to 2026. Although the Plan has been developed with a view to current and future drivers for change effecting the social and economic structure of the Island, it is essential, in an ever changing world, to monitor and review the Policies in the Plan and, where necessary, modify them to take account of changing needs and priorities. To this end, it is intended to undertake annual monitoring of progress on the key elements of the Isle of Man Strategic Plan ~~and related strategies and policies~~ **and related strategies and policies and publish the findings of such monitoring as appropriate.** Monitoring to date has largely consisted of the Residential Land Availability Study for which Updates are produced annually and the Employment Land Availability Study, the format for which is currently being reviewed. A number of other monitoring studies are currently being planned for and progress is ongoing.
- 13.2 The Isle of Man Strategic Plan will also be subject to a regular cycle of review. While it is intended that the Policies should remain in full force and effect for the life of the Plan it is prudent to review the Policies to assess their effectiveness in the light of experience and to take into account changing circumstances. The core population and household information set out in the Strategic Plan 2007 has been revised to incorporate the findings of the 2011 Census. ~~It is proposed to undertake regular 5 yearly reviews after the Plan is approved by Tynwald which will tie in closely with the Isle of Man Census. These reviews will consider the implications of any amended population projections. Whilst the Plan has only undergone a partial review since 2007, the next update of the Isle of Man Strategic Plan will likely be a full Review taking into account the most up to date Census information and population projection data.~~ **It is proposed to undertake 5 yearly reviews after the Plan is approved by Tynwald which will tie in closely with the Isle of Man Census. Such reviews will consider the implications of any amended population projections as well as up to date evidence on employment land in terms of availability, location, quality and demand. A full Review would acknowledge and take into account as appropriate all up to date strategy/policy documents from across Government.**
- 13.3 This process of Monitoring and Review is particularly important given the proposal to make provision for future housing needs on the basis of a process of 'Plan, Monitor and Manage' as outlined in Chapter 8 (Housing). Under this, the phasing of the release of sites proposed for housing in the Area Plans would be based on maintaining an adequate supply of housing sites with the focus on securing development on brownfield sites, previously developed land and sites within existing settlements before releasing greenfield sites. Such phasing includes the identification of sites as 'Strategic Reserves' in Area Plans. This approach, which includes the preparation of appropriate development briefs, allows land to be allocated for residential as well as other uses such as employment, but held 'in reserve' until such time as they are required.

**Isle of Man Strategic
Plan 2011 – 2026**



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APPENDIX 1

DEFINITIONS AND GLOSSARY OF TERMS

Areas of Ecological Importance or Interest

Sites designated in Local and Area Plans which serve to protect areas known to house important species or those which act as habitat corridors between such areas.

Area Plan

See **Development Plan**.

Backland development

Development on land at the back of existing properties, usually on what were the back gardens, and often without a separate road frontage.

Business Parks

A development encompassing land for light industrial purposes, warehousing, new-technology companies involved in scientific, commercial, or industrial research or development and office accommodation as the corporate headquarters of companies having multiple and diverse interests (but excluding financial/professional services to visiting members of the public); buildings should be set in parkland which should dominate the landscape.

Conservation area

Has the meaning accorded to it by Section 18 of the 1999 Town and Country Planning Act.

Curtilage

The area of land attached to and around a building, used with the building and within which the building is set (e.g. the garden and driveways of a house, the storage yard of a factory). Land used with a building but severed from it by, say, a highway or service lane is not part of the curtilage of that building.

Development Plan

The Development Plan consists of a **Strategic Plan** (this document) and one or more **Area Plans**, as defined in the Section 2 of the 1999 Town and Country Planning Act. It is the Department's intention to prepare four Area Plans for the South, East, North and West of the Island.

Energy Impact Statement

An assessment, prepared by the developer/applicant, of the impacts of the development in terms of energy consumption, and proposals for reducing that consumption and improving the energy efficiency of the development.

Environmental Impact Assessment (EIA)

The means of assessing the impacts (good and bad) of a proposed development on the environment, prepared by, or on behalf of, the developer/applicant. An EIA should aim to ensure that the planning decision is made in the knowledge of all the likely environmental effects of the development, and of the proposals for mitigating adverse effects and enhancing positive effects.

Flood Risk Assessment

A document which assesses the likelihood of flooding in a particular area, so that judgements can be made about the feasibility of flood mitigation measures and whether development should be allowed or not.

Floor Space and Floor Area (see Housing Policy 13-15)

Where there are references to "floor space" and "floor area", the space or area in question should be measured externally, and should not include attics or outbuildings.

Green gaps (see Spatial Policy 7)

In the context of Spatial Policy 7, "green gap" means an open area which serves to maintain the distinction between settlements; prevents the coalescence or merging of settlements; and may provide recreational opportunities.

Habitable status (see Housing Policy 12)

In the context of Housing Policy 12, "habitable status" means whether or not a building which has previously been occupied as a dwelling may be re-occupied as such without the need for planning permission for that use.

Infill development

Building on a relatively small site in between two existing buildings.

IRIS

Integration and Recycling of the Island's Sewage

Island Spatial Strategy (ISS)

This sets out the long term sustainable vision for the whole Island. It highlights, in broad terms, where new development should be located and shows how this relates to other key elements such as the infrastructure framework and the gateways to the Island. This sets the overarching framework to which the other policies in the Strategic Plan follow from. The ISS is made up of a number of Spatial Policies and supported by a **Key Diagram**.

Key Diagram

A diagram setting out a framework for the future development of the Island, identifying diagrammatically Service Centres, Service Villages, Gateways and the transport links between them, to assist understanding of the Island Spatial Strategy.

Non-residential use (see Housing Policy 12)

In the context of Housing Policy 12, "non-residential use" means use for a purpose other than as a dwelling.

Non-use (see Housing Policy 12)

In the context of Housing Policy 12, a period of "non-use" means a period during which the building has been unused i.e. has not been used for any purpose.

Open space

Any land, whether enclosed or not, on which there are no buildings or on which not more than 5% is covered with buildings.

Plan Monitor Manage

A broad approach to planning the provision of housing (and in particular to determining the amount of land needed to be allocated for housing in Area Plans). It involves:

- Planning for an overall annual rate and geographical spread of housing need and demand on the one hand and environmental, infrastructure, and constraints on development on the other;
- Monitoring actual provision of housing against targets and indicators and
- Managing the process to modify the release of land for development (e.g. via revising Area Plans and rates of planning permission) if targets either have to be amended or are not met (e.g. if there is either under or over provision).

Precautionary Approach

Assumes that activity might be damaging unless it can be proved otherwise in respect of development where significant environmental implications are involved. Where activity could prove to be harmful (to people, wildlife or the environment) and science can not tell us the risks of the proposed activity then prevention is best.

Previously Developed Land

Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.'

The definition includes defence buildings, but excludes:

- Land that is or has been occupied by agricultural or forestry buildings.
- Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures.
- Land in built-up areas such as parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.
- Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).

There is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed.

Registered Building

A Registered Building is one entered in the Protected Buildings Register in accordance with Section 14 of the 1999 Town and Country Planning Act.

Retail Impact Assessment

An assessment undertaken for a planning application for major retail developments (those over 500m sq of floor space measured externally). The assessment examines the impact of development on the vitality and viability of existing shopping centres within the catchment area of the proposed development. The assessment usually includes the likely cumulative effect of recent planning permissions, development under construction and completed development.

Sequential approach

Ensures that certain types of land are used before others. For example, that previously developed land in town is used before land at the edge of town, which, in turn, is used before "Greenfield" land out of town.

Spatial Planning

Spatial Planning is the practice of place-shaping and delivery at both the local and all-island level. It is a move away from traditional land use planning and aims to enable a vision for the future of places that is based on evidence and local distinctiveness. Through the development of a Spatial Strategy it then translates this vision into a set of spatial policies, creating a framework for investment and regeneration that promotes economic, environmental and social wellbeing for the area.

Strategic Plan

See **Development Plan**.

Sustainable Development

At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for the future generations. A widely used definition was drawn up by the World Commission on Environment and Development 1987: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

Sustainable Urban Extensions

Involves the planned expansion of a city or town and can contribute to creating more sustainable patterns of development when located in the right place, with well-planned infrastructure including access to a range of facilities, and when developed at appropriate densities.

Tandem development

Consists of one house immediately behind another, and sharing the same access.

Transport Assessment

An evaluation of the likely traffic generated by a new development taking into account measures designed to improve road safety and promote more sustainable means of transport. It is also an assessment of availability and accessibility of all forms of transport in an area.

Urban Capacity Study

A study produced for a local planning authority area examining the potential capacity of urban areas to accommodate extra housing on new or redeveloped sites at various densities, or by the conversion of existing buildings.

Use Classes Order

Article 4 of and Schedule 4 to the Town and Country Planning (Permitted Development) Order 2005.

User Pays Principle

The principle that the user should pay for any damage done to the natural environment.

Wildlife Sites

Places which are of high wildlife value but are not statutorily designated or recognised by law, but they are protected through the planning system (as they are designated as Sites of Ecological Interest in Local and Area Plans). They are the most important places for wildlife outside legally protected land, such as Areas of Special Scientific Interest (ASSIs)

Windfall

A development on land not specifically identified for housing, for example, on land designated for light industry or for office use. The Residential Land Availability Study (DLGE 2007) defined a windfall development as one which had been approved for 'new build' on land designated for purposes other than residential.

APPENDIX 2

RELATIONSHIP BETWEEN STRATEGIC OBJECTIVES AND STRATEGIC POLICIES

Strategic Objectives	Strategic Policies
<p>Resources</p> <p>(a) To promote efficiency and economy in the protection, use, and re-use of scarce resources.</p> <p>(b) To contribute towards reducing energy consumption by encouraging more efficient use of energy through conservation, recycling, and waste reduction.</p> <p>(c) To guide most new development to existing settlements, thus making the optimum use of existing and planned infrastructure and services.</p> <p>(d) To support energy generation from renewable resources</p> <p>(e) To embrace the principles of sustainable development i.e. development that meets the needs of the present without compromising the ability of future generations to meet their own needs.</p> <p>(f) To reduce the need for travel, especially by private car, and to make the best use of existing infrastructure, including existing and former railway routes.</p> <p>Environment</p> <p>(a) To support the precautionary principle which assumes that activity might be damaging unless it can be proved otherwise in respect of development where significant environmental implications are involved.</p> <p>(b) To protect, maintain, and enhance the built and natural environment (including biodiversity).</p> <p>(c) To encourage high quality development throughout the Island.</p>	<p>Resources</p> <p>Strategic Policy 1: Development should make the best use of resources by:</p> <p>(a) optimising the use of previously developed land, redundant buildings, unused and under-used land and buildings, and re-using scarce indigenous building materials;</p> <p>(b) ensuring efficient use of sites, taking into account the needs for access, landscaping, open space, and amenity standards; and</p> <p>(c) being located so as to utilise existing and planned infrastructure, facilities, and services.</p> <p>Environment</p> <p>Strategic Policy 2: New development will be located primarily within our existing towns and villages, or, where appropriate, in sustainable urban extensions of these towns and villages. Development will be permitted in the countryside only in the exceptional circumstances identified in paragraph 6.3.</p> <p>Strategic Policy 3: Proposals for development must ensure that the individual character of our towns and villages is</p>

- (d) To protect the individual character and identity of settlements, and to identify and protect those green spaces in built areas which contribute positively to public amenity.
- (e) To prevent the extension of settlements beyond boundaries that will be defined in the Area Plans and to prevent the merging of settlements.
- (f) To promote urban regeneration and the re-use of derelict and redundant sites.
- (g) To minimize environmental pollution to air, water, and land.
- (h) To protect agricultural land such as to encourage self-sufficiency in food production.
- (i) To protect the countryside and coastal areas for their own sake.
- (j) To promote community safety in the design of new development.

Economy

- (a) To maintain and improve the viability, vitality, and diversity of the economy by enabling improved employment opportunities.
- (b) To ensure that sufficient land and property in terms of location, size, and type is available for employment purposes.
- (c) To safeguard and provide for the needs of existing and new location-dependent businesses.
- (d) To maintain and enhance the viability and vitality of town centres by controlling the location and nature of new retail and commercial development.

protected or enhanced by

- (a) avoiding coalescence and maintaining adequate physical separation between settlements; and
- (b) having regard in the design of new development to the use of local materials and character.

Strategic Policy 4:

Proposals for development must:

- (a) protect or enhance the fabric and setting of Ancient Monuments, Registered Buildings, Conservation Areas, buildings and structures within National Heritage Areas, and sites of special archaeological interest;
- (b) protect or enhance the nature conservation and landscape quality of urban as well as rural areas but especially in respect to development adjacent to Areas of Special Scientific Interest and other designations; and
- (c) not cause or lead to unacceptable environmental pollution or disturbance.

Strategic Policy 5:

New development, including individual buildings, should be designed so as to make a positive contribution to the environment of the Island. In appropriate cases the Department will require planning applications to be supported by a Design Statement which will be required to take account of the Strategic Aim and Policies.

Economy

Strategic Policy 6:

Major employment-generating development should be located in existing centres on land zoned for such purposes and identified as such in existing Local or new Area Plans.

Strategic Policy 7:

Undeveloped land which is zoned in Area Plans for industrial, office, or retail purposes will be retained and protected for such uses, except where those uses would be inappropriate or incompatible with adjoining uses.

Strategic Policy 8:

Tourist development proposals will generally be permitted where they make use of existing built fabric of interest and quality, where they do not affect adversely environmental, agricultural, or highway interests, and where they enable enjoyment

<p>Transport and Communication</p> <p>(a) To develop an integrated transport strategy which balances the growth of car usage with the promotion of more sustainable alternatives such as public transport cycling and walking.</p> <p>(b) To locate new housing and employment close to existing public transport facilities and routes or where public transport facilities are, or can be improved, thereby reducing the need to use private cars and encouraging alternative means of transport.</p> <p>(c) To encourage development which would result in a more integrated transport network.</p> <p>(d) To provide for improvements to the Island’s road network such as to ensure that travel demand is met in a safe, effective, and environmentally acceptable manner.</p> <p>(e) To safeguard existing and abandoned railway routes.</p> <p>(f) To provide sufficient space for the efficient operation of Ronaldsway Airport and to safeguard the approach and departure routes and the Public Safety Zone, in accordance with International Operating Standards and without compromising environmental objectives.</p> <p>(g) To safeguard the existing and future efficient operation of the Island’s ports for fishing, commercial and leisure use without compromising environmental objectives.</p> <p>(h) To ensure that the Island is well served by modern telecommunications, without compromising the protection of our landscape.</p>	<p>of our natural and man-made attractions.</p> <p>Strategic Policy 9: All new retail development (excepting neighbourhood shops and those instances identified in Business Policy 5) and all new office development (excepting corporate headquarters suitable for a business park location) must be sited within the town and village centres on land zoned for these purposes in Area Plans, whilst taking into consideration Business Policies 7 and 8.</p> <p>Transport</p> <p>Strategic Policy 10: New development should be located and designed such as to promote a more integrated transport network with the aim to</p> <p>(a) minimise journeys, especially by private car; (b) make best use of public transport; and (c) not affect unacceptably highway safety for all users, and (d) encourage pedestrian movement</p>
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<p>Social</p> <p>(a) To provide for sufficient housing of an acceptable standard and of an appropriate nature and in appropriate locations to meet the needs of the community (including special needs).</p> <p>(b) To promote high standards of residential amenity in new development and to provide a physically safe environment for all communities.</p> <p>(c) To promote improved access to buildings, spaces and services for less able people.</p> <p>(d) To promote community safety and security within new development, regeneration and refurbishment schemes by encouraging the adoption of the principles of "Designing Out Crime".</p>	<p>Social</p> <p>Strategic Policy 11: The housing needs of the Island will be met by making provision for sufficient development opportunities to enable 6000 additional dwellings (net of demolitions), and including those created by conversion, to be built over the Plan period 2001 to 2016.</p> <p>Strategic Policy 12: Favourable consideration will generally be given to proposals for improving the quality and condition of the existing housing stock and for the creation of flats by conversion of redundant boarding houses, and vacant and under-used space above commercial premises subject to compliance with detailed standards (see paragraph 8.13).</p>
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APPENDIX 3 **SETTLEMENT PATTERN**

A New Settlement

- A.3.1 The Consultation Draft published in May 2000 mooted the idea of a new settlement as a means of accommodating future development.
- A.3.2 The Department has examined this idea, having regard in so doing to the following matters:-
- (a) the likelihood of there being a shortage in the provision of housing land without resort to a new settlement;
 - (b) the size of a settlement which would be large enough to support a local school, shops, employment, and other services;
 - (c) whether there are on the Island any "brownfield" sites of suitable size and location for such a proposal;
 - (d) whether such a proposal could take advantage of existing or planned infrastructure such as the IRIS scheme or the public transport network;
 - (e) the visual impact of a new settlement;
 - (f) the historical pattern of development on the Island; and
 - (g) comparison with the sustainability of alternative options.
- A.3.3 The Department has concluded that
- (a) within the Plan period, our existing towns and villages can accommodate additional development sufficient to meet the demand therefor; indeed, most of our towns would benefit from further development of redundant or under-used land, and most of our villages would benefit from additional housing to support local schools, shops, and other services;
 - (b) there is not a "brownfield" site which could accommodate satisfactorily a settlement of the required scale;
 - (c) there is not a suitable site which could take advantage of either the IRIS scheme or our railway or tramway routes;
 - (d) in any case, the visual impact of a new settlement would be so massive as to have an inevitably greater adverse impact on our countryside than would alternative options; and
 - (e) the pattern of development on the Island is characterized by slow evolution over many years, with the various characteristics and qualities of each individual settlement emerging from years of reaction to the people who have lived and worked there, and from the demands and changing circumstances which the settlements have faced; each settlement on the Island is unique, thanks to those who have influenced it; any new settlement would have no history, no family connections and no Manx tradition, and would thus be alien to the slow and deliberate pace at which the Isle of Man has developed.
- A.3.4 Accordingly, the Department has rejected the idea of a new settlement.

Existing Settlements

A.3.5 Those existing settlements which have the size and characteristics of a town or village, and which are served by mains drainage systems are identified in the schedule below, together with details of the relevant area plan.

A.3.6

Settlement	Area Plan
Bride	1982 Development Plan
Andreas	1982 Development Plan
Jurby	1982 Development Plan
Ballaugh	1982 Development Plan
Sulby	Sulby Local Plan 1999
Ramsey	Ramsey Local Plan 1998
Glen Mona	1982 Development Plan
Laxey	Laxey Local Plan 1989; Laxey and Lonan Area Plan approved 2005
Baldrine	1982 Development Plan; Laxey and Lonan Area Plan approved 2005
Kirk Michael	Kirk Michael Local Plan 1994
Peel	Peel Local Plan 1989
St John's	St John's Local Plan 1999
Crosby	1982 Development Plan
Glen Vine	1982 Development Plan
Union Mills	Braddan Local Plan 1991; Draft Braddan Parish Plan abandoned 2006
The Strang	Braddan Local Plan 1991; Draft Braddan Parish Plan abandoned 2006
Onchan	Onchan Local Plan 2000
Douglas	Douglas Local Plan 1998
Glen Maye	1982 Development Plan
Dalby	1982 Development Plan
Foxdale	Foxdale Local Plan 1999
Newtown/Mount Murray	1982 Development Plan/Braddan Local Plan 1991
Ballasalla	1982 Development Plan
Castletown	Castletown Local Plan 1991
Ballabeg	Arbory and East Rushen Local Plan 1999
Colby	Arbory and East Rushen Local Plan 1999
Ballafesson	Arbory and East Rushen Local Plan 1999
Port St Mary	1982 Development Plan
Port Erin	Port Erin Local Plan 1990

A.3.7 These are the towns and villages to which the Strategic Policy at paragraph 4.3.1 refers. Cregneash may also be judged to have the characteristics of a village, but as the National Folk Museum it is subject to special consideration, seeking to preserve and protect the authenticity and integrity of the village and its setting. Maughold also has some of the characteristics of a village but consists of only a small number of houses within the Conservation Area and has a recognised special historic character.

APPENDIX 4

GUIDANCE ON REQUIREMENTS FOR THE UNDERTAKING OF A FLOOD RISK ASSESSMENT

Introduction

- A.4.1 The following guidance relates only to the commissioning and undertaking of flood risk assessment studies on particular sites. Flood risk assessments will be required for both fluvial and tidal flooding. The Department of Transport is currently developing a Flood Risk Guidance Document and undertaking flood mapping, the results of which will be fed into the preparation of the Area Plans.

Preparation

- A.4.2 Where it is judged that a flood risk assessment is required, the nature of the study undertaken and the final report produced will depend on: the flood history of the site including particular site characteristics, its location, the proximity of watercourses and other bodies of water in the vicinity; the nature of surrounding land uses; and the type and scale of the development proposed. Occasionally, preliminary or scoping studies may be necessary prior to fuller assessments, particularly where there is uncertainty over how comprehensive a flood risk assessment needs to be. In some cases, it may be that there already exists information on flood risk in particular areas or on certain sites; this should be investigated and, subject to copyright and intellectual property rights, included with any final report. Account should be taken of the local knowledge of flooding in the community and this should be supported by plans and data where possible.
- A.4.2.1 The level of detail and technical complexity of a flood risk report will reflect the scale and potential significance of the study, but as a minimum, it should address the following requirements in terms of plans, supporting assessments and analysis, and conclusions. The Department of Transport's Drainage Division will advise the flood return period to be adopted.

Plans

- A.4.3 The following plans must be included with the assessment:
- (a) A location plan at an appropriate scale that includes geographical features, and identifies all watercourses or other bodies of water in the vicinity, including drainage outfalls.
 - (b) An appropriately scaled contoured plan indicating existing levels and levels following development.
 - (c) A plan showing existing flood alleviation measures in the vicinity of the site together with details of their condition and performance.
 - (d) A plan of the site showing any existing information on extent and depth of flood events or on flood predictions. Additional information provided can be anecdotal or photographic, and can include survey results or model estimates. Any changes which have taken place since the last event should be identified.
 - (e) A plan of any structures which may influence local hydraulics, including bridges, pipes/ducts crossing the water course, culverts, screens, embankments or walls, overgrown or collapsing channels and the likelihood of their becoming blocked by debris.

- (f) A cross-section of the site indicating finished floor levels or road levels or other relevant levels relative to the source of flooding and to anticipated water levels and associated probabilities.

Other information

A.4.4 The following additional information may also be required:

- (a) The probabilities and any observed trends and the extent and depth of floods for the location and, if appropriate, routes and speed of water flow. The effect of climate change on such probabilities should be examined.
- (b) The likely rate or speed with which flooding might occur, the order in which various parts of the location or site might flood, the likely duration of flood events and the economic, social and environmental consequences of flooding.
- (c) The hydraulics of any drain or sewers existing or proposed on the site (during flood events).
- (d) An estimate of the volume of water which would be displaced from the site for various flood level following development of the site.
- (e) The potential impact of any displaced water on neighbouring or other locations which might be affected subsequent to development.
- (f) The potential impact of any development on fluvial or coastal morphology and the likely longer-term stability and sustainability.

Mitigation Measures

A.4.5 Details of flood defence arrangements proposed must be provided and also an assessment of their behaviour in extreme events.

A.4.5.1 Any work on a watercourse, stream or a designated main river (and normally including the banks for a distance of 9m either side) requires the permission of the Department of Transport's Land Drainage Engineer in accordance with the Land Drainage Acts 1934.

APPENDIX 5

ENVIRONMENTAL IMPACT ASSESSMENT

Introduction

- A.5.1 "Environmental Impact Assessment" (EIA) describes a procedure which systematically draws together the assessments of the likely environmental effects of a project. This procedure has become a familiar part of the planning process where significant projects or particularly sensitive sites are involved, but there has not previously been a specific requirement for EIA on the Island. The Department proposes that there should be such a requirement, and that the principles which should be followed will be essentially the same as those in operation in other administrations. A Planning Policy Statement will be issued specifying the manner in which the Department intends to deal with applications which should be subject to EIA. In the interim the Department will adopt current practice from England and Wales (see Section 7.19).

The Need for EIA

- A.5.2 It is proposed that the following types of development would require EIA in every case:
- (a) Agricultural and aquaculture
 - Installations for the intensive treatment or rearing of poultry or pigs
 - Major water management projects for agriculture, including irrigation and land drainage projects (this excludes routine water management projects undertaken by farmers)
 - Intensive fish farming installations
 - (b) Extractive industry
 - Quarries
 - Surface industrial installations for the extraction of materials
 - (c) Energy industry
 - Thermal power stations and other thermal installations
 - Surface storage of natural gas
 - Underground storage of combustible gases
 - Surface storage of fossil fuels
 - Industrial briquetting of coal and lignite
 - Installations for the harnessing of wind power for energy production
 - (d) Production and processing of metals
 - Manufacture and assembly of motor vehicles and manufacture of motor-vehicle engines
 - (e) Mineral industry
 - Any installation for the manufacture of cement, glass, for the smelting of mineral substances and manufacture of ceramic products by burning

(f) Chemical industry

- Production of chemicals, pesticides or pharmaceutical products, paints, varnishes, elastomers and peroxides
- Installations for the storage of petroleum, petrochemical or chemical products

(g) Food industry

- Manufacture of vegetable and animal oils and fats
- Packing and canning of animal and vegetable products
- Manufacture of dairy products
- Brewing and malting
- Confectionery and syrup manufacture
- Installations for the slaughter of animals
- Industrial starch manufacturing
- Fish meal and fish oil factories

(h) Textile, leather, wood and paper industries

- Industrial plants for;
 - * the production of pulp from timber or similar fibrous materials
 - * the production of paper and board

(i) Infrastructure projects

- Urban development projects including the construction of shopping centres and car parks, sports stadiums, leisure centres and multiplex cinemas
- Construction of new railway lines and re-opening of disused railway lines
- Major road widening schemes
- Dams or other installations designed for the holding back or permanent storage of water
- Oil and gas pipeline installations with a diameter of more than 800 millimetres and a length of more than 5km unless constructed underneath a road or installed entirely by means of tunnelling
- Coastal work to combat erosion and maritime works capable of altering the coast through the construction of for example dykes, moles, jetties and other sea defence works, excluding the maintenance and reconstruction of such works

(j) Other projects

- Installations for the disposal of waste including incinerators of any size (including pet incinerators) and landfill sites
- Storage of scrap iron including scrap vehicles
- Ski-runs, ski-lifts and associated developments
- Marinas
- Holiday villages and hotel complexes outside urban areas and associated developments
- Permanent camp sites and caravan sites
- Golf courses and associated development
- Residential development of more than 30 homes and commercial development of more than 500sq metres outside identified settlements.

APPENDIX 6

OPEN SPACE REQUIREMENTS FOR NEW RESIDENTIAL DEVELOPMENT

Introduction

- A.6.1 All residential development creates a need for open space, whether located in an urban or rural area, the purpose of this Appendix being to assist people in making planning applications to identify the open space requirements in relation to their proposal.
- A.6.1.1 The exact open space requirement will depend on the individual circumstances and nature of each planning application. Applicants are asked to note that all new residential development must provide adequate standards of residential amenity, including private open space such as gardens or shared amenity spaces for apartments, and bin storage areas. Meeting the open space requirement in this Appendix does not exempt applicants from providing adequate private open space.
- A.6.1.2 It is not considered feasible to request smaller residential developments to make provision for open space either through on-site provision or by way of a commuted sum payment. Therefore, planning applications for the development of ten dwellings and above will have to make provision for open space.
- A.6.1.3 In order to adequately undertake an assessment, it is considered important to have a clear understanding of what is meant by the term "outdoor playing space" and how it differs from "open space". The widely accepted definition of outdoor playing space is:
- A.6.1.4 An area that is safely accessible and available to the general public, and of a suitable size and nature, for sport, active recreation or children's play.
- A.6.1.5 With open space being defined as:
- A.6.1.6 Any land laid out as a public garden, or used for the purposes of public recreation.

Playing Space that may be included

- A.6.2 Provided that it meets the general definition indicated in paragraph A.6.1.1, the following list indicates land that may be included in the overall standard:

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 such facilities are available to the general public.
- Areas described above 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.

For children's use:

- Designated area for children containing a range of facilities and an environment that has been designed to provide opportunities for outdoor play,
- Casual or informal playing space within housing areas.

Playing space that is excluded

A.6.3 The following areas are excluded from the definition of playing space, however, they may still make a valuable contribution to the total recreational provision of communities, particularly those that are deficient in recreational space.

- Verges, woodlands, the seashore, nature conservation areas, allotments,
- Golf courses,
- Water used for recreation, except where it forms an interactive feature of an outdoor play area,
- Commercial entertainment complexes
- Sports halls (indoor provision may make a contribution to certain sports, such as badminton, tennis or bowls, and such facilities may be taken into account when assessing whether there is demand for these activities, however with regard to outdoor playing space, such area must be seen as complementary.)
- Car parks for non-recreational use.

A.6.3.1 It has been argued that access to large gardens and transport reduces the importance of the children's playing space standard in certain areas. Gardens of private dwellings need to be of a sufficient size to accommodate the day to day needs of very young children; however, as children grow older, the role of the private garden, irrespective of its size becomes less important as play space. Children need access to play areas, where they can meet others of their own age and learn the important art of socialisation, which private gardens do not facilitate. Private gardens perform a multitude of other functions and are specifically excluded from the standard.

The Open Space Requirement

A.6.4 The open space standard is based on the adopted Department standard of a minimum of 3.2ha of open space per 1000 population (32 sq metres per person). This standard is further broken down into a requirement per person of:

- | | |
|--|--------------|
| • Formal (e.g. football pitches) | 18sq. metres |
| • Children's (e.g. play grounds) | 6sq. metres |
| • Amenity (e.g. Nature conservation areas/Glens) | 8sq. metres |

A.6.4.1 In order that the open space requirement is related in scale and kind to the proposed development the open space needed is based on: -

- 1) The potential occupancy of the dwelling; and
- 2) Who the dwelling is likely to be occupied by

A.6.4.2 Table 1 is used to judge the occupancy of dwellings and the subsequent open space requirement in square metres.

Table 1

No. of Bedrooms	Occupancy Level	Formal Open Space	Children's Play Space	Amenity Space	Total (sq.m.)
1	1.5	27	9	12	48
2	2	36	12	16	64
3 or more	3	54	18	24	96

Where numbers and type of dwellings are unknown e.g. applications for approval in principle, the requirement for open space provision will be reserved so that it can be resolved when a detailed application is made.

A.6.4.3 The following are two examples of the method of provision in line with the Department's standards:

Example 1

Development of 25 houses all 3 bedrooms

A.6.5 Total occupancy = $25 \times 3 = 75$
(No. of houses x occupancy level)

Open space requirement = 2400sq m.
(1 No. 3 bed house would result in a requirement for 96sq.m of open space therefore $25 \times 96 = 2400\text{sq.m}$)

Formal open space required = $75 \times 18\text{sq.m} = 1350$
Children's Play Space Required = $75 \times 6\text{sq.m} = 450$
Amenity Space Required = $75 \times 8\text{sq.m} = 600$

Total space required = 2400sq.m

Example 2

Development of 14 houses: 8 houses all 2 bedrooms, 6 apartments all 1 bedroom

Part 1

Total occupancy = $8 \times 2 = 16$
(No. of houses x occupancy level)

Open space requirement = 512 sq m
(1 No. 2 bed house would result in a requirement for 64 sq m of open space therefore $8 \times 64 = 512 \text{ sq m}$)

Formal open space required = $16 \times 18 \text{ sq m} = 288$
Children's Play Space Required = $16 \times 6 = 96$
Amenity Space Required = $16 \times 8 \text{ sq m} = 128$
Total space required = 512 sq m

Part 2

Total occupancy = $6 \times 1.5 = 9$
(No. of apartments x occupancy level)

Open space requirement = 288 sq m
(1 No. 1 bed apartment would result in a requirement for 48 sq m of open space therefore $6 \times 48 = 288$ sq m)

Formal open space required = 9×18 sq m = 102
Children's Play Space Required = $9 \times 6 = 54$
Amenity Space Required = 9×8 sq m = 72

Total space required = 288 sq m

Overall Total (Part 1 + Part 2) = 800 sq m

How should the open space be provided?

A.6.6 Once the open space requirement has been established it is then necessary to determine how the open space will be provided. There are three possibilities: -

- 1) Provided on site
- 2) Provide off site but adjacent or close to the development
- 3) Provided by payment of a commuted sum to enable the Local Authority to provide the open space on behalf of the developer.

A.6.6.1 Where possible, open space should be provided in the first instance on-site or off-site where this would improve the quality of the development and the open space provided. Where the first two options are not practical then commuted sums will be considered.

A.6.6.2 Commuted sums can be an important option because it is recognised that for a small development it can be impractical to provide the open space required on or off site as the amounts involved would not create usable areas of open space.

A.6.6.3 Children's play space requirements will be assessed using the National Playing Fields Association guidelines, which consider the type of play space required and the levels of accessibility. Generally speaking, developments over 20 houses would have to provide children's play space on-site as well as an appropriate level of amenity open space on-site.

How much will it cost?

A.6.7 The cost of providing the public open space will be calculated as a percentage figure of the overall cost of providing open space within the development. For example, where no public open space is being provided on site that would be required by the standards, the developer will be required to provide 100% of the cost of the provision elsewhere. Where the off site provision is addressing a shortfall in the overall provision on site, in that areas of open space are to be included within the development, but the full requirement of the standards cannot be accommodated, the applicant will be required to provide the remaining percentage cost. The payment of commuted sums will be the subject of legal agreements under Section 13 of the 1999 Act.

How will funds generated by commuted sums be used?

- A.6.8 Funds can be used to lay out new open space or to improve existing open space. Money generated from commuted sums will be held in an interest earning account and will be used in the same Parish as the development. Exceptions to this may occur where a development borders a neighbouring authority or where open space serves the needs of a wider area e.g. sports pitches.

Design of public open space

- A.6.9 Both formal and informal open space should be designed as an integral part of the development so that it offers recreational value and visual relief and in some cases may provide the main focal point of the development. There is often local opposition to the provision of children's play spaces especially within new residential developments. Therefore it is essential that facilities be designed as part of a comprehensive approach to estate layout, which includes consideration of good neighbourliness, the need for adequate privacy and amenity for the occupiers of dwellings, road traffic and pedestrian activity and community safety. The following are also important considerations in the siting and layout of public open space which should:-

- be defensible but not sited to cause a nuisance to dwellings;
- easily maintainable;
- be of sufficient size to be usable;
- build upon existing linkages to provide green corridors;
- incorporate existing landscape features;
- provide appropriate children's play equipment in areas from which dogs are excluded, preferably by the use of fencing and dog proof grids, and
- be of a design and layout to enable future adoption and maintenance by the Local Authority.

APPENDIX 7

PARKING STANDARDS

Residential

- A.7.1 High levels of car ownership have led to an increase in the level of parking expected for new residential development, and outside of town centre locations these standards should not be relaxed. New-built residential development should be provided with two parking spaces per dwelling, at least one of which should be within the curtilage of the dwelling and behind the front of the dwelling, although the amount and location of parking will vary in respect of development such as terracing, apartments, and sheltered housing. In the case of town centre and previously developed sites, the Department will consider reducing this requirement having regard to:
- (a) the location of the housing relative to public transport, employment, and public amenities;
 - (b) the size of the dwelling;
 - (c) any restriction on the nature of the occupancy (such as sheltered housing); and
 - (d) the impact on the character and appearance of the surrounding area.

Where new dwellings are created by the conversion of existing buildings, parking space should be formed by the clearance of outbuildings and low-grade annexes or "outlets" if it is reasonable and practicable so to do; however, in general, the need to find a use for redundant buildings which are in sound condition will outweigh the drawback of any shortfall in parking provision.

Offices

- A.7.2 The current car parking standard associated with town-centre office development is one space per 50 sq.m. of nett office floor space, preferably provided on-site, but otherwise provided conveniently close to the site. Where office space is permitted outside of town centres, the current parking standard is one space per 15 sq.m. of nett office floor space.
- A.7.2.1 Having regard to the environmental objectives of this Plan, the Department is mindful that it may be appropriate at some time in the future to re-consider these standards. In the formulation of an Integrated Transport Strategy (Objective 3.5(a)), it will be appropriate to consider a variety of options, including the possibility of restricting the provision of parking spaces with new town centre office developments. If accompanied by rigorous on-street parking controls and more extensive public transport, such an approach would have environmental benefits, including the evolution of a more pedestrian-friendly streetscape. There would remain, however, a need to provide space for parking by disabled drivers, and for servicing and deliveries.
- A.7.2.2 Meanwhile, and until such time as a new Strategy has been formulated after proper consultation, the Department proposes to adhere to its current standards.

Industry

- A.7.3 Where industrial development is proposed, it is essential that all parking and manoeuvring by vehicles which will be generated by the use of the site can be accommodated within the site and off the highway. This is particularly important within industrial estates where the lack of parking and manoeuvring space can create significant difficulties for other estate users, particularly where the use of large and articulated vehicles is involved. It is essential

therefore that any applications for industrial development can demonstrate that there is sufficient off street parking provided within the application. A general policy of one space per 50 square metres of nett will be required with additional space for manoeuvring where larger vehicles may be using the site, although an increased standard may be needed for uses which generate a high level of traffic, including light industrial and research and development businesses. Storage and distribution is generally less labour intensive and will require one space per 100 square metres. Where mezzanine levels are proposed after the buildings have been completed, the Department may require additional car parking if additional levels of use would result from the additional space proposed.

Retail

- A.7.4 Most shopping facilities in established centres do not have on site parking provided due to the intensive form of development and their location off the main highway, often in pedestrianised streets (Peel, Castletown, Douglas and Ramsey in particular). In most of these cases, provision is made for servicing outside trading hours from relaxation of the access regulations and the use of de-mountable bollards and rear access lanes. It is impracticable to require on site car parking for either staff or customers in such locations although it must be feasible for retail developments to be serviced. It is equally essential that there are available sufficient areas of public car parking either in car parks or on street, and that adequate controls are in place for these spaces to be available to those who need them. Neighbourhood shops to serve new residential areas can be incorporated into estate layouts and should provide spaces for staff, customers, and service vehicles.

Public Car Parking

- A.7.5 Encouraging greater use of public transport may involve a range of parking management measures and not just the relaxation of parking standards for new development. The control of public parking provision is an important element in any overall parking strategy, and may include the use of measures which are outside planning control such as parking charges and improved enforcement measures. Traffic management measures can however, play a role in the management of newly created public car parks, for example by conditioning a planning approval to ensure the effective management of the available space.
- A.7.5.1 Under the provisions of section 13 of the 1999 Town and Country Planning Act the Department may seek to link planning permissions with Planning Agreements where problems cannot be overcome by the use of planning conditions. These agreements may, inter alia, require payments to be made to the Department either in a single sum or periodically, in particular as commuted sums for open space or parking provision.

A.7.6 Parking Standards

Type of Development	Car Parking Standard
Typical Residential	2 spaces per unit, at least one of which is retained within the curtilage and behind the front of the dwelling.
Residential Terraces	2 spaces per unit, if not within curtilage then located as close to units as possible without compromising residential amenity. Parking spaces should not be provided in front of the dwellings where this would result in a poor outlook for residents and would detract from the amenity of the area.
Apartments	1 space for 1 bedroom; 2 spaces for 2 or more bedrooms
Sheltered Housing	1 space per 3 units.
Town centre and brownfield residential development	Typical residential standard may be relaxed in accordance with paragraph A.7.1 above.
Nursing, rest, and care homes	1 space per 3 residents in addition to spaces for staff and deliveries.
Offices	1 space for every 50 square metres of nett floor space.
Out of town offices	1 space for every 15 square metres of nett floor space.
Town centre shops	Space for service vehicle use.
Neighbourhood shops	Spaces for staff, customers, and service vehicles will be required.
Light industrial, research and development	1 space per 30 square metres nett floor space.
General industrial	1 space per 50 square metres gross floor space.
Storage and distribution	1 space per 100 square metres gross floor space.
Medical / health services	3 spaces per consulting room plus staff parking.
Hotels, motels, guest houses	1 space per guest bedroom. In rural and suburban locations. In urban locations standards may be relaxed as (d) below
Assembly and leisure (includes cinemas, meeting halls, swimming baths, leisure centres, and the conference and leisure facilities of hotels)	1 space per 15 square metres gross floor space.

These standards may be relaxed where development:

- (a) would secure the re-use of a Registered Building or a building of architectural or historic interest; or
- (b) would result in the preservation of a sensitive streetscape; or
- (c) is otherwise of benefit to the character of a Conservation Area.
- (d) is within a reasonable distance of an existing or proposed bus route and it can be demonstrated a reduced level of parking will not result in unacceptable on street parking in the locality.

APPENDIX 8
EXISTING, APPROVED AND NEW DWELLINGS BY LOCAL AUTHORITY AREA

Local Authority Area	Existing-dwelling-units Number of private households 2011*	% of Island Total	New dwellings approved 2001 - 2011 (valid approvals)	% of Island total	New dwellings started or completed 2001 - 2011	% of Island total
North						
Ramsey	3,530	9.9	657	12.7	568	12.7
Andreas	595	1.7	105	2	102	2.3
Jurby	264	0.7	26	0.5	24	0.5
Ballaugh	438	1.2	21	0.4	15	0.3
Bride	168	0.5	12	0.2	10	0.2
Lezayre	510	1.5	62	1.2	51	1.1
Maughold	403	1.1	17	0.3	13	0.3
Total	5,908	16.6	900	17.3	783	17.4
East						
Douglas	11,702	32.9	1724	33.4	1407	31.5
Onchan	3,993	11.2	230	4.5	222	5
Braddan	1,350	3.8	260	5	256	5.7
Laxey	716	2	46	0.9	18	0.4
Lonan	621	1.7	95	1.8	88	2
Marown	885	2.5	96	1.9	84	1.9
Santon	283	0.8	10	0.2	10	0.2
Total	19,550	54.9	2461	47.7	2085	46.7
West						
Peel	2,168	6.1	763	14.8	719	16.1
Michael	682	1.9	75	1.5	74	1.6
German	433	1.2	17	0.3	12	0.3
Patrick	604	1.7	91	1.8	89	2
Total	3,887	10.9	946	18.4	894	20
South						
Castletown	1,353	3.8	298	5.8	294	6.6
Port Erin	1,631	4.6	198	3.8	173	3.9
Port St. Mary	860	2.4	146	2.8	79	1.8
Rushen	675	1.9	46	0.9	44	1
Arbory	758	2.1	86	1.7	49	1.1
Malew	977	2.8	81	1.6	68	1.5
Total	6,254	17.6	855	16.6	707	15.9
Total	35,599	100	5162	100	4469	100

*Source: Isle of Man Census 2011

APPENDIX 9⁽¹⁾
ISLE OF MAN EMPLOYMENT LAND AVAILABILITY 2007

SUMMARY
Available Land (ha)

South	
Port Erin	0.24
Malew	49.18
Sub Total - South	49.42
East	
Douglas	5.22
Braddan ⁽²⁾	28.07
Onchan	3.65
Sub Total - East	36.94
North	
Ramsey	10.40
Lezayre	0.47
Jurby	8.25
Sub Total - North	19.12
West	
Patrick / Peel	10.4
Sub Total - West	10.4
TOTAL	115.88

⁽¹⁾ Source: Employment Land Availability Study DLGE 2007

⁽²⁾ This figure includes 20 ha proposed by the DLGE at Cooil Road