

The Town and Country Planning Act 1999

The Cabinet Office



Area Plan for the East

Written Statement

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

Ray Harmer MHK
Minister for Policy and Reform

Adopted by Order on 21st September 2020
Approved by Tynwald on 18th November 2020
Coming into Operation on 1st December 2020

Foreword

Bringing into operation the Area Plan for the East was a priority action identified back in 2016 in the Programme for Government. I am delighted that the Plan is complete and that we are a step closer to having a single all-Island Area Plan which will be easier to manage and update in the years ahead.

Howard Quayle MHK
Chief Minister

Preface

As I write this, much of the world remains firmly in the grips of a devastating pandemic. Many of our national strategic decisions, like many being taken across the world, remain focused on saving lives and providing immediate financial support to those who need it. As we dare to look to the future we can take comfort in the specialness of our Island as we start to rebuild in every sense of the word.

By having the responsibility for the Island's planning policy function, I am aware that we need to have up to date development plans in place for when we need them – they are the land-use planning part of the Island's measures to 'rebuild'. I am committed to progressing with our plan-making to support the local needs of our economy, our environment and climate change goals, our public services, our infrastructure and our health and social well-being.

Bringing the Area Plan for the East into operation remains one of the priority actions for planning in the Programme for Government 2016-2021. For much of its development, I contributed through my former Ministerial role in the Department of Infrastructure and it is plain to me now just how widely the Island Development Plan as a whole stretches into policy development in every Department.

I appreciate that preparing this Plan has taken time, but the procedural requirements exist to ensure transparency and opportunities for full engagement by Government Departments, Local Authorities, land-owners and developers, local interest groups and residents alike.

The Report of the Public Inquiry, published in November 2019, and the responses to the Modifications, published in February 2020, have shaped the final changes to the content and format of the Plan. It now forms part of the statutory 'Island Development Plan', and specifically provides a local framework for how Douglas and the surrounding settlements are likely to grow, change or stay the same for the remainder of the Plan Period (up to 2026). It replaces all extant plans and is a material consideration when planning applications are determined.

Recent events have led to some questions whether the timing is right to release the Plan. I believe firmly that it is. I would like to thank all those who have contributed throughout this Plan's development. Such engagement is invaluable and makes for a more rounded and robust plan and ensures matters and sites are fully scrutinised.

I look forward to seeing how the Area Plan for the East influences change as we embrace our digital, green and safe Island.

Ray Harmer, MHK
Minister for Policy and Reform

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1 An 'Area' approach to Plan making

1.1 What is an Area Plan?

- 1.1.1 The Cabinet Office has a responsibility, afforded to it by Section 2 of the Town and Country Planning Act 1999, to prepare the Island Development Plan (IDP). The purpose of the IDP is to set out the general 'Policies' in respect of the development and other use of land on the Isle of Man, and also to identify the 'Proposals' which relate to specific places or issues, depending on the particular plan area. The two types of plan prepared and which make up the 'Island Development Plan' are:
- a strategic plan, and
 - one or more area plans.
- 1.1.2 The Isle of Man Strategic Plan 2016 (the Strategic Plan) was approved by Tynwald on 15th March 2016, coming into operation on 1st April 2016. In hierarchical terms, the strategic plan sits above the area plans in the sense that the proposal in an area plan shall be in general conformity with the strategic plan.

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

- 1.2.1 This Area Plan for the East elaborates on the broad policies set out in the Isle of Man Strategic Plan relating them to precise areas of land. The Plan's final form has been shaped by the Report of the Public Inquiry published on 6th December 2019 and the representations received on the proposed Modifications published on 14th February 2020.
- 1.2.2 The Area Plan for the East is made up of a **Written Statement** (this document) and a series of **Maps**. The Written Statement contains '**Proposals**' which are either site specific, relatable to a specific issue in the East or on occasion in the form of a policy statement for a specific area.
- 1.2.3 A number of '**Recommendations**' are also included. These are statements of intent where the Cabinet Office has no direct control over implementation. They are intended to act as encouragement to other Departments or bodies to work together with the support of Cabinet Office to take action on or to deliver on particular matters or policy statements.

1.3 How many Area Plans will there be?

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

- 1.3.2 The Area Plan for the East will be followed by an Area Plan for the North and West. Current legislation allows an area plan to relate to the whole of the Island or to such part as may be specified therein. It is the aim to produce, in time, a single 'All-Island Area Plan' alongside one Strategic Plan. These Plans would be capable of being reviewed or updated in tandem.
- 1.3.3 The geographical coverage of the area plans thought most likely at the time of the Isle of Man Strategic Plan 2007¹ was identified in the Island Spatial Strategy (Chapter 5) of that document which was subsequently carried forward to the Isle of Man Strategic Plan 2016. The extent of the Plan boundaries set out in the first iteration of the Strategic Plan, is set out below:

Table 1. **Area Plan Coverage**

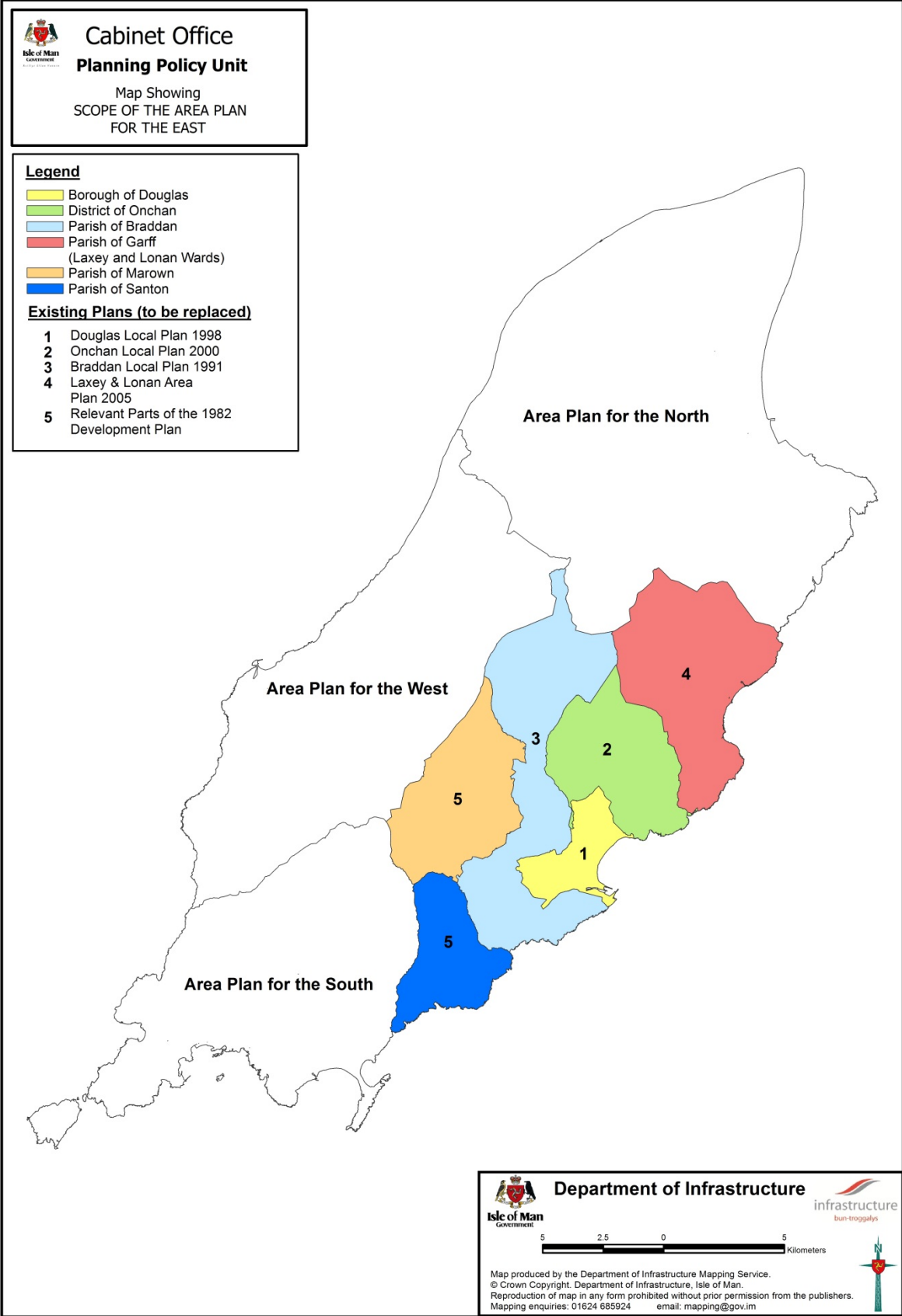
Area Plan	Local Authority Area
Douglas and the East	Borough of Douglas, the district of Onchan and the Parishes of Braddan, Garff (Laxey and Lonan Wards only), Marown and Santon
The South	Parishes of Rushen, Arbory and Malew, Villages of Port Erin and Port St Mary and the town of Castletown
Peel and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

1.4 **The Area Plan for the East's geographical context**

- 1.4.1. The Area Plan boundary is shown on Map 3 and includes Douglas, Onchan, Braddan, Garff (Laxey and Lonan Wards only), Marown, Santon and Braddan and adjoins the Parishes of Malew, Patrick, German, Michael, Lezayre and Garff (Maughold Ward). Whilst these adjoining Parishes fall within other Plan areas, they cannot be completely set apart in terms of geography, infrastructure (grey, green and social), landscape and economic context of the East. Cabinet Office has had regard to this context in the formulation of the Plan. This is addressed in part by the need for any area plan to be in general conformity with the strategic plan. A diagram showing the geographical scope of the Area Plan is provided below.

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

Map 1 - Plan Boundary for the Area Plan for the East



1.5 Stages in Plan Preparation

- 1.5.1 The publication of the Area Plan for the East represents the final stage in the procedure to produce a new statutory development plan.² The formal stages are set out below in Table 2. The Call for Sites stage is not part of the formal process.

Table 2. **Stages in Plan Preparation**

Date	Stage in Schedule 1	Purpose and Output
July 2016	<i>Call for Sites (not part of statutory process)</i>	<i>Public Consultation. Evidence gathering. Opportunity to submit sites for consideration.</i>
February 2017	Preliminary Publicity	Public Consultation - Setting out of those matters which the plan proposals intend to deal with.
25 th May 2018	Publication of Draft Plan	Publication of: Draft Written Statement Draft Maps Supporting Evidence Papers Response to matters/objections raised
September / October 2019	Inquiry	To examine the Proposals in public. Pre-Inquiry Meeting held on 18 th July 2019.
6 th December 2019	Publicity for report of appointed person	To make available the report as drafted by the Inspector.
14 th February 2020 to September 2020	Adoption of Area Plan	Modifications published and representations and objections considered Plan Adopted by Order. Plan made up of: 1. A Written Statement 2. A set of 13 Maps
October 2020	Publication of Area Plan after approval ³	Adopted Area Plan put to Tynwald for approval and thereafter published.

1.6 Documents which make up the Area Plan for the East

- 1.6.1 The Area Plan is made up of i. this Written Statement, which sets out the background to the various topics together with some detailed Proposals and Recommendations, and ii. a set of Maps which illustrate all of the land use planning zonings and any sites described in the Plan.

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

³ To take effect, the Plan must be approved within 3 months of the date of the Order

1.6.2 In respect of the Maps, these are provided at both large and small scale. Maps such as the Constraints Maps showing Community, Infrastructure and Environmental Constraints, the Landscape Character Assessment Map and the Proposals Map are better shown at small scale. The Inset Maps for particular settlements have been produced at a larger scale so they can be viewed in greater detail. Two differently scaled maps are used for Douglas. The maps illustrate the Proposals described in detail in the Written Statement and identify specific (numbered) sites referred to as 'Proposal Sites', or 'Strategic Reserves.' The site numbers in this final plan have been updated with either a 'g' (for general allocation) or a 's' (for strategic reserve), but reflect the original numbers which have been used throughout the different Plan stages.

Table 3. Maps which accompany this Written Statement

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

1.7 The Lifetime of the Area Plan

1.7.1 The Isle of Man Strategic Plan 2016 covers the period from 2011 to 2026. The Area Plan for the East matches this period, as it represents the implementation of the strategic policies. This is known as the 'plan period'. It is recognised that the Strategic Plan is due for review as much of the policy wording remains the same as that originally drafted in the 2007 version of the Plan. A review which includes an examination of the Island Spatial Strategy (ISS), i.e. relating to spatial distribution and broad housing numbers, would be best undertaken with the benefit of the findings of a full census. The next census takes place in 2021.

1.7.2 Whilst the Area Plan for the East will not formally extend beyond the end of the Strategic Plan 'plan period' (31st March 2026), this does not mean that the lifetime of the Plan or relevance of the Proposals within the Plan will come to an end in 2026. The Plan will continue in operation until it is replaced. There is a need for continuity and any transition from one statutory plan to another to take place smoothly and without ambiguity. The intention is to review the East Plan as part of an all-Island Area Plan process which will take place alongside a full review of the Strategic Plan (including the Island Spatial Strategy). In the meantime, in addition to land allocated for immediate development, the Area Plan contains some 'Strategic Reserve Sites', which identify land for future residential development, should this be required. Until these sites are released for development, they will be subject to General Policy 3 of the Strategic Plan. The mechanism for the future release of the 'Strategic Reserve Sites' is set out below (Chapter 12), where the sites in question are identified.

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

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

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

1.8.3 **Local Plans**

1.8.4 The Area Plan for the East will replace:

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

1.9 **Non-statutory plans and strategies which have informed the Area Plan for the East**

1.9.1 Amongst others, these include:

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

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

⁴ Central Douglas Masterplan, Isle of Man Government, 2014 available at <https://www.gov.im/>

2 The Role of the Area Plan for the East

2.1 Introduction

- 2.1.1 The Area Plans prepared under the Town and Country Planning Act 1999 are statutory planning documents. The process of preparing and reviewing an Area Plan, as with a Strategic Plan, is defined in primary legislation, the framework for which is set out in Chapter 1.
- 2.1.2 The Area Plan for the East is the main planning document within the defined plan boundary relied upon to implement the strategic policies set out for the Isle of Man. Its role is to set out locally appropriate ways of managing and guiding development based on the broad approaches approved to satisfy social, economic and environmental needs. The Plan is a material consideration for decision makers when determining planning applications for as long as it remains in operation.

2.2 Plan Format

- 2.2.1 The format of the Area Plan is intentionally straightforward and reflects comprehensive work and examination which has been undertaken over a number of years. It does not needlessly repeat policy where this is set out in the Strategic Plan, but rather implements that policy. It is specific in terms of development opportunities and sites and sets out an appropriate level of background information. It is spatial, meaning it addresses the interrelation of many issues affecting land use and buildings and the spaces between them and how they connect with one another. It seeks out the best options, puts forward solutions and strives to be a sustainable and responsible plan. It is map based which corresponds with the written parts of the plan: mapping is an essential tool to illustrate the location of and context for the proposals and aims to give the reader a clearer perspective about what the plan means.

2.3 The foundations of the Area Plan for the East

- 2.3.1 The Strategic Objectives and Policies in the Strategic Plan are guiding principles which underpin the 'Island Spatial Strategy (ISS)⁵'. It is essential that any foundations for the East reflect the principles and 'visioning' setting out in the ISS. These have therefore been summed up in a spatial vision for the East. This 'Vision', set out in Chapter 3, reflects these guiding principles to ensure that once the Area Plans are completed Island-wide, they will represent a complete, consistent and coherent Island Development Plan. The settlement hierarchy set out in the Strategic Plan feeds down to the East as it did in the Area Plan for the South and as it will in the Plan for the North and West.
- 2.3.2 The current and future development pattern of the Island is based on **Service Centres**, key transport **Links** and the main **Gateways** of ports and Ronaldsway Airport (see Key Diagram - Map 2 below).

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

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

Table 4. **Settlement Hierarchy and Policy Approach**

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

2.3.4 The ISS is supplemented by a Key Diagram. This shows that Douglas is the Major Port as well as a Major Employment Area. It is connected to other settlements by four strategic links and connects north and south by the steam and electric railways.

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

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

2.4 The Island Spatial Strategy for Douglas and the East⁶

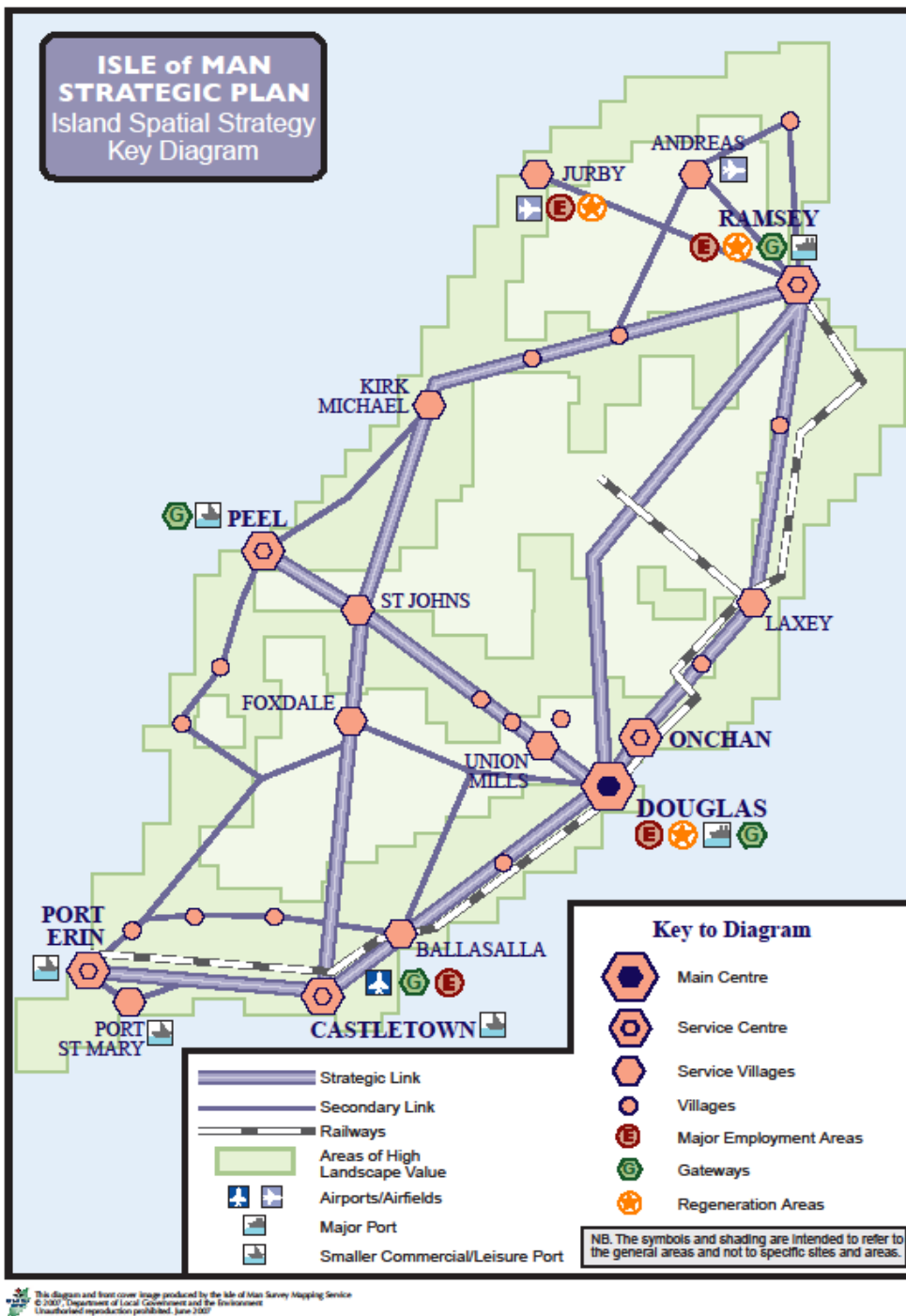
2.4.1 The Strategic Plan states that “the focus of development will continue to be in and around Douglas. The current policy of constraining further greenfield development has aided the process of regeneration within the existing urban area. In terms of the Island Spatial Strategy (ISS) for Douglas and 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.”

2.4.2 The Area Plan sets out a number of development opportunities and proposals for employment, housing and other land uses that provides policy certainty for all. It provides clarity in respect of how settlement character will be maintained. Importantly, the Area Plan policy approach and land allocations have given due regard to areas where development may be constrained by environmental, infrastructure and community factors and it identifies those areas that shall be protected from change.

⁶ Chapter 5, Isle of Man Strategic Plan 2016

Map 2 - Island Spatial Strategy (Key Diagram)



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

2.5 How will the Area Plan implement policy?

- 2.5.1 As set out in Chapter 1, this Area Plan implements the Policies set out in the Isle of Man Strategic Plan and aims to do so in a locally-appropriate manner.
- 2.5.2 Such implementation requires a clear vision, based on clear principles and objectives. The broad Plan Aim is set out below and followed up with greater explanation in Chapter 3.

2.6 Broad Aim

- 2.6.1 Overall, the aim of the Area Plan is to:

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

2.7 Desired Outcomes

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

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

- 2.8.1 The policies contained in the Isle of Man Strategic Plan must be taken into account when a decision is made on an application for planning approval. Those policies are given effect within a local (East) context in this Area Plan. Both plans make up the development plan which is one of the matters that the planning authority⁷ shall have regard to when a planning application is being dealt with.
- 2.8.2 The proposals set out within this Area Plan are intended to guide decision makers towards the vision and desired outcomes. The proposals shall be 'in general conformity with the strategic plan; but in case of any inconsistency between the provisions of the strategic plan and the provisions of an area plan, whichever came into force later shall prevail.'⁸

⁷ S.10(4) Town and Country Planning Act 1999

⁸ S.2(4) Town and Country Planning Act 1999

Table 5. **The Area Plan and its role in the planning application process⁹**

Planning applications are determined having regard to:	the provisions of the development plan, so far as material to the application, (<i>the Area Plan for the East is part of the 'development plan'</i>)
	any relevant National Policy Directive,
	any relevant statement of planning policy (<i>i.e. a Planning Policy Statement</i>),
	such other considerations as may be specified... in a development order or a development procedure order, so far as material to the application; and
	all other material considerations.

2.9 Development Briefs

- 2.9.1 A number of development briefs are set out in Chapter 12. These are included to provide additional guidance to support the decision making process on planning applications for specific sites. Those briefs included were the topic of discussion at the Public Inquiry and were finally shaped by the Inquiry Report. Development briefs provide direction on the expected use, design, layout and infrastructure requirements to be included in and addressed as part of development proposals. They may include general principles of good design as well as specific requirements on particular matters such as active travel. The development briefs are not intended to be exhaustive nor replace the requirements of the Isle of Man Strategic Plan. They are a useful means to guide:
- a. proposers drafting planning applications;
 - b. the public and interested parties in understanding what to expect on a site allocated in the Plan; and
 - c. decision makers in assessing the merits of an application and how proposals comply with guidance set out in the Plan.

⁹ Table 5 is a summary only - see Part 2, S.10 (4) Town and County Planning Act 1999

3 Spatial Vision in the East

3.1 What is a Spatial Vision?

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

3.2 Implementing the Spatial Vision in the Isle of Man Strategic Plan

- 3.2.1 The Strategic Plan provides an overarching Spatial Vision for the whole of the Isle of Man and it is important to align within it, the Spatial Vision for the East of the Island.

- 3.2.2 The Spatial Vision set out in the Strategic Plan states:

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

- 3.2.3 It continues:

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

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

3.3 Shaping the Vision for the East

- 3.3.1 The process of shaping the Spatial Vision has been informed by the stages in the plan process including the Inquiry Report.

3.4 The Spatial Vision Statement for the East

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

- 3.4.5 The majority of these new homes will be located in Douglas and Onchan (making the best use of existing urban areas and previously developed land) and in sustainable extensions to those settlements. The focus will be on high-quality and well-designed housing, supported by the right infrastructure (including educational and health care provision, open space and recreational opportunities, and adequate transport and utility services). The existing character of the smaller settlements around Douglas and Onchan will largely be retained.
- 3.4.6 Built heritage will continue to be recognised as being vital to the East's identity and its distinctive sense of place. There will be the sensitive reuse and protection of this built heritage wherever possible, to reinforce local character and the relationships between older and newer buildings connected by the spaces between them that people can enjoy.
- 3.4.7 By 2026, the green infrastructure network will be well established, connecting people with nature in a way that achieves the best shared outcomes for the urban and natural environment. Consideration at all levels of the development cycle will continue to be given to biodiversity, climate change and the best solutions to support ecology and the natural environment.
- 3.4.8 Growth will be supported by improvements in the integrated transport system and traffic management, with a focus on creating new opportunities for active transport. Development will positively contribute and improve to existing and new transport networks. Improvements in road networks, key junctions and better inter connections to electric rail, steam railway and horse trams will encourage use of public transport making it easier for people to access essential services. High quality design will ensure these connections are safe and accessible to all.
- 3.4.9 By 2026, the new Promenade development will have dramatically improved the front face of Douglas. It will represent a renewed pride and vigour in the town, and improve the image of the Island as a whole. The new promenade will have many positive benefits and connects to all elements of the vision; it essentially draws together the Vision for the East.

3.5 **Achieving the Vision**

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

3.6 **Desired Outcomes:**

- i. To focus appropriate development within and adjacent to the main settlements in accordance with the settlement hierarchy;
- ii. To facilitate the delivery of a range of housing, sufficient in number with improved design standards, to meet the East's needs;
- iii. To support existing established employment areas and provide for a mix of additional employment land;

- iv. To recognise and build upon the tourism opportunities the East offers in respect of its unique position combining the Island's major urban zone with countryside and coastal scenery;
- v. To ensure that all new development avoids adverse environmental impact and is resource efficient to maintain sustainable growth of the East;
- vi. To safeguard and reinforce the distinctive character of the various settlements;
- vii. To make best use of existing infrastructure and secure new or improved infrastructure as part of new development sites;
- viii. To build upon the excellent opportunities for communities to access good quality open space and space for recreational purposes;
- ix. To enhance accessibility and connectivity to and from key services between settlements;
- x. To encourage appropriate use of previously developed land;
- xi. To support the Promenade redevelopment scheme;

3.6.1 Together, the Spatial Vision and the Desired Outcomes underpin and guide the Proposals set out within the Area Plan for the East allowing short term actions to be achieved within clear, future focused goals.

4 Landscape Character and Appearance

4.1 Introduction

- 4.1.1 The East of the Isle of Man is characterised by a variety of landscapes; their value, measured both in terms of scenic value and cultural heritage, is enjoyed by both residents and visitors to the Island. The protection and promotion of these landscapes is an important element in Government policy and this is carried through to the Strategic Plan. Strategic planning policy supports the view that the unique landscape characteristics of the Isle of Man be recognised and protected for the future, remaining free from inappropriate development.
- 4.1.2 Earlier statutory plans in the East used the landscape classification 'Areas of High Landscape or Coastal Value and Scenic Significance.' This Plan replaces this designation taking account of the Landscape Character Assessment Report 2008. This Assessment was commissioned in 2005 to examine and assess the countryside of the Isle of Man with a view to classifying the various types of landscape. The aim was to describe the qualities and characteristics of each type and identify the special features worthy of protection and enhancement. The landscape 'Types' were then used to identify 59 Landscape Character 'Areas'.
- 4.1.3 The East has 5 of the 9 identifiable landscape 'types' on the Island and 20 of the 59 landscape character 'areas' (see Map 2 'Landscape Assessment Areas' and annotated Map 3 below). Geographically, the coverage of the plan is limited to seven Local Authorities but landscape character and key views do not stop at a Local Authority boundary. There must be an appreciation of our landscape whether looking outwards from the eastern area or towards it. In terms of the Assessment Report, Douglas, Onchan and part of Lonan were identified only as 'Urban' and so not defined by either a landscape Type or Area. Again, the transition from one area to another is unlikely to be rigid but rather a gradual change. This should be noted in any interpretation of the landscape mapping.

4.2 The findings of the Landscape Character Assessment Report

- 4.2.1 The Landscape Character Assessment, in particular the landscape strategies and key views, have informed a number of proposals that protect specific views and viewpoints. Where there are no specific landscape proposals for an area, the landscape strategies and key views shall be taken to be the policy approach for the area, as set out in Landscape Proposal 1. The strategies and key views concentrate upon the aesthetic nature of 'the view'. The concept of a 'view' is somewhat challenging to identify in a paragraph but the Assessment Report highlights - which has been repeated here - a number of different landscape 'features' that can be identified and distinguished from one area to the next. There is not a statutory right to a view; it is rather a part of the concept of amenity or the charm of an overall setting. It is important therefore that in many places, such views should be recognised and protected from harm.

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

4.3 Objectives

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

4.4 Desired Outcomes

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

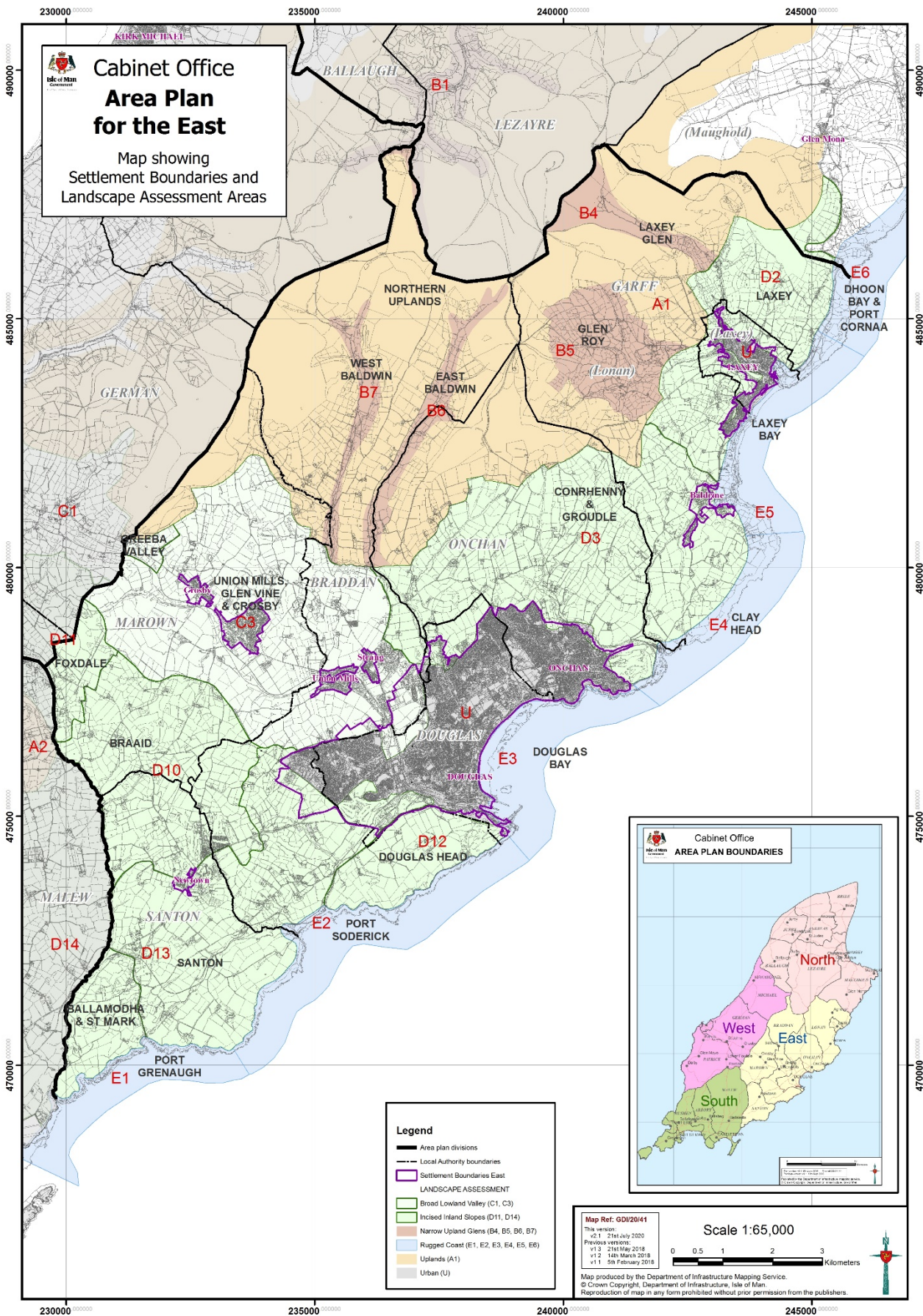
4.4.1 In order to support these desired outcomes:

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

4.5 **An overview of Landscape Character and Appearance in the East**

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

Map 3 – Showing identified settlements and the Landscape Assessment Areas



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

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

Landscape Proposal 1

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

4.7 Landscape Descriptions and Proposals

4.7.1 Northern Uplands (A1)

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

4.7.2 Laxey Glen (B4)

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

Landscape Proposal 2 (Laxey Glen)

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

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

4.7.3 Glen Roy (B5)

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

4.7.4 East Baldwin (B6)

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

4.7.5 West Baldwin (B7)

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

Landscape Proposal 3 (West Baldwin)

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

Landscape Proposal 4 (West Baldwin)

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

4.7.6 Greeba Valley (C1)

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

4.7.7 Union Mills, Glen Vine & Crosby (C3)

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

4.7.8 Laxey (D2)

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

Landscape Proposal 5 (Laxey)

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

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

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

4.7.9 Conrhenny & Groudle (D3)

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

4.7.10 Braaid (D10)

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

4.7.11 Foxdale (D11)

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

4.7.12 Douglas Head (D12)

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

Landscape Proposal 6 (Douglas Head)

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

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

4.7.13 Santon (D13)

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

Landscape Proposal 7 (Santon)

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

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

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

4.7.15 Port Grenaugh (E1)

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

4.7.16 Port Soderick (E2)

Landscape Character Area	Port Soderick (E2)
Landscape Strategy	<p>Conserve:</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of the tranquil coastal area with its rich ecological habitats, open and expansive panoramic views and numerous sites of archaeological importance. <p><i>Key Views</i></p> <p>Open expansive and panoramic views out to sea from Marine Drive and from coastal footpaths including Raad ny Foillan.</p> <p>Views along the rocky coastline over various prominent headlands.</p> <p>View out to sea from Port Soderick framed by rocky cliffs.</p>

4.7.17 Douglas Bay (E3)

Landscape Character Area	Douglas Bay (E3)
Landscape Strategy	<p>Conserve and enhance:</p> <ul style="list-style-type: none"> a) the character, quality and distinctiveness of Douglas harbour, promenade and beach; b) the urban setting between two large open headlands c) and to maintain the rich maritime and coastal habitats of the area. <p><i>Key Views</i></p> <p>Inter-visibility is possible in numerous places along the sea front from the coastal path around Onchan to the various piers and at the lighthouse at Douglas Point.</p> <p>Views inland are dominated almost exclusively by the built form of Douglas with its terrace of white Victorian hotels, the built form of Onchan on the cliff tops and the various paraphernalia associated with the Harbour.</p> <p>Views along the coast constrained and dominated by the two large headlands that enclose the area.</p>

Landscape Proposal 8 (Douglas Bay)

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

4.7.18 Clay Head (E4)

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

Landscape Proposal 9 (Clay Head)

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

4.7.19 Laxey Bay (E5)

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

4.7.20 Dhoon Bay & Port Cornaa (E6)

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

Landscape Proposal 10

(for the Manx Electric Railway, the Mountain Railway and the Isle of Man Steam Railway).

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

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

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

Prospective Applicants wishing to develop along these routes (which includes sites located adjacent to the boundary of the railway line or within close proximity to the transport corridors) should engage with the Department of Infrastructure

for advice ahead of the submission of any planning application. Prior to any decision on a planning application for which Landscape Proposal 10 is relevant, advice will normally be sought from the Department of Infrastructure.

- 4.7.21 Features, vistas and landscapes which are not included here (Chapter 4) are still important. Where applications for planning approval come forward for consideration outside settlements, it is required that each design response demonstrates how the landscape is understood, how the design responds to that landscape and how colours, materials and finishes are selected that are suitable and within the contextual setting. This Chapter does not elaborate on the character of urban landscapes of the East; protection and enhancement of these features can be found in Chapter 6 - Urban Environment.

5 The Natural Environment

5.1 Introduction

- 5.1.1 Planning for the environment exists at the crucial juncture between human settlements and natural ecosystems. The East has a wealth of both. Dominated by the major settlements of Douglas and Onchan, the East contains nine distinct towns and villages in all, as well as smaller settlements and scattered dwellings and farmsteads.
- 5.1.2 Archaeology is an important part of our cultural and historic environment in the East. The absence of large-scale industrialisation and expansive modern infrastructure on the Island means that a significant amount of surface archaeology is still visible in the rural landscape. Scandinavian influences overlay the Celtic landscape and, in more recent history, abandoned buildings, or tholtans, have become a distinctive feature of the Manx rural landscape. In other areas, non-intensive agricultural management regimes mean that subterranean archaeology has remained undetected and must be a consideration for development particularly of greenfield sites outside of existing settlement boundaries.
- 5.1.3 Both scheduled and non-designated archaeological assets are a valuable resource for research and education, but can also be an asset for the promotion of leisure and tourism. Their interpretation and presentation to the public should be encouraged. However, such assets are a finite, and in some cases, fragile resource. They can be vulnerable to a wide range of activities, both manmade and natural.
- 5.1.4 Centuries of agricultural practice has left behind a distinctive landscape of small fields and managed uplands dotted with standing stones and tholtans, demonstrating the visible impact of human influence on the natural environment of the plan area. An array of semi-natural environments surrounds these human features, from rugged coastline at Port Soderick to wetlands in Onchan to exposed heather heath leading to Slieau Ruy and Injebreck Hill.
- 5.1.5 The separation between the built environment and the natural environment can be physically abrupt, separation coming at times in the form of a road such as that at the northern end of Johnny Watterson's Lane in Douglas. In other places this may be in the form of a natural interruption such as Groudle Glen/Molly Quirk's Glen providing a wide break in the form of a valley before the land rises up again into Lonan towards Baldrine and Laxey. Elsewhere, a more gentle graduation can be found, such as where the busy junction at St Ninian's with its urban feel gives way to semi-detached and detached housing, mature gardens, morphing into trees and fields as one travels along Ballanard Road.
- 5.1.6 As pressure on settlements increases and new development at the edges is increasingly justified, the aim will always be to soften the impact of the divide between urban and rural and to prevent unnecessary encroachment into the countryside.

5.2 Implementing the Strategic Plan

5.2.1 This Chapter of the Area Plan for the East sets out locally-applicable means for implementing the policies set out in the Isle of Man Strategic Plan 2016. In that Strategic Plan, we find the Environment Policies.

5.2.2 **Environment Policy 1** states:

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

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

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

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

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

5.3 Area Plan Objectives

- i. To protect, conserve and enhance the natural and cultural environment of the plan area and promote biodiversity.
- ii. To improve the function, usability and provision of our green infrastructure and public spaces by providing a network of green spaces and features which are connected and where possible, accessible to the public.
- iii. To manage and improve flood risk and improve drainage conditions.

- iv. To support the working countryside and its custodians in maintaining a sustainable rural economy.

5.4 Area Plan Desired Outcomes

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

Natural Environment Proposal 1

The Department supports the protection, creation and improvement of green infrastructure in the East, particularly in those locations which have the potential to be part of a Green Infrastructure Network. Applications for development must take into account any approved Government Green Infrastructure Strategies, but in any case, must identify how development proposals intend to contribute to the long term provision of a network of connected green spaces.

5.5 UNESCO Biosphere

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

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

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

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

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

5.6 Statutory Designations

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

5.7 Areas of Special Scientific Interest

5.7.1 There are, within the Plan Area, three Areas of Special Scientific Interest (ASSI) which have been designated as such under the Wildlife Act 1990:

- **Eary Vane** - for protection of a species-rich rush pasture in a localised mire.
- **Greeba Mountain and Central Hills** - for its assemblage of upland breeding birds, and its upland wildlife habitats: dwarf shrub heath (heather moorland), acid grassland, mire (including blanket bog and acid hillside flushes), and river catchment.
- **Santon Gorge and Port Soderick** for semi-natural woodland that exists on the gorge cliffs on either side of the Santon Burn, as well as other habitats including scrub, coastal grassland, species-rich neutral marsh, flushes, saltmarsh and intertidal habitat which supports a large number of breeding birds.

5.8 Manx Wildlife Trust Reserves

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

- **Curragh Kiondroghad (Onchan Wetlands)** is an urban nature reserve in Central Onchan which is managed by the Manx Wildlife Trust. This mixed wetland and grassland habitat is home to nearly one hundred species of flowering plants and is being allowed to develop into woodland. Ringed by silver birch, ash, holly and rowan trees and mixed hedgerows, the wetlands are dominated by grey and white willow, but also boast marsh marigold, woody nightshade and cuckoo flowers. The Curragh has rich invertebrate life, supporting bats, frogs and common garden species of birds as well as goldcrests, chiffchaffs and grey wagtails.
- **Ballacreech, known locally as Dobbie's Meadow**, is a four hectare, wet tussocky grassland containing orchid and other wetland species. It sits at the head of a stream that feeds into the River Glass and provide valuable habitat for a range of invertebrates.

- **Ballachrink** is a 10.7 hectare Reserve in West Baldwin which forms part of a larger area of the Renscault and Ballachrink Bird Sanctuary. It comprises two lakes, three open meadows and a mixed broadleaved wood containing a number of specimen trees and rhododendron. The lakes provided nesting habitat and flight ponds for winter migrating wildfowl and the meadows are suitable for geese.
- **Ballannette Nature Reserve** is a wetland site owned and managed by the Ballannette Trust.

5.9 Bird Sanctuaries

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

5.10 Areas of Ecological Interest (AEI)

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

5.11 Wildlife Sites

- 5.11.1 'Wildlife Sites' are designated by the Manx Wildlife Trust with the support of DEFA (see Constraints Map 1a). They are places considered to have high wildlife value but they are not statutorily designated or recognised by law. They are therefore simply important places for wildlife outside legally protected land. Designation as a Wildlife Site does not preclude a site from being designated as an ASSI in the future.
- 5.11.2 In recent years survey work has been scaled back. However, possible Wildlife Sites have been identified in Douglas, Onchan and Braddan. It is important to note that several of these sites already receive protection under existing designations, such as Registered Woodland or National Glens or contain species which are protected under the Wildlife Act 1990.
- 5.11.3 Currently, the designated Wildlife Sites are:-
- Lag Birragh- South of Kind Edward Bay golf course
 - Port Walberry- South of Marine Drive
 - Quarterbridge- Douglas
 - Summerhill Quarry- Douglas
 - Tromode Dam- Along the River Glass, N. Douglas
 - Christchurch- Laxey Village
 - Clay Head- South of Baldrine
 - Braggan Point- Baldrine

- Gob ny Silvas- North of Garwick Bay, Baldrine
- King's Forest (Greeba Plantation)- Greeba
- Marown Telephone Exchange- Glen Vine
- Gob Lhiack- Near Port Soderick Glen
- Santon Head- Santon
- Traie ny Gill- Near Port Soldrick

5.11.4 Potential future Wildlife Sites in Douglas, Onchan and Braddan

Table 6. **Wildlife Site candidates in Douglas, Onchan and Braddan**

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

5.12 Manx National Trust Land

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

- **Marine Drive:** Marine Drive links Douglas with Port Soderick and is a Marine Scene viewing site where detailed information panels show images of the species you are likely to see.
- **The Braaid:** The countryside looking over Glen Vine contains an example of an abandoned farmstead comprising of an Iron Age roundhouse and two Norse longhouses that were used simultaneously and survive today.
- **Dhoon and Bulgham Brooghs:** The land at the Dhoon and Bulgham Brooghs is the main home for the Island's larger feral goat flock. The impressive Manx slate cliffs are home to chough, ravens and peregrines.
- **Upper Ballaharry and Keeill Vreeshey:** An early Christian chapel site and ruined farm visible from the eastern slopes of Greeba Mountain and Slieau Ruy.

Natural Environmental Recommendation 1

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

5.13 National Glens and Plantations

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

Table 7. **National Glens and Plantations in the East**

Glens	Laxey Glen Groudle Glen Molly Quirk's Glen and Bibaloe Walk Port Soderick
Plantations	Axnfell Conrhenny Injebreck Colden Greeba (King's Forest) Archallagan Chibbanagh Ennamona

5.14 Registered Trees and Woodland

5.14.1 Areas of Woodland and Registered Trees are shown on the Constraints Map (Map 1a).

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

5.15 Green Gaps

- 5.15.1 The Isle of Man Strategic Plan sets out in Strategic Policy 3 and Spatial Policy 7 the requirement to protect settlements from coalescence and enables the Area Plans to identify 'Green Gaps'.
- 5.15.2 These Green Gaps can be described as multi-functional green infrastructure areas which stand out as strategically important open land areas between settlements. They normally represent a physical separation between settlements, often being natural/semi-natural green spaces which have public amenity value. Consciously or unconsciously, these areas contribute to feeling of leaving one place and going into another. It is these areas that help to keep settlements distinct. Green Gaps can be important wildlife corridors, helping to limit habitat fragmentation and providing migration routes. It is not necessary to identify green gaps between all of the settlements; some are more threatened by coalescence than others. Taking into consideration the characteristics of the settlements in the East and particular landscape features, as well as the Public Inquiry Report, a number of important 'Green Gaps' have been identified:
1. Douglas and Onchan (Blackberry Lane)
 2. Laxey and Baldrine
 3. Glen Vine and Crosby
 4. Union Mills, Strang and Douglas
- 5.15.3 The Green Gaps are identified on Map 3 (Proposals) and the individual Inset Maps. They have been re-drafted since the Draft Plan to now have precise boundaries. They are intended to represent a buffer area within which any development proposals will be scrutinised in terms of the potential impacts on the recognised openness that exists and whether such development would lead to greater coalescence between settlements.
- 5.15.4 **Douglas and Onchan (Blackberry Lane)** - The existing green space separating Douglas and Onchan consists of well-maintained farmland, sports pitches and a seasonal campsite. It provides valuable recreational space for the inhabitants of both settlements and is the last remaining physical break between Douglas and Onchan. It is however recognised that part of this area has been mooted as being potentially suitable for key social infrastructure and is possibly needed to improve highway infrastructure at the Mountain Road/Governor's Road junction. Any future applications will be considered on their merits taking into account the proposals set out in this plan and the Strategic Plan (see Maps 3 and 6).

Natural Environment Proposal 2 (Green Gap)

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

5.15.5 **Laxey and Baldrine** - Encroaching ribbon development along the A2 Coast Road which connects Laxey and Baldrine has the potential to connect the two settlements. At present this area largely retains its sense of being in the open countryside with clear sea views. Additionally, services for networked water supply and other essential utilities would be difficult to provide for additional development in this area (see Maps 3, 7 and 9).

Natural Environment Proposal 3 (Green Gap)

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

5.15.6 **Glen Vine and Crosby** - These two settlements, although proximate in location, are separate and distinct in many ways. Consultation has clearly demonstrated this through the views expressed during the stages of plan development. In cases such as this, the breaks in the urban fabric and the features of nature which provide a sense of openness should be protected from development which would erode this (see Maps 3 and 10).

Natural Environment Proposal 4 (Green Gap)

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

5.15.7 **Douglas, Union Mills and Strang** (see Maps 3, 4 and 8)

Natural Environment Proposal 5 (Green Gap)

Between the settlements of and Douglas, Union Mills and Strang, development which would erode the separation and detract from the openness between the settlements is unlikely to be supported.

5.16 The Upland Environment

- 5.16.1 The Manx Uplands are an iconic part of our landscape and heritage. Reference to the 'sweet mountain air' and 'green hills and rocks' are enshrined in our national anthem and the colours of the heather and gorse are woven into the very fabric of Manx tartan. The hills are a place of great beauty, yet for some they are also a place to work and for others a place to exercise or simply enjoy open space. Our Uplands are also home to plants and animals that whilst familiar to us, are rare and important in a global and European context. Furthermore, the uplands are a rich repository of cultural and archaeological remains, which are sensitive to change and can easily be damaged by inappropriate development.
- 5.16.2 Production of food is an important and obvious function of hill land. But surprisingly, the Manx hills provide everyday functions that most people take for granted. Peatlands, which cover most of our hills reduce the impacts of climate change by locking up carbon dioxide, collect and filter our drinking water and slow the passage of rainfall into streams and rivers, thus reducing downstream flood risk.
- 5.16.3 These multiple uses are of great benefit to the economy of the Isle of Man and the well-being of its people. It is important that the hills continue to provide these benefits long into the future.
- 5.16.4 Ensuring sustainable management of such a wide range of uses to the satisfaction of all interested parties whilst retaining functions essential to the well-being of the Isle of Man is of paramount importance.
- 5.16.5 The Isle of Man Government is the owner and landlord for the majority of the Uplands in the East region and is therefore in a position to implement policy which will deliver the optimum range of ecosystem services.
- 5.16.6 Appropriate and positive Upland management such as controlled rotational burning/cutting of heather and low intensity grazing helps to reduce the fuel load of the hill, provides firebreaks and reduces the risk of unplanned wildfires that further protects the biodiversity of the site, but also the vast amounts of carbon locked away in the peat soils. The majority of this work is carried out by The Department of Environment, Food & Agriculture's grazing and shooting tenants.
- 5.16.7 The Manx Uplands are critically important from a habitat and biodiversity perspective. The hills in the East support a significant number of breeding hen harriers; however, other native Upland breeding birds such as curlew and red grouse have suffered severe declines in recent decades and as such are of high conservation concern.
- 5.16.8 Strict control of access and recreational activity on vulnerable soils should be implemented to reduce soil erosion and subsequent carbon loss.

Curlew and hen harriers are recognised as an internationally important species, while (within the EU) upland heather moorland is designated as a priority habitat. In order to ensure protection and positive management of the Uplands, the following proposal is appropriate:

Environment Proposal 6

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

5.17 Dark Skies

5.17.1 On the Isle of Man, 26 Dark Sky Discovery Sites have been identified, of which nine are located in the East. They are classified as Milky Way Sites meaning that at these sites the Milky Way is visible to the naked eye. The sites are accessible and light pollution is limited. The following Dark Sky Discovery Sites are located within the East:

- Port Soderick Upper Car Park
- Port Soderick Brooghs, Little Ness Car Park
- Mount Murray Golf Club
- Onchan Park
- West Baldwin Reservoir Car Park
- Clype Kerrowdhoo Reservoir Car Park
- Conrhenny Car Park
- Ballanette Nature Reserve
- Axnfell Plantation

Natural Environment Proposal 7

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

5.18 Watercourses and Wetlands

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

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

Crammag River	Santon Burn
Injebreck River	Crogga River
Creg-y-Cowin River	Middle River
West Baldwin River	Laxey River
Awin Ny Darragh	Glenroy River
Baldwin River	Groudle River
River Glass	Ballacottier River
Greeba River	River Douglas
River Dhoo	

- 5.18.3 It is likely that these streams and rivers, similar to most of the Island's watercourses, support populations of European Eels - classified by the International Union for the Conservation of Nature (IUCN) as Critically Endangered - and Brown Trout. Most rivers with good fish passage from the sea, including the Dhoo, Glass, Laxey and Santon Burn, contain populations of salmon and sea trout. The Dhoo and Glass are known also to support populations of brook (and possibly river) lamprey. Many of the tributary streams to the major rivers, although small, provide valuable additional spawning and nursery areas for salmonids and lampreys.
- 5.18.4 There are four reservoirs in the East: Eairy Dam, Injebreck, Clypse and Kerrowdhoo. The proposals in this plan for additional housing in the East are likely to have an impact on the water levels in these reservoirs and consequently on the compensation flows within the downstream rivers. DEFA reports that in recent years there has been evidence of low summer flow below Injebreck reservoir in the River Glass. It is suggested that any reduction in flow in the River Glass could have consequences for the ecology of the river, including fish populations. DEFA has highlighted evidence that artificial light from new housing close to rivers may have a detrimental impact on migratory salmonids.
- 5.18.5 The reservoirs in the East are home to wild brown trout and Injebreck, Clypse and Kerrowdhoo are stocked with rainbow trout for visiting anglers. This Plan recognises that the economic value of the recreational fishing industry depends both on healthy fish stocks and high recreation and visual amenity.
- 5.18.6 The ecological services provided by the Island's watercourses and wetlands are considerable, including carbon storage and natural flood mitigation. An undeveloped corridor of land between the river bank (measured from the edge of the river channel) and any riverside development is required to allow for natural changes in the position of the river channel, as well as in water levels. The natural vegetation and physical structure of a river bank also provides a wildlife corridor for non-aquatic species.

Natural Environment Proposal 8

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

Natural Environment Recommendation 2

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

5.19 **Marine Protected Areas and Marine Conservation Zones**

- 5.19.1 Increased efforts are being made to protect the health and biodiversity of the marine environment as well as the economic and social benefits which effective management of marine resources brings.
- 5.19.2 Marine protected areas are areas of the sea that are protected from fishing and other impacts, with the aim of restoring habitats and supporting sustainable fisheries. The Isle of Man currently has ten Marine Protected Areas around our coast, encompassing 10.4% of Manx waters. One of these is the Sea Fisheries Restricted Area at Laxey Bay which was established in 2009 with the intention of enhancing the scallop stock and later seeded with juvenile scallops.
- 5.19.3 In 2008, Douglas Bay closed to mobile fishing gear. Its current status is as a Marine Conservation Zone, though there is an intention to designate the Bay as a Marine Nature Reserve. Marine Nature Reserves are designated to conserve their flora, fauna and geological or physiographic features, or to provide special opportunities for the study of matters relating to these interests.
- 5.19.4 This Plan does not propose any specific Proposals at this time.

5.20 **Areas subject to flooding and erosion**

- 5.20.1 In 2016, the National Strategy on Sea Defences, Flooding and Coastal Erosion Evidence Report was published¹⁰. It identified areas at risk of fluvial, surface water and coastal flooding and coastal erosion now and in the future taking into account climate change, economic growth and development and population growth. The Evidence Report included a comprehensive Risk Assessment to assess the impacts of coastal, fluvial and surface water flooding and coastal erosion on key economic, infrastructure, environmental and social receptors. Within the Eastern area, Douglas (comprising Douglas Bay, Douglas Harbour, Glass/Douglas/Dhoo/Middle River Confluence, River Glass and Upper Dhoo) and Laxey were identified as being at high risk both now and in the future and require urgent consideration, further investigation and potential intervention to reduce the evident risk.
- 5.20.2 Flooding can threaten life and cause damage to property and public infrastructure and it is essential that the Isle of Man builds its economic, environmental and social resilience with regard to flooding. The effects of weather events can be increased by decisions about the location, design, and nature of development, and may be affected by future climate change. Consideration of flood risk has therefore formed an integral part of both the process of allocating land for development in the Area Plan for East, with flood risk acting as a 'critical constraint' in the Site Assessment Framework used to assess proposed sites.

¹⁰ National Strategy on Sea Defences, Flooding and Coastal Erosion 2016, GD No. 2016/0044

5.20.3 Flood Risk Maps have been produced by the MUA and the data contained therein has been used to identify Flood Risk Areas in the plan area. The risk areas shown relate to tidal flooding and fluvial flooding. The fluvial flooding maps illustrate a 100 year return period and for tidal a 200 year return period. Land outside of these areas is considered to be at low risk of flooding from main rivers and the sea, although it may be at risk from other sources such as surface water and groundwater flooding.

Natural Environment Recommendation 3

The Department supports further consideration and investigation of the impacts of coastal, fluvial and surface water flooding and coastal erosion on key economic, infrastructure, environmental and social receptors. The ongoing work of the Flooding Advisory Group is recognised as part of this, as well as the findings and recommendations set out in the Laxey Flood Independent Review Report.¹¹ The following, including the areas of Douglas (comprising Douglas Bay, Douglas Harbour, Glass/Douglas/Dhoo/Middle River Confluence, River Glass and Upper Dhoo) and Laxey, are all identified as being at high risk both now and in the future.

¹¹ The Laxey Flood of 1st October 2019 took place during the Public Inquiry. The Independent Review Report was published on 29th May 2020 and is available on the Isle of Man Government Website <https://www.gov.im/>

6 The Urban Environment

6.1 Introduction

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

6.2 Urban places in the East

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

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

6.3 Area Plan Objectives

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

6.4 Area Plan Desired Outcomes

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

6.5 Ensuring the efficient use of land and buildings

- 6.5.1 The density of development should be in keeping with the character of the local area. Higher densities will be more appropriate in the central areas of Douglas, Onchan, Laxey and Union Mills. Much of Douglas' celebrated seafront contains four and five storey hotels and apartment blocks which provide a distinctive visual image of the Capital and a highly practical form of space conscious living for a modern town.
- 6.5.2 Lower densities may be considered more acceptable in instances where there are site specific constraints, a need to provide additional levels of infrastructure or where the current character or appearance of the area necessitates a development of a lower density.
- 6.5.3 The subdivision of buildings for residential use can provide an appropriate source of housing and can lead to the more efficient use of existing buildings. Subject to other Strategic Policies, as well as the Proposals in this Plan, particularly in relation to amenity and the design of any alterations to allow the subdivision, such proposals will be supported.
- 6.5.4 In recent years, the Douglas town centre in particular has lost some of its population. The town effectively empties after the working day. Historically, people lived above the work spaces of shops, offices and workshops in Douglas creating a vibrancy that is perhaps lacking today. This Plan encourages the reintroduction of people living in the mostly vacant floors above the town's shops and offices¹². More people living in the town will, it is hoped, create a more vibrant environment which will have a positive impact upon the day time and particularly, the night time economy within the town and will also enable us to respond to changes in new and emerging working patterns.

Urban Environment Recommendation 1

For Government owned land in the East which is vacant or underused, it is recommended that Departments work together to clarify issues including direction, preferred uses, funding mechanisms, timing, the role of the private sector and connectivity to other uses and sites, in line with the Vision set out in this Plan. The achievement of cooperation and skills development will assist in the process of optimising the potential of all vacant and underused sites. Regard should be had to the recommendations contained within the Report of the Select Committee of Tynwald on the Development of Unoccupied Urban Sites 2017-2018 and subsequent Action Plan and outcomes. The Select Committee was convened to investigate how to encourage and prioritise the development of unoccupied or previously developed urban sites ahead of countryside sites.

¹² And in doing so, supports the additional permitted development rights approved for some areas – see SD 2019/0459 as amended by SD 2020/349

Urban Environment Proposal 1

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

6.6 Principles of good design

- 6.6.1 In the Strategic Plan, Strategic Policy 5 states that 'New development, including individual buildings, should be designed so as to make a positive contribution to the environment of the Island'.
- 6.6.2 A positive contribution means making places which are attractive and safe areas to live, work and invest in. In order to achieve this, it is essential that detailed design proposals be based around an understanding of constraints and opportunities of the site and that the proposal responds positively to local context, in terms of its scale, form, layout, materials, colouring, fenestration and architectural detailing.
- 6.6.3 This, in turn, depends on good understanding of the local character of the individual settlements in the East. Local character is defined by the natural and physical features of an area, including its topography, the pattern of streets and public spaces, the street scene, the density of development, the scale and form of buildings and the materials used in construction.
- 6.6.4 Housing developments have been criticised in recent decades for their uniform and standardised appearance. In order to avoid creating homogeneous and sterile neighbourhoods, developers will be encouraged to incorporate a mix of property types of a varying scale, utilising a range of complementary materials wherever possible. Similarly, the layout of development should encourage integration with surrounding areas and not be inward facing.
- 6.6.5 Regarding extensions, it is recognised that the use of alternative materials and detailing in extensions and alterations can, in some case, enhance the character of an existing building and/or the surrounding area.
- 6.6.6 The layout, orientation and design of buildings can reduce the need for energy consumption by maximising the potential to secure the benefits energy provides e.g. heating, lighting and cooling, through alternative means. Where layout, orientation and design is not constrained or dictated by other factors i.e. by the character of the surrounding area or the juxtaposition of adjacent buildings, applicants for planning approval will be encouraged to demonstrate how the design of the development has reduced the need for energy consumption.

6.7 Public Realm

- 6.7.1 'Public realm' refers to the publicly accessible areas between buildings; the streets, paths, squares and parks that people use and move through on a day-to-day basis. Ensuring a high-quality, safe and accessible public realm is an essential part of creating environments that people want to live, work and invest in. Due to Douglas' importance as an event centre for the Island, it is essential that public and private open spaces retain their accessibility and amenity when the user population hikes, such as during TT fortnight.
- 6.7.2 New and redeveloped elements of public realm must be designed to reinforce or complement the distinctive character of the local area and to ensure that they are attractive, safe, accessible and well connected to their surroundings. The provision of walking and cycling routes through these sites to encourage their use is essential. Douglas already benefits from a wide promenade providing ample space to be used by walkers, joggers, cyclists and families with prams. Promoting this level of walkability into areas of the town centre which are currently less accessible will become a priority.
- 6.7.3 The design of the public realm can help to promote safe communities by limiting the opportunities for crime and anti-social behaviour to take place. This is supported by Community Policy 7 in the Strategic Plan.¹³ The Isle of Man is celebrated for its low crime rate and sense of safety; sensitive development can help to ensure that this continues even as we plan for a growing population in the East. To this end, where appropriate, new development proposals will be required to demonstrate the appropriate application of 'crime prevention through environmental design' and 'secured by design' principles, which include the following aspects of development as a means of creating safe environments:
- environmental quality;
 - natural surveillance;
 - access and footpaths;
 - open space provision; and
 - lighting.

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

Urban Environment Proposal 2

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

¹³ Isle of Man Strategic Plan, 2016

6.8 The historic built environment

- 6.8.1 Local character and key features within the built environment, such as Registered Buildings and other heritage assets play a significant role in promoting economic and social prosperity by providing attractive living and working conditions. In addition, they provide economic opportunities through tourism, leisure and recreational uses. It is therefore essential that local character is safeguarded, particularly those features which fundamentally define the historic built environment in the East. Particularly:
- the buildings and structures associated with the roles of Douglas and Laxey as historic seaside resorts;
 - the harbours of Douglas and Laxey;
 - the historic infrastructure of the Steam Railway, Electric Tramway and Horse Trams; and
 - the historic grain of Douglas and Laxey old towns, including their street layouts, town yards, plot sizes and landscape settings.
- 6.8.2 The significance of Manx heritage assets in the built environment is increased by their relative scarcity. Registered Buildings and Conservation Areas which might not necessarily achieve such status in the United Kingdom have gained a higher status in the Isle of Man where their contribution to national identity and the Island's story is highly valued.
- 6.8.3 Existing and new development can exist side by side, even with some visual differences presented by old and new building styles. New development should not seek to mimic existing development but be of its own time. Such innovation is crucial and with good precedent: some of the Island's best architectural examples emerged from the building design competitions of the Edwardian era.

Urban Environment Proposal 3

Development proposals must make a positive contribution to local character and distinctiveness. Traditional or contemporary approaches may be appropriate, depending upon the nature of the proposal and the context of the surrounding area.

6.9 Creative Re-use

- 6.9.1 As stated in the Strategic Plan, Paragraph 7.25: 'Conservation of the built environment and archaeological features should be viewed as an asset to be promoted and not as a constraint to be overcome'.

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

Urban Environment Proposal 4

Proposals which help to secure a future for built heritage assets, especially those identified as being at the greatest risk of loss or decay, will be supported.

6.10 Registered Buildings

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

Table 8. **Registered buildings in the East**

Registered Buildings in the East¹⁴	Total in each Local Authority area
Douglas	73
Onchan	14
Braddan	11
Santon	3
Marown	2
Laxey	2
Lonan	1
Total	106

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

¹⁴ As recorded at the time of the Plan's Adoption, September 2020

Urban Environment Proposal 5:

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

6.11 Conservation Areas

- 6.11.1 Of the 20 Conservation Areas on the Island, 11 of these are within the East and the majority are in Douglas:

Table 9. **Conservation Areas in the East**

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

- 6.11.2 Conservation Area Character Appraisals have been carried out for a number of areas in the East and this work is to be reviewed before any action to designate new Conservation Areas. Cabinet Office is committed to moving forward with this work during the remainder of the plan period in line with the procedure set out in Section 18 of the Town and Country Act 1999.
- 6.11.3 It is worth noting that new developments could and should form the conservation areas of the future by providing excellent examples of well designed, environmentally sustainable and liveable communities.

6.12 Ancient Monuments

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

- The Braaid: Site of an ancient Celtic-Norse era community including remnants of a roundhouse (c650 CE) and two longhouses (c950 CE).
- King Orry's Grave: Neolithic chambered tomb (3000 BCE).
- St Trinian's Church: A 14th Century church which lost its roof in the 17th Century, also known as the Keeil Brisht or 'Broken Church'.
- The Great Laxey Wheel: The largest surviving working wheel of its kind in the world. Built in 1854 to pump water from the Glen Mooar section of the Great Laxey Mines complex.

Urban Environment Proposal 6

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

6.13 Railway architecture

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

6.14 Urban Gulls

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

6.15 Contaminated and polluted sites

- 6.15.1 The re-use of previously developed land is an important element in achieving regeneration and sustainable development objectives and to improve both the built and living environment. This is supported by paragraph 7.20.2 and Environment Policy 26 of the Strategic Plan. Development proposals on contaminated and/or unstable land, or where previous land use may indicate some level of contamination, must include an assessment of the extent of contamination and/or instability and any possible risks.

7 Transport and Utilities

7.1 Introduction

7.1.1 This Chapter focuses on Transport (roads, public transport, cycleways, footpaths) and Utilities (energy, telecommunications, water supply, sewerage drainage and electricity).

7.1.2 This Plan addresses infrastructure issues within distinct Chapters but it is impossible to plan for different kinds of infrastructure in isolation. The work undertaken to support this plan has included comprehensive site assessments looking at all aspects of development and needs in terms of supporting infrastructure, as well as scenario testing work which looked at broad development patterns and the implications on infrastructure as a whole. Issues relating to roads and utilities are often referred to as grey infrastructure and were discussed in the scenario testing work in these terms. Ahead of sections on 'area plan objectives' and 'area plan desired outcomes' in this Chapter, there is a brief discussion of two important long term infrastructure strategies which set the broad context for the preparation of the Area Plan for the East. This Plan incorporates the objectives of both the National Infrastructure Strategy and the Harbour Strategy and is in support of their desired aims.

7.2 Strategic Plan Implementation – Transport and Utilities

7.2.1 The Isle of Man Strategic Plan contains specific strategic policy in respect of transport and other grey infrastructure. The Chapters on Strategic Objectives and Strategic Policies state that development needs to:

- optimise the use of previously developed land;
- use sites efficiently;
- utilise existing and planned infrastructure, facilities and services;
- minimise journeys by private car, make best use of public transport, not adversely affect highway safety for all users, encourage pedestrian movement;
- be located and designed to promote a more integrated transport network;
- encourage the efficient use of energy;
- safeguard the efficient operation of the Island's ports for fishing, commercial and leisure use without compromising environmental objectives; and be well served by modern telecommunications without compromising the protection of the landscape.

7.2.2 The overall objective for these may be summed up as being to protect public-benefiting utilities and other assets and enable the orderly provision and co-ordination of these and other facilities for the benefit of the community.

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

7.3 All-Island Strategies

7.3.1 National Infrastructure Strategy¹⁵

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

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

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

7.3.4 The NIS Strategy identifies the following issues faced by specific assets:

- Flood risk to the National Sports Centre, Douglas Fire Station, Banks Circus bus depot, Douglas Railway Station, Pulrose Power Station and Pulrose Bridge after major flooding occurred in 2015; and
- traffic congestion at Quarterbridge and Governor's Hill roundabouts.

7.3.5 The Strategy concludes that the Island's key assets are currently maintained to an appropriate standard and have been designed to withstand future change.

¹⁵ National Infrastructure Strategy, GD 2017/0025

7.3.6 Harbours Strategy

7.3.7 The Harbours Strategy (March 2018)¹⁶ identifies that commercial activity in Douglas Harbour is currently constrained by the lack of a deep water berth for cruise vessels. The Strategy sets out support for the development of deep water berthing facilities at Victoria Pier. Key details of the Strategy include:

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

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

7.3.9 Other relevant planning legislation relevant in the East includes the Town and Country Planning (Permitted Development) (Government Owned Land) Order 2012. This Order permits some development on specified sites which would normally require planning approval. In the East, the specified sites relate to the following Government-owned sites: Douglas Outer Harbour, Nobles Hospital and the National Sports Centre.

7.4 Area Plan Objectives

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

¹⁶ Harbours Strategy GD 2018/0011

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

7.5 Area Plan Desired Outcomes

- i. New development is integrated into existing public and active transport systems and provides high quality access and parking for motor vehicles.
- ii. Congestion issues are investigated and addressed with the wider network in mind, ensuring that problems are not simply shifted 'downstream'.
- iii. Transport routes are located so as to achieve the greatest overall benefit to the community and with regard to making the best use of existing social, cultural and economic infrastructure, minimising impacts on the environment and optimising accessibility, safety, emergency access, service and amenity.
- iv. The timing of installation of services and infrastructure in new development areas is co-ordinated so as to ensure the cost-efficient provision of local and regional infrastructure.
- v. All development briefs should include a requirement to scope out and plan for the provision of electric vehicle charging (EVC) points as part of the scheme as a whole and as part of individual properties.
- vi. Infrastructure is appropriately lit to provide safe passage for pedestrians, cyclists and vehicles at night.
- vii. Sustainable Urban Drainage Systems (SuDS) are installed to protect and enhance natural water systems and minimise drainage and infrastructure costs.
- viii. Modern, high-speed and effective communications networks are integrated into new design schemes as a matter of course.

7.6 Strategic Routes

- 7.6.1 The Isle of Man has a strategic transport network which links to all parts of the Island. This is set out spatially on the Key Diagram in Chapter 5. It comprises of a radial pattern of roads converging on Douglas with links to the main service and employment centres around the coast. Douglas is one of the key gateways to the Island. This is not only of importance as an employer but also is a focus for travel and freight into and out of the Isle of Man.

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

- 7.6.3 Strategic Transport Policies¹⁷ recognise the importance of new development being:
- located close to existing public transport facilities and routes including pedestrian, cycle and rail routes;
 - integrated into existing systems in terms of making provision for new bus, walking and cycle routes;
 - designed to accommodate expected volumes of traffic generated;
 - planned with the needs of pedestrians having similar weight to needs of other road users;
 - planned with adequate parking provision in line with approved standards; and
 - subject to transport assessments where appropriate.

7.7 The Road Network in the East

7.7.1 The supporting evidence for the Isle of Man Strategic Plan 2016 examined the effect of the proposed level of development on the highway system. Essentially, the evidence demonstrated that the highway network could cope with the expected traffic growth up to 2026. The Strategic Links¹⁸ between the communities on the Island (the Centres referred to in the Spatial Strategy) are below.

Table 10. **Strategic Link Roads in the East**

Highway	Route
A1	Douglas to Peel
A2	Douglas to Laxey
A2	Laxey to Ramsey
A5	Douglas to Ballasalla
A18	Douglas to Ramsey

¹⁷ Chapter 11, Isle of Man Strategic Plan 2016

¹⁸ Chapter 11, Isle of Man Strategic Plan 2016

7.7.2 Douglas, as the Main Centre, sits at the top of the hierarchy of service provision and is home to most of the Island's principal businesses and shops. More 'strategic links' converge on Douglas than anywhere else on the Island. The public transport network consists of buses and seasonal rail services. Lord Street currently serves as the main bus transfer hub although during the lifetime of the plan the creation of a bus station may need to be addressed.

7.7.3 There is a short section of cycle route on Peel Road which is a strategic route in from the South and West. Further opportunities are still under investigation and are likely to develop further alongside other measures as part of the delivery of the Active Travel Action Plan¹⁹. The intention is to provide better and safer cycling and walking routes into and out of Douglas, better links between vehicular routes and off road routes with an overall policy goal of increasing the number of people travelling actively. The Area Plan fully supports the integration of the Active Travel Strategy into the sustainable development framework for the East.

7.8 Particular Issues in the East

7.8.1 Traffic Congestion and Road Junctions

7.8.2 The Isle of Man Strategic Plan 2016 concluded that following junctions experience regular traffic congestion:

- Quarterbridge Junction
- Mountain Road/Governor's Road Junction
- Glencrutchery Road/Victoria Road Junction

7.8.3 The implications of adding the new housing units needed in the East to the road network during the plan period are set out in the Strategic Plan (see below):

- i. the Strategic Links are, and should, continue to operate within their 3,060 vehicles per hour capacity for the duration of the Isle of Man Strategic Plan (up to 2026);
- ii. the Quarterbridge and Governors Hill junctions will continue to operate at greater than 85% capacity and the increased traffic flows predicted in all the assessments will increase congestion at these locations; and
- iii. traffic flows at the Parliament Square junction in Ramsey, Ballacraigne junction, and Main Road junction at Onchan are all set to increase by 2026 which will increase congestion at these locations.

7.8.4 Outside of the East Plan area, sensitivity tests were undertaken in the Strategic Plan based on the planned level of development from 2011 to 2026. These concluded that:

- i. on the Ballacraigne to Ramsey Strategic Link, there was no requirement to undertake further traffic congestion investigation work in rural village locations such as Kirk Michael; and
- ii. on the Castletown to Ballasalla and Ballasalla to Douglas links there would be the requirement for traffic congestion investigation work in Ballasalla in 2026.

¹⁹ GD 0043/18 Active Travel Strategy 2018 - 2021

- 7.8.5 From the outset of the preparation of this Plan, it has been acknowledged that the Onchan Main Road traffic signals would require further assessment. This would ensure that the junctions would not be subject to a high level of congestion as a result of additional development. This was just one reason for carrying out detailed scenario testing work looking at different ways of spreading development across the settlements in the East.
- 7.8.6 **Network Capacity Issues - Roads and Utilities**
- 7.8.7 During the early stages of the Plan, work was undertaken to help understand both the infrastructure and environmental implications of different growth distribution patterns within the East.
- 7.8.8 The servicing of Baldrine and Laxey for sewer and mains water supply were identified as matters of concern and limitation in capacity. This arises both from advice from the servicing Authority, Manx Utilities, and consideration of the public consultation responses. Levels of development in those two locations in terms of how they may or may not be able to be serviced and the timeframes involved were visited and re-visited throughout the plan stages and the Public Inquiry.
- 7.8.9 In terms of identifying and addressing network capacity, new development requires water and sewer services, electricity, telecommunications and legal access connection to the road network. These are reasonable expectations of modern society and ensure a basis of healthy and connected communities for all. All sites identified can in principle be adequately serviced. Some sites will have to address specific issues set out in Development Briefs. Judgements will always be made at the planning application stage as to what a reasonable service or utility may be: for example, a large shed which is ancillary to a residence may not require any services at all, but a new office would require all available services.
- 7.8.10 It is considered reasonable that an applicant for planning approval nominates what services are required and further demonstrates that connection to these services is possible. Where necessary, some proposals will need to show that the servicing authority will accept such new connections. In all cases, there must be sufficient information provided to permit the servicing authorities such as Manx Utilities to assess network impacts and requirements properly.
- 7.8.11 In many cases this will be a simple exercise, but in the cases of Laxey and Baldrine, where some constraints for sewer and water services are known, demonstration of a new connection being accepted by the servicing authority will be vital. There is limited new development proposed in these settlements but development within the settlement boundaries in these and other settlements is likely to continue.

7.8.12 **The Douglas Promenade Scheme**

7.8.13 Work is ongoing to complete a comprehensive redevelopment scheme of the Douglas promenades.²⁰ The scheme includes the re-construction and repositioning of the highways and footways on Loch and Harris Promenades, the replacement of the double-track horse tramway with single track in the area on the seaward side of the new highway alignment and the upgrading of drainage and statutory service infrastructure.

7.9 **Transport Proposals**

7.9.1 There are limited proposals for transport in the Plan Area. Those which follow flow from and support the Strategic Plan. Site specific issues are dealt with in Development Briefs. There is the potential for highway alterations and improved access points associated with the Comprehensive Treatment Areas. Further details are set out in Chapter 13.

Transport Proposal 1

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

Transport Proposal 2 – to help deliver integrated transport networks

Intention - To co-ordinate development of all transport modes to provide a comprehensive transport system centred on Douglas and the East. Strategies to achieve this (which shall be taken to represent a policy statement on transport issues in the East):

- **Require traffic management plans for key transport corridors and for major proposals.**
- **Reserve land for strategic transport infrastructure where necessary.**
- **Locate transport routes to achieve the greatest overall benefit to the community and with regard to making the best use of existing social, cultural and economic infrastructure, minimising impacts on the environment and optimising accessibility, safety, emergency access, service and amenity.**
- **Facilitate infrastructure that connects and improves transport connections between settlements, and from ports and other gateways.**
- **Ensure that pedestrian and cyclist access to public transport is facilitated and safeguarded.**
- **Ensure transport practices, including design, construction and management, reduce environmental effects.**
- **Ensure careful selection of sites for freight generating facilities to minimise associated operational and transport impacts to other urban development and transport networks.**
- **Ensure, before planning approval is granted, that all effects on transport systems together with any mitigation and improvement measures are**

²⁰ Planning application reference - PA 18/00003/B

understood. These will be appropriate to the site and scale of the proposal and also to the scale of the effects.

7.9.2 TT Access Road

7.9.3 The Inquiry Report recognised the need to improve the TT Access Road and recommended an additional bullet in Transport Proposal 2. The bullet, as modified by the Cabinet Office, is better presented in a separate Proposal (see Transport Proposal 3). In response to comments made on the Modification - a fair summary being that it was 'open ended and vague' - Cabinet Office sought clarification from the Department of Infrastructure (DOI) on timescales.

7.9.4 The Department (DOI) has confirmed that it is assessing the options regarding the TT Access Road; this includes looking at what can be done on the existing Access Road and at alternative sites. Ahead of a final scheme, improvements to aid traffic flow and highway operation will be made to the existing Access Road in time for TT 2024. It is envisaged that by the end of the Plan Period more extensive improvements will be possible but more detail as to what this will involve in terms of delivery will be required at the option appraisal stage.

Transport Proposal 3

The existing route of the TT Access Road and the ability for future improvements to aid traffic flow and highway operation (which may include provision for a traffic lane in either direction) shall be protected for its own sake. No development proposals will be approved which would hinder the ability to achieve two-way traffic flow.

Significant improvements to the TT Access Road will be expected ahead of any formal release of the Strategic Reserve sites BH015s/BH019s, BH031s (part), DH002s/DH057s/DM001s/DH003 and DH010.

Before the end of the plan period, a design scheme must be drawn up to scope out, design and engineer proposals to address the issue of how the existing TT Access Road could be improved and the feasibility of an additional/alternative 'TT Access Road' into and out of the course during Race periods.

Decision makers will have regard to – as a material consideration - the status of any scheme developed by the Department responsible for highway matters in respect of improvements and additional works to/alternatives for, the TT Access Road and the progression of that scheme.

7.10 Utilities

- 7.10.1 Manx Utilities is responsible for electricity, water and sewerage services and supply across the Isle of Man. Gas is supplied to consumers by Manx Gas at the present time, with transmission network in arrangement with Manx Utilities. Telecommunications are provided by Manx Telecom (fixed and wireless networks) and Sure (wireless). Other operators with retail-only services lease network capacity from those with physical network infrastructure.
- 7.10.2 The transmitter site on the top of Carnane plays a vital role in the delivery of the wireless network. It is important that proposals do not compromise the developability of the site and providers have the confidence to invest in the network and deliver the goals set out in National Telecommunications Strategy.²¹
- 7.10.3 The ease with which sites are connected may well depend on development close by. Sequencing of development in appropriate phases is important to facilitate network expansion. Where appropriate, specific requirements are included in the Development Briefs.

Utilities Proposal 1 (Serviceability)

- a) All development must be connected to the appropriate service and utility.**
- b) In order to achieve this, each service and utility required must be capable of receiving a new connection and sustaining it.**

Utilities Proposal 2 – Sequencing of development

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

Strategies to achieve this will include the following (which shall be taken to represent a policy statement on Utilities issues in the East):-

- Define preferred development sequences in growth areas to better co-ordinate infrastructure planning and funding.**
- Ensure that new land is released in growth areas in a timely fashion to facilitate co-ordinated and cost-efficient provision of local and regional infrastructure.**
- Improve the co-ordination and timing of the installation of services and infrastructure in new development areas.**
- Support opportunities to co-locate facilities if that does not cause an inferior service as a result.**
- Ensure that planning for water supply, sewerage and drainage works receives high priority in early planning for new developments.**
- It is recommended that Public lighting should be provided to streets, footpaths, public telephones, public transport stops and to major pedestrian and cycle paths including public open spaces that are likely to be well used at night to assist in providing safe passage for pedestrians, cyclists and vehicles. Public lighting must be baffled and/or directed in such a way as to not cause glare**

²¹ National Telecommunications Strategy GD 2018/0062

into dwellings. Public lighting should be consistent with any strategy, policy or plan for the use of renewable energy and energy efficient fittings.

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

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

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

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

If a reticulated gas supply system is to be connected to new development, this must be designed in accordance with the requirements of the relevant gas supply agency.

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

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

Utilities Proposal 5 – Water supply, sewerage and drainage

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

Strategies to achieve this will include the following:-

- Ensure water quality in water supply catchments is protected from possible contamination by urban, industrial and agricultural land uses.**
- Provide for suitable sewerage at the time of development.**
- Plan urban stormwater drainage systems to take into account the catchment and drainage context.**

- **Include measures to reduce peak flows and assist screening, filtering and treatment of stormwater, to enhance flood protection and minimise impacts on water quality in receiving waters.**
- **Encourage the re-use of wastewater including urban run-off, treated sewage effluent and run-off from farmland where appropriate.**

7.11 Drainage

- 7.11.1 Drainage and the management of water flows is an important constraint on development throughout the plan area. Undulating landscapes and historical uses of land, together with climatic conditions contribute towards what can be a significant effect on some properties.
- 7.11.2 These effects must be managed appropriately and with the intention of minimisation of effect on neighbours, the natural environment and public assets being paramount at all times.

Utilities Proposal 6

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

Strategies to achieve this will include the following (which shall be taken to represent a policy statement on Utilities in the East):-

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

7.12 The High Pressure Gas Pipeline

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

Utilities Proposal 7

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

7.13 Telecommunications

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

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

Telecommunications Proposal 1

New developments should:

- a) Make provision for fibre optic cables directly to each dwelling or commercial premises.**
- b) Within Comprehensive Treatment Areas (see Chapter 13), be phased so as to ensure that telecommunications structures are installed efficiently and will avoid ongoing disruption to site foundations.**
- c) Design facilities so as to be able to host equipment from more than one operator, and that such sharing be encouraged.**
- d) Demonstrate that the proposal has taken into account radio networks in particular those used by the emergency services (TETRA).**

8 Employment

8.1 Introduction

- 8.1.1 This Chapter focuses on the land requirements for manufacturing (including light and general industry), research and development, storage and distribution and office (including out-of-town office).
- 8.1.2 The main urban area in and around the edge of Douglas includes a number of key employment areas outside the town centre, including industrial land at Middle River & White Hoe, Kirby Farm, Tromode and Ballafletcher, along Peel Road (including Hills Meadow), the Isle of Man Business Park and some land to the South of Cooil Road/Kewaique. Some of these areas include land which is within the parish of Braddan.
- 8.1.3 Onchan has existing industrial land on the northern edge of the settlement (at School Road) and this is included within a proposed Comprehensive Treatment Area (Chapter 13). Union Mills and Laxey both contain smaller employment areas with very limited (if any) opportunities for expansion. Crosby and Glen Vine both contain some smaller areas and on the edge of Crosby off Old School Hill is an existing depot. Baldrine, Newtown and Strang do not contain industrial areas. On the whole, road and bus availability between the above locations is good, especially into the established industrial land within Douglas.
- 8.1.4 Development plans contribute to the economic well-being of the Isle of Man. Plans help support and foster economic growth and development alongside other planning goals. Key to success is a thorough understanding of specific land-use requirements (need) and an appreciation of particular demands from a business perspective, all under the umbrella of a clear long term vision. This Chapter and Proposals bring together all of the work undertaken in recent years to build on the economic strength of the East, and foster sustainable growth. A number of studies, data tables and evidence papers were described and set out in the Draft Written Statement. Some of this information has been moved to an Appendix as whilst it remains relevant, the context has changed and is best presented outside of the body of this Chapter. Appendix 1 covers the Employment Land Review (ELR) including the data for 'available land supply' set out in that Review and the Employment Land Development Order Project.

8.2 Strategic Plan Implementation

- 8.2.1 The Isle of Man Strategic Plan sets out policies for economic development and a sustainable Island by fostering a diversity of employment opportunities for the whole community. This Area Plan sets out ways to implement these policies and provide for medium to long term employment land requirements. Site-based Proposals take into account the Island Spatial Strategy, published evidence on employment land supply and demand, as well as the location of existing employment sites, opportunities and constraints. The desired outcome is to clearly mark out the direction for growth over the lifetime of the Plan.

- 8.2.2 The Strategic Plan supports the growth of employment opportunities throughout the Island (Business Policy 1). Industrial land should be designated in all parts of the Island, having regard to the "scale, which should be appropriate to the area; the availability of public transport links; the proximity of labour; and the availability of water, sewerage and other utilities" (Business Policy 2).
- 8.2.3 Area Plans should identify existing centres and direct major employment-generating uses to them (Strategic Policy 6). Douglas will remain the main employment and services centre for the Island (Spatial Policy 1) and that its continued regeneration will create further employment opportunities (Paragraph 5.9). There should be continued concentration of industrial development in existing industrial areas, which are close to major transportation links such as in Douglas and Braddan (paragraph 9.2.2).
- 8.2.4 The Strategic Plan states, as for housing, that outside Douglas, that choice of location for employment will be concentrated in Service Centres (Onchan - Spatial Policy 2), the Service Villages of Union Mills and Laxey where appropriate (Spatial Policy 3) and there should be limited employment opportunities in Villages of Baldrine, Crosby, Glen Vine, Newtown and Strang (Spatial Policy 4).

8.3 **Area Plan objectives for the provision of Employment Land**

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

8.4 **Area Plan desired outcomes**

- i. To allocate sufficient land to ensure a continuous supply of sites for employment development up to and beyond 2026 allowing for a phased release of sites.
- ii. To make provision for additional investment opportunities by identifying land for a Technology Park.
- iii. To make provision for general industrial land in the East.

- iv. To identify areas for further work - where wider issues which cannot be addressed by planning alone should be addressed - to help facilitate sites being brought forward/occupied.

8.5 Site availability in established industrial areas in the East (prior to additional sites being identified in the Area Plan)

- 8.5.1 There are a number of existing (established) industrial estates and business parks which include smaller vacant plots and areas. These were originally identified and recorded in the Site Identification Report (during the Preliminary Publicity Stage) as 'Site Assessment Framework (SAF) Category 1 Sites'. This label meant that given their size, nature and surrounding land use there was no real policy decision that needed to be made as part of the plan process and it was appropriate simply to colour wash these areas on the maps to reflect the wider land use. A purple 'hatch' or colour wash represents industrial land. Sites identified as SAF Category 1 and under 0.35 hectares are not specifically shown on the Proposals Map and Inset Maps.
- 8.5.2 The ELR suggested that the demand appeared to be for smaller employment sites (under 0.25 ha) with some limited demand for larger sites (up to 0.75 ha). It was noted that the development of smaller sites can prove difficult as the shape and size of such sites can reduce flexibility for users. Furthermore, although there was recognised demand for smaller units, development often took the form of a single larger unit which incorporated a number of smaller units.
- 8.5.3 In terms of the early assumptions when it came to identifying land employment land needs, where there were sites under 0.35 hectares that could be developed, it was assumed that 100% of the site area would be used. However, as challenges were recognised in finding suitable users, 100% of the available capacity was discounted in meeting the demand.
- 8.5.4 Some employment sites that were identified as 'SAF Category 2 Sites', which needed to be assessed in more detail, were also colour-washed as industrial. Nevertheless, the discounted capacity of these sites did count towards meeting the demand identified in the ELR in the original Draft Plan.

Table 11. Sites with potential capacity (colour-washed to reflect the background industrial land zoning)

Area	Site No.²² used in Draft Plan	Size (ha)	Contribution to land supply (ha) <i>identified in Draft Plan</i>
Middle River & White Hoe	DE006	0.29	0
	DE008	0.16	0
Kirby Farm	BE018	1	0.8
Isle of Man Business Park	BE014	0.34	0
Union Mills Industrial Estate (Derelict Building)	BE023	0.38	0.3

²² Site Numbers not shown on Maps

Hills Meadow	DE011	0.04	0
TOTAL		2.21	1.1

8.5.5 Two sites were identified as having potential for redevelopment in the longer term - Ellerslie Depot at Crosby (ME002g) and the Vehicle Test Centre at Ballafletcher (BE020g). As these sites are currently in use they are colour washed as Industrial Land on the Maps. The redevelopment of these sites is unlikely to make a net contribution to employment land supply as it is likely that the functions would need to be relocated elsewhere.

8.6 Ensuring sufficient land is identified in the East Plan

8.6.1 During the early stages of plan process, considerable work was done to ensure that there was sufficient land identified in the Draft Plan (May 2018). This involved discounting a proportion of the gross area of sites for infrastructure provision and also applying a discount for land that will not be taken up or built out during the plan period. Identifying need was largely based on the ELR work. A summary of this is provided in Appendix 1.

8.6.2 The Inspector noted in the Inquiry Report (2019) that - "In the circumstances, I consider the provision made for employment land in the draft area plan to be ample" (Para 103). The Report did go on to recommend more land should be moved into General Allocation rather than Strategic Reserve to allow for land assembly, survey work and planning approval to ensure land can be brought forward ahead of 2026 in a phased manner.

8.6.3 The Employment Proposals seek to promote the development of those sites within existing Settlement Boundaries first.

8.6.4 To avoid conflict with Mixed Use Area Proposal 8c, which was supported at Inquiry, the original reference to the Fire Station on Peel Road which was identified in Table 12 in the Draft Plan, has been removed from the table.

Employment Proposal 1:

The development of existing industrial land, including the following sites, will be supported for the following uses only: manufacturing; warehousing and distribution; office accommodation (subject to compliance with Strategic Plan Business Policy 7); or retail outlets (subject to compliance with Strategic Plan Business Policy 5).

For the purposes of this policy, existing industrial land excludes those sites named under Employment Proposals 2, 3, 4 and 5.

Table 12. **Employment Proposal 1**

Area	Site ID	Site Size (ha)	Net Employment Development (ha)	Contribution to land supply (ha) <i>identified in Draft Plan</i>
Middle River & White Hoe	DE001g	1.66	1.66 (if site redeveloped)	0 (site currently in use)

	DE002g	2.85	1.68 (developable area reduced due to existing trees)	1.34
	DE007g	1.49	1.49	1.19
Kirby Farm	BE004g	1.82	1.82	1.46
Tromode & Ballafletcher	BE016g	1.3	0.8 (Site part developed)	0.64
	BE017g	1.52	1.52	1.22
Isle of Man Business Park	BE012g	1.57	1.57	1.26
TOTAL		12.21	10.54	7.11

Employment Proposal 2

Site BE002(a)g, to the south of Cooil Road, is designated for industrial and business park uses. This allows for manufacturing (including light and general industry); research and development; storage and distribution; and offices (subject to compliance with Business Policy 7 of the Strategic Plan).

Table 13. **Employment Proposal 2**

Area	Site No.	Site Size (ha)	Net Employment Development (ha)	Contribution to land supply (ha) <i>identified in Draft Plan</i>
South of Cooil Rd	BE002(a)g	9.3	7.44	5.21
TOTAL		9.3	7.44	5.21

Development Brief

1. Development will not be permitted on Site BE002(a)g if it could reasonably and acceptably be located on one of the sites listed in Employment Proposal 1.
2. No planning approval will be granted for the development of any part of Site BE002(a)g until a Master Plan for the whole of that site has been submitted to and approved by the planning authority. This must show all spatial elements, including areas intended for general industrial and business park uses, open spaces and landscaped areas, and circulation arrangements; and it must show how these elements will be phased.
3. There must be no net qualitative loss of biodiversity as a result of the development of this site.
4. The Master Plan must demonstrate how the high-pressure gas pipeline (on Cooil Road) will be protected to ensure that no adverse effects will result as a consequence of the development of this site.
5. Notwithstanding Strategic Plan Business Policy 5, no retail development (including bulky goods) will be approved on this site.
6. An Environmental Impact Assessment will be needed for any development proposed on this site.

7. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
8. Consideration should be given to the provision of cycle parking and changing facilities as part of any development proposal.

Employment Proposal 3

Sites BE002(b)g and BE006g, to the south of Cooil Road and north of New Castletown Road, are jointly designated for industrial and business park uses. This allows for their development for manufacturing (including light and general industry); research and development; storage and distribution; and offices (subject to compliance with Business Policy 7 of the Strategic Plan).

Development Brief

1. Development will not be permitted on these sites if it could reasonably and acceptably be located on the site referred to in Employment Proposal 2.
2. No planning approval will be granted for the development of any part of these sites until a Master Plan for the whole of both sites has been submitted to and approved by the planning authority. The Masterplan must show all proposed spatial elements, including areas intended for general industrial and business park uses; open spaces and structural landscaping areas; and circulation and parking arrangements. The Masterplan must show how these elements will be phased.
3. There must be no net qualitative loss of biodiversity as a result of the development of this site.
4. The Masterplan must demonstrate how the high-pressure gas pipeline (on Cooil Road) will be protected to ensure that no adverse effects will result as a consequence of the development of this site.
5. Notwithstanding Strategic Plan Business Policy 5, no retail development (including bulky goods) will be approved on this site.
6. An Environmental Impact Assessment will be needed for any development proposed on this site.
7. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
8. Consideration should be given to the provision of cycle parking and changing facilities as part of any development proposal.

Table 14. **Employment Proposal 3**

Area	Site ID	Site Size (ha)	Net Employment Development (ha)	Contribution to land supply (ha) <i>identified in Draft Plan</i>
	BE002b(g)	14.93	10.45	7.31
	BE006g	13.48	9.43	6.60
TOTAL		28.41	19.88	13.91

8.7 Need for a Technology Park

8.7.1 The Employment Land Review made the following recommendation in relation to a Technology Park which at the time was not included in the employment land need figures:

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

This would form the basis for supporting submissions to the preparation of the Area Plan for the East. It should contain guidance on: proposed scale and combination of principal and support uses; the range of units proposed (e.g. start-up, incubator, development and production units), the balance between them; and generic design principles (landscaping, access circulation, and parking etc.). Proposals will be required to consider management and marketing arrangements to maintain the Park's quality and profile. As ownership (in part or whole) is the most effective way of ensuring the integrity of the concept. As economic growth is the driver for the proposed hybrid, it may be appropriate for Government to have a controlling role, whether through land ownership or through other mechanisms."²³

8.7.2 The development of Sangster's field as a Technology Park could provide a unique opportunity on the Island given its setting, central location and adjacent educational establishment. The wording of the Proposals in relation to other sites does not prevent them being developed for technology park-type uses, however it is proposed that Site DE004g should only be developed if it is for a Technology Park.

²³ ELR (full ref)

Employment Proposal 4:

The development of Site DE004g will only be supported for a Technology Park where it can be demonstrated that the proposal:

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

A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.

Consideration should be given to the provision of cycle parking and changing facilities as part of any development proposal.

Table 15. Employment Proposal 4

Area	Site ID	Site Size (ha)	Net Employment Development (ha)	Contribution to land supply (ha) <i>identified in Draft Plan</i>
Field 525151 & 525150 to the West of the Nunnery	DE004g	5.31	4.25 (possibly less to meet the Development Brief requirements)	0
TOTAL			4.25	0

8.8 Waste

- 8.8.1 Additional facilities may be required for the collection, sorting, processing, recycling and disposal of waste. There is a dedicated waste site adjacent to the Energy from Waste facility which is an existing site for a specialist use outside the existing settlement boundary. The expansion of this area is proposed by the allocation of 6.9ha of additional land for specialist waste management purposes at Middle Farm, Braddan (Site BE010g).

Employment Proposal 5:

Part of Site BE010g at Middle Farm, Braddan, measuring some 6.9ha, and lying immediately to the east of the existing waste management complex at Richmond Hill, is allocated for special industrial use, particularly the management processing, recycling and storage of waste.

Development Brief

1. No planning approval will be granted for the development of any part of this site until a Masterplan for the whole of the 6.9ha site has been submitted to and approved by the planning authority. The Masterplan must show all proposed spatial elements, including areas intended for buildings; open work areas; structural landscaping areas; and circulation and parking arrangements. The Masterplan must show how these elements will be phased.
2. There must be no net qualitative loss of biodiversity as a result of the development of this site,
3. An Environmental Impact Assessment will be needed for any development proposed on this site.
4. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
5. Consideration should be given to the provision of cycle parking and changing facilities as part of any development proposal.

Employment Proposal 6

Within the Waste Infrastructure Consultation Zone at Richmond Hill, there will be a presumption against development for purposes in which vulnerable members of the public would be present, including housing, and educational and medical establishments.

8.9 Existing Developments outside of existing settlement boundaries

- 8.9.1 There are a number of existing Manufacturing, Warehousing and Distribution and Office developments which are outside Existing Settlement Boundaries but which are now reflected on the Proposals Map and Inset Maps as Industrial Land (for example Snugborough Industrial Estate).

Employment Proposal 7:

Proposals for the development/redevelopment of existing Manufacturing, Warehousing and Distribution and Office uses which are outside Existing Settlement Boundaries but shown as an industrial purple colour-wash on the Proposals Map, will be assessed in line with Employment Proposal 1 where it can be demonstrated that the proposal would not result in an incursion into the countryside.

8.10 Employment 'Recommendations'

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

Employment Recommendation 1:

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

Employment Recommendation 2:

In the implementation of Employment Recommendation 1, consideration should be given to the identification of areas where:

- a) uses should be restricted to light industrial uses; or**
- b) areas where 'bad neighbour' uses might be appropriate and consider the merits of safeguarded such areas for these uses.**

Employment Recommendation 3:

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

- 8.10.2 Town Centre Offices contribute to the supply of land for employment uses, although they are not specifically addressed in this Chapter (see Chapter 9 on Town Centres).

Employment Recommendation 4:

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

9 Town Centres

9.1 Introduction

- 9.1.1 Town centres everywhere have evolved in recent years. With much retail spend now conducted online, many centres have expanded their offer to include complementary uses to retail such as leisure and speciality cafés/coffee houses and so on. It is important that this change is understood and acknowledged to ensure town and village centres meet the needs of society and remain attractive places for the long term.
- 9.1.2 Throughout the drafting stages of the Plan, one of the key objectives was to define Douglas Town Centre. Map 5 shows this boundary, which has been amended since the Draft Plan in response to the Inquiry Report. Other centres are not defined other than by areas of Mixed Use or by areas recognised as neighbourhood centres. Some of the villages do not have local shops and their 'centres' are often better reflected on the ground by a hall, or church building, area of open space or junction. In the drafting of this Chapter, consideration has been given to the many topics associated with town and village centres, including retail development, need for core shopping and office areas, neighbourhood shopping centres and how this Plan can protect and nurture centre viability, vitality and vibrancy.
- 9.1.3 In terms of retail, the Isle of Man Strategic Plan sets the Retail Policy Island-wide, which seeks to direct most retail uses to town and village centres. This Plan is in line with the Strategic Plan in that: it presents practical and sensible proposals for Douglas and the other settlements in terms of their centres, however those centres are defined. It addresses local issues and puts forward clear and positive policy statements about Douglas in particular. The Proposals set out below demonstrate the importance of this Plan in influencing and realising development opportunities.

9.2 Strategic Plan Implementation

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

Strategic Policy 9 states:

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

Business Policy 5 states:

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

Business Policy 9 states:

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

Business Policy 10 states:

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

9.2.2 The above Policies need to be understood in the context of the whole Strategic Plan, and the nature and needs of each locality. As stated in Paragraph 9.4.5 of the Strategic Plan:

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

9.3 **Douglas Town Centre**

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

9.3.2 From a retail perspective, Douglas town centre is relatively healthy with few vacant stores at any one time. Many town centres are retracting and a balance does need to be struck between centres having the ability to adapt and change without damaging the vitality of the central core. Map 5 shows a clear and reasonable Douglas town centre boundary focused on an obvious core area. The town centre boundary and extent of the Mixed Use Areas were considered at length during the Inquiry and the final coverage of the 'town centre' was given firm direction in the Inquiry Report.

9.4 **Area Plan objectives for town and village centres**

9.4.1 This Plan recognises the principles of sustainable development when it comes to town and village centres and supports such areas being used for a mix of retail, office, food and drink tourism, cultural and residential development which all interplay together to help ensure the vitality of centres. Centres should be places where people work, live, shop, access local services and should be designed to minimise the need to travel and are accessible safely and conveniently by non-car modes of travel – walking, cycling and public transport. Signs of decline can be reversed by positive action to encourage increased activity to help re-vitalise the centres to ensure their continued viability.

9.4.2 **Objectives:**

- The principle that town and village centres are the physical heart of their communities.
- The hierarchy of centres set out in the Strategic Plan is the starting point for centre development;
- A defined Douglas town centre allowing for a range of suitable sites to meet the modern needs of the Capital and protecting against the loss of typical town centres uses to out of town locations. This is to take advantage of existing services and high levels of accessibility;
- The continued regeneration of the Douglas town centre;
- It is important to identify areas of special character and use, defining them by recognising their group value;
- Allowing small scale development in local service centres and villages which meets identified local needs and/or maintains the viability of local services and the attractiveness of those localities as places to live, fostering sustainable communities.
- Reconnecting the communities in the Plan Area by service provision and fostering of local community identity.

9.5 **Area Plan desired outcomes**

- i. Focused, compact and attractive centres.
- ii. Focused 'centre' uses in the core areas of existing settlements, with new neighbourhood centres in sustainable urban extensions over the lifetime of the Plan of appropriate scale to ensure well thought out sustainable communities.
- iii. Implementation of the Central Douglas Masterplan proposals.
- iv. Proposals identifying Comprehensive Treatment Areas (please see Chapter 13).

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

9.6 Key Strategy Documents

9.7 The Retail Study 2009

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

9.8 Retail Sector Strategy 2013²⁴

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

²⁴ GD 0063/13

9.9 The Central Douglas Masterplan²⁵

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

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

9.10.1 Mixed Use Area 1 – Villa Marina Gateway

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

Town Centre – Mixed Use Proposal 1

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

9.10.3 Mixed Use Area 2 – The Promenade

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

Town Centre – Mixed Use Proposal 2

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

9.10.5 Mixed Use Area 3 – Strand Street

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

²⁵ GD 2014/83

support the night time economy. The primary shopping frontage is notated by the hatched line on Map 5.

Town Centre - Mixed Use Proposal 3

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

9.10.6 Mixed Use Area 4 – St George’s

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

Town Centre – Mixed Use Proposal 4

There will be a presumption in favour of offices and financial and professional services along Athol Street. Within the area, but outside of Athol Street, offices, financial and professional services, food and drink and some residential uses will also be acceptable. Uses which conflict with these will generally not be supported. As this area lies partly within a Conservation Area, development plans should pay regard to the Conservation Area Character Appraisal for Athol Street and Victoria Street.

9.10.7 Mixed Use Area 5 – The Fort

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

9.10.8 Any excavation taking place in Mixed Use Proposal Area 5 (**The Fort**) will require extensive evaluation and recording as Manx National Heritage have indicated that the site is considered to be within an area of Douglas being built up prior to 1580 and likely to contain evidence of this underground. Although these areas were cleared of much of their Georgian and Victorian buildings in the 1930s, it is possible that significant remains survive below ground. These are known to consist of structures including foundations and cellars and layers of rubbish and settlement debris.

Town Centre – Mixed Use Proposal 5

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

Tourism/hotel

Leisure

Entertainment

Food and drink

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

9.10.9 Mixed Use Area 6 – Maritime Gateway

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

Town Centre – Mixed Use Proposal 6

There will be a presumption in favour of improvement of and development proposals for port and harbour purposes. Some ancillary and incidental tourist and food and drink uses that support the primary role of the area as a Port will be acceptable. As this area lies partly within the Douglas North Quay Conservation Area, development plans should pay regard to the Conservation Area Character Appraisal for Douglas Promenades.

9.10.10 Mixed Use Area 7 – The Quayside

The Quayside area has undergone regeneration on its northern side which has enhanced the area as a destination for people visiting restaurants and bars. On its southern side, industrial uses in older warehouse type buildings predominate. Redevelopment of the southern side to complement the quayside as a whole is to be encouraged. The Quays are also strategic freight corridors and maintaining access for commercial vehicles, including HGV's, must be considered in any proposed development.

Due to the former industrial uses of South Quay, significant site preparation including decontamination may be required.

Town Centre – Mixed Use Proposal 7

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

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

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

9.10.11 Mixed Use Area 8 – Riverside Gateway

This area, adjacent to the town centre, presents an opportunity to accommodate changing and evolving leisure time pursuits. The continuation of existing uses would be supported in the short to medium term, with potential comprehensive development in the longer term for bulky retail, leisure activities, residential purposes and office uses where specified.

Mixed Use Proposal 8a

There will be continued support for existing uses in the short-medium term. Consideration will be given to the comprehensive re-development of the area for leisure, retail warehouse (bulky goods), and residential uses. In respect of the area between Lake Road and the River Douglas (Site DM002g) a design scheme may include office development so long as it forms an integral part of a comprehensive scheme for the entire site which is properly master-planned. Proposals would be subject to a flood risk assessment and mitigation and a highway impact assessment which may require alternative access to the area including a bridge over the River Glass. Comparison goods retailing will not generally be supported.

Mixed Use Proposal 8b

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

Mixed Use Proposal 8c

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

Mixed Use Proposal 9

In areas shown as Mixed Use outside of Douglas Town Centre, there will be a presumption to retain any existing open space, sports and recreation facilities which serve as assets for the community.

9.11 Development in areas of 'mixed use'

9.11.1 There are a number of areas of 'mixed use' outside of Douglas town centre. Some are identified by a site number on the Maps and others are not, for instance Village Walk in Onchan does not have a site number.

9.11.2 Development types within areas of mixed use generally comprise a variety of different but compatible uses. Appropriate new uses may include a mix of shops and some services (financial and professional), food and drink, office and light industry, research and development, tourist and residential uses, and other uses such as clinics or health centres, childcare or education, community facilities, and places of assembly and leisure. Uses which are not compatible with residential development will generally not be supported within the areas of mixed use.

10 Tourism

10.1 Introduction

- 10.1.1 The Isle of Man Destination Management Plan 2016 - 2020 sums up what tourism means to the Isle of Man:

*"Tourism is a significant element of the Isle of Man's economy and touches residents' lives in many ways. The money visitors spend helps to create almost 3,000 jobs (around 7% of the workforce) and sustain a much wider range of shops, restaurants, suppliers, transport services and other amenities for residents to enjoy."*²⁶

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

10.2 Tourism in the East

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

10.3 Strategic Plan Implementation

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

²⁶ Foreword to the Isle of Man Destination Management Plan 2016-2020 (Department for Enterprise)

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

10.4 **Area Plan objectives**

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

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

10.5 Area Plan desired outcomes

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

Tourism Proposal 1

There is a recognised need for the renewal of the Island's hotel offer through investment in existing stock and some new hotel provision. Planning applications for the conversion of hotels in the eastern area to other uses will not normally be permitted unless it can be demonstrated that the premises do not provide a

sufficient standard of accommodation and upgrading the facility would not be feasible.

Tourism Proposal 2

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

Tourism Proposal 3

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

Tourism Proposal 4

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

Tourism Proposal 5

The use of Nobles Park to support TT and Manx Grand Prix related uses will normally be supported, while applying the appropriate protection measures to open space and associated leisure and recreational facilities.

Tourism Proposal 6

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

Tourism Proposal 7

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

Tourism Proposal 8

The environment of the Raad ny Foillan long-distance footpath will be protected from unsympathetic development. Where development proposals provide an opportunity to re-align inland sections of this route closer to the coast, these will be taken whenever possible.

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

11.1 Introduction

- 11.1.1 As part of Government's Strategic Objectives under 'An Inclusive and Caring Society'²⁷ the general aims are to focus on providing public services that are fit for purpose, modern and in the right place, that improve the quality of life for children and young people and help all to lead longer and healthier lives. There is a desire to move more services away from the main Hospital site at Nobles into the community, provide more sports opportunities and to develop an education system that it is responsive and forward thinking. None of these statements are in conflict with the existing Strategic Plan Policies.
- 11.1.2 Throughout the Plan process, consideration was given to the implications of allocating additional land for development and in terms of open space and recreation needs, education and health service provision and the need for other community services such as needs of the emergency services.

11.2 Strategic Plan Implementation

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

11.3 Area Plan Objectives

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

²⁷ Programme for Government 2016 - 2021

11.4 Area Plan Desired Outcomes

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

11.5 Types of Open Space and Community Facilities

- 11.5.1 For the purpose of this Chapter, open space (which may be identified for particular purposes) is generally publicly accessible amenity space which has different levels of formality.
- 11.5.2 Recreation facilities/land can be either formal, such as a sports hall, running tracks and pitches or more informal, such as public parks, gardens and landscaped amenity areas. They are typically maintained, well managed with a good walking surface, within or close to towns and villages.
- 11.5.3 Types of community, educational and health facilities vary considerably from community centres, schools and GP surgeries to police, fire and ambulance services. They form an essential network of support and are basic requirements for the underpinning of sustainable communities. Without basic services, communities tend to lack a sense of belonging and places tend to be little more than groups or estates of housing. Many of the schools in the East contribute towards indoor and outdoor sports provision and halls can be multi-purpose out of school hours. This need for a possible new school has been recognised in Baldrine and it is recognised that there may in the future need to be additional provision to serve additional development in the future on the edge of Douglas and Onchan. Development Brief DBH002g recognises a need to take account of need for a replacement Braddan School. For this reason, Strategic Reserve Sites will need to take both education and community facilities into account before release.

11.6 Assessment of current open space and community facilities

- 11.6.1 Table 15 sets out the key facilities in each Local Authority Area. The table illustrates the tendency for smaller settlements to have lower levels of community facilities and formal sports provision. It also highlights on a basic level deficits in existing provision helping give focus to where additional investment may need to be focused.

Table 16. **Open Space and Community facilities – existing provision**

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

*Laxey and Lonan allotment association within the boundary of Laxey

11.7 Outdoor Recreation and Amenity Space

11.7.1 The Community Audit records detailed information on recreation and amenity space. From this it is possible to analyse the data to determine if current provision is at an appropriate level given the population in the East. In order to create a benchmark against which the current provision can be assessed, the ‘target’ requirements for new residential developments are used.

11.7.2 The Strategic Plan sets out minimum recreation open space standards per 1,000 head of population for new residential developments of 10 dwellings or more. These are as follows:

Sports pitches	1.8 hectares/ 1,000 population
Childrens' play space	0.6 hectares/ 1,000 population
Amenity space	0.8 hectares/1,000 population

11.7.3 Table 16 combines the separate Local Authority/Parish figures for the three categories of open space to give an overall figure for the East. For a comparison, figures have been benchmarked against the provisions required in the Strategic Plan 2016 to put the figures into context.

Table 17. **Open Space and Recreation in the East – summary figures**

	Douglas	Braddan	Onchan	Laxey	Lonan	Marown	Santon	Isle of Man (East)	Strategic Plan Target Difference
Amenity	0.80	3.98	2.37	1.07	9.18	0.67	9.29	1.78	+0.98
Children's	0.03	0.06	0.17	0.07	0.06	0.05	0.07	0.06	-0.54
Outdoor Pitches	0.84	0.55	0.05	0.89	0.00	0.51	0.00	0.61	-1.19
Overall Supply	1.67	4.59	2.59	2.03	9.24	0.94	9.36	2.39	-0.75

11.7.4 The Table above showing open space and recreation figures demonstrate some deficits in provision across the local authority areas and highlights where new provision may need to be provided as part of future development schemes. For example, it shows that the East of the Island has a generally high level of amenity space but has a lower level of sports pitch provision.

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

11.7.6 Table 11 does not assess the usage of facilities or current sporting trends or outdoor pursuits that do not require sports pitches. Isle of Man Sport is conducting their own Island wide study as to existing sports provision and usage.

Open Space and Community Proposal 1

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

Open Space and Community Proposal 2

Land needed for additional education centres including new primary and secondary education schools within the lifetime of the plan will be protected from any other development until such time as full requirements for extended settlements are known. Any need for new schools will take account of the suitability of land on the Strategic Reserves Sites identified in this Plan.

Open Space and Community Proposal 3

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

Open Space and Community Proposal 4

The row of ten residential properties on the northern side of School Road (adjacent to the southern boundary of the Isle of Man College) shall remain as predominantly residential use until such time as plans have been approved to redevelop this area for educational purposes as part of the continued development of the Isle of Man College campus site on Greenfield Road. Any planning application will need to set out whether or not the existing public sector properties are to be replaced elsewhere within the town or there will be a net loss to the overall public sector provision as a result of the development scheme to expand the College campus.

Open Space and Community Proposal 5

The Park Road Site (DH039g) would be acceptable as a replacement school site for Scoill Yn Jubilee. This is, however, subject to the two Scoill Yn Jubilee sites remaining for educational/school use until such time as it can be demonstrated that the educational needs of this area can be adequately accommodated on the Park Road site over the lifetime of the Plan.

Open Space and Community Proposal 6

In view of the capacity problem in primary schools in parts of the East, land in Baldrine identified as Site GM001g on Map 9 Baldrine (field numbers 614733 and

614729) shall be allocated for educational purposes. No part of this site shall be used for residential development.

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1. The site shall be reserved for Educational use.
2. Any planning application for the development of any part of the site must be accompanied by a Masterplan for the whole of that site. This must show all spatial elements, including areas intended for education buildings, open spaces, sports pitches, landscape areas, parking and circulation arrangements.
3. The northerly field, 614729 is more visible and prominent than the lower field. Buildings should be concentrated in field 614733 and field 614729 should remain free from buildings with playing fields and public open space included on this part of the site.
4. Development of a new school on this site must provide suitable access points to the Main Road.
5. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
6. Development of a new school on this site should ensure incorporation of adequate drainage measures.
7. There must be no net loss of biodiversity as a result of the development of this site.
8. An Environmental Impact Assessment will be needed for any development proposed on this site.

Open Space and Community Recommendation 1

This Plan supports, as highlighted in the Programme for Government, the need for public/private partnerships to provide additional sports, recreation and informal play and amenity space to encourage people to become more active. This should be linked with any Active Travel Plan and any future measures or strategies to better link green infrastructure and open/landscaped spaces in the East to provide a network of accessible and practical 'greened' space (see Natural Environment Proposal 1).

12 Residential

12.1 Introduction

- 12.1.1 Government's general housing policy priority is to "have affordable and accessible housing which meets our social and economic needs".²⁸ A further Action in the Programme for Government is to "investigate how to ensure we have accommodation that can meet the needs of an ageing population including 'care' and 'extra care' housing, and nursing and residential homes".
- 12.1.2 The number of new homes needed in the East up to 2026 is set out in the Isle of Man Strategic Plan²⁹. The approved Policies on the broad housing requirements were consulted on, debated at Public Inquiry, adopted by the responsible Government Department and approved by Order by Tynwald. The need set out in the Strategic Plan provides the basis for the housing proposals in Area Plan for the East. It also remains relevant for the North, South and West.
- 12.1.3 Housing is a fundamental need for everyone but it is often an issue which provokes debate. Between the approval of the updated Strategic Plan in 2016 and the publication of the Draft Plan in 2018, the Isle of Man Interim Census was undertaken. This added to the debate about population, demographics and housing supply and demand. The findings of the 2016 Census and the Cabinet Office's response to the population projections that flowed from it were discussed at length at the Public Inquiry in September 2019. This specific issue is addressed in more detail later in this Chapter.

12.2 Strategic Plan Implementation

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

²⁸ Programme for Government 2016 - 2021

²⁹ Strategic Policy 11, Housing Policy 1, Isle of Man Strategic Plan 2016

12.2.3 Housing Policy 1 and Strategic Policy 11 in the Strategic Plan set out the predicted housing needs of the Island up to 2026:

Housing Policy 1 (and Strategic Policy 11)

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

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

Housing Policy 3:

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

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

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

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

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

12.3 Area Plan Objectives

- i. To reflect the housing need figures set out in the Isle of Man Strategic Plan, 2016.
- ii. To understand the urban capacity of existing settlements before promoting any greenfield land.

- iii. To set out clear proposals for residential development in the East, including specific 'General Allocation' Sites³⁰ and 'Strategic Reserve' Sites³¹ and include, where appropriate, suitable development briefs.
- iv. To focus on implementing Strategic Policies 1, 2, 3, 4, 5, 10, 11 and 12 and Housing Policies 1-18 where it is appropriate to address these first in the Area Plan rather than simply the planning application process.
- v. To allocate residential sites as both general allocations and strategic reserves to ensure sufficient housing opportunities during the plan period and for the lifetime of the Plan.
- vi. To allow housing in the countryside only in exceptional circumstances.
- vii. To provide for affordable housing through general support for Housing Policy 5 set out in the Strategic Plan.

12.4 Desired Area Plan Outcomes

- i. A pattern of new development which focuses on Douglas and Onchan.
- ii. Active regeneration of urban sites and previously developed land.
- iii. Sustainable urban extensions at the edge of the settlements of Douglas and Onchan with some areas formally held back from immediate development.
- iv. Phased site release through the use of Masterplans for the larger sites.
- v. Protection of land to ensure grey, green and social infrastructure needs can be accommodated.
- vi. Retention of the character of the smaller settlements in the East.

12.5 Housing Need in the East

- 12.5.1 One of the roles of the Area Plan is to provide and manage the supply of new housing through the allocation of suitable sites for residential development. Early evidence gathering and the continual refreshment of this evidence up to Inquiry established:
- i. The number of new housing units needed during the plan period and lifetime of the Plan.
 - ii. The existing housing supply i.e. what has been built in the plan period? What has planning approval? What can be expected via conversions and windfalls?
 - iii. A long list of potential new housing sites allowing for methodical site assessment³² including an understanding of site constraints and overall developability (see Para 12.7).
 - iv. The implications of the spatial strategy in the East and what this means in terms of housing numbers and spread of sites.
 - v. The opportunities in the countryside in terms of the potential to add to any groups of houses and sustainability issues of such.

³⁰ General Allocation – for release at the time of plan approval

³¹ Strategic Reserve – for future release via formal release process

³² Each site was assessed using the 'Site Assessment Framework' which produced a standardised report, map and aerial photograph.

vi. The need to make specific provisions such as affordable housing and older persons' housing.

12.5.2 Given the fact that the development of new housing can make one of the greatest, if not the greatest, impact on an area in terms of physical change, it is vital that any proposed housing sites and policy statements made in support of them are underpinned by sound evidence. The preferred sites for housing - the Residential Proposal Sites (also known as General Allocations to differentiate them from Strategic Reserves) - identified in this Chapter have been chosen after comprehensive site assessment through a published site identification and assessment process, after public consultation and after thorough examination at Public Inquiry. The process took into account development opportunities and constraints, the outcome of the development growth scenario work and the Report of the Public Inquiry.

12.6 Housing Need in the East 2011 to 2026

12.6.1 This Plan provides opportunities for 2,440 dwellings to be built between 2011 and 2026. Evidence was produced and analysed throughout the development of the plan and this is summarised below, starting with the Land Supply Report. The final shaping of the plan and thus the final proposals on housing need and specific site release came after the Inquiry Report and Modifications Stage.

12.6.2 The Scenario Testing Report³³ (which included land supply data) sought to calculate:

- the number of dwellings (including conversions) which have already been built since the start of the plan period (2011);
- the existing housing supply; and
- how the existing housing supply is distributed across the settlements and what this could mean for different growth pattern scenarios.

12.6.3 As a first step, a Site Identification Report³⁴ was produced as an initial list of 'potential development sites' and placed sites into the one of two categories:

Category 1	Sites which did not need to be assessed through the Site Assessment Framework (SAF). Such sites could be subsumed within land use designations and colour washed to reflect the surrounding area on the relevant map.
Category 2	Sites which did need to be assessed through the SAF. Such sites needed to be more fully assessed in line with policy before deciding on their land use allocation.

³³ Scenario Testing Report – February 2017 produced at the Preliminary Publicity Stage

³⁴ Site Identification Report – February 2017 produced at the Preliminary Publicity Stage

12.7 The Site Assessment Framework

12.7.1 The use of the Site Assessment Framework provided a transparent and consistent methodology for assessing potential development sites. A summary of the process is set out in Table 17. By using such a methodology it was possible to identify a list of realistic and suitable development sites. The overall approach to site assessment was not restricted to individual sites; it included consideration of the options for different overall patterns of growth and the impacts brought about by environmental and other constraints as well as infrastructure capacity.

Table 18. **Site Assessment Framework - Steps and Outcomes**

Step	Purpose	Outcome
1	Preliminary Screening	Sites screened out which were unsuitable due to their location.
2	Critical Constraints	Sites screened out which were unsuitable due to Critical Constraints which could not be overcome.
3	Detailed Consideration	Sites (having passed Steps 1 and 2) examined in greater detail for their acceptability in planning terms.
4	Site Developability	View on whether the site is developable – could the site come forward? Should it? How?

12.8 Potential Growth Patterns and Scenario Testing

12.8.1 Scenario Testing is a tool to transparently and coherently consider different broad approaches to a plan. It identifies broad 'pros and cons', interdependencies and opportunities for innovative solutions and mitigation. It allows an assessment of the impacts of growth on a larger scale than that possible when focusing on individual sites. Scenario testing is not the only consideration; it simply informs the evidence base and decision making and helps to draw broad conclusions.

12.8.2 Early scenario testing work looked at the relative merits of different growth distribution scenarios for housing and employment land in the East. It identified the likely impacts on infrastructure and the environment, brownfield land and flood risk, if future development was to happen in a particular way.

12.8.3 The three scenarios examined ahead of the publication of the Draft Plan were:

Scenario 1 - development generally based on the settlement hierarchy;

Scenario 2 - development generally based on an urban expansion of Douglas & Onchan;

Scenario 3 - development generally based on dispersal, which would see development generally focused around the smaller settlements.

12.9 Scenario Testing Findings: On settlement pattern, on grey infrastructure, on social infrastructure and on green infrastructure

12.9.1 On Settlement Pattern

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

12.9.2 On Grey Infrastructure

- i. Improvements will be required to the road network to accommodate the level of growth proposed. Highlighted areas include the junctions in Central Onchan and the Jubilee Oak roundabout.
- ii. The existing bus coverage in the settlements is generally good. Urban extensions will need to consider convenient access to bus routes, together with improvements to passenger infrastructure shelters and crossings. The development of Park and Ride facilities has been mooted but are no specific proposals for this.
- iii. For telecommunications, electricity and gas – specific requirements will be best considered at individual site level to ensure that the layout and method of construction allows for these important services. Scenario testing concluded that they do not raise issues for the overall level and distribution of growth. Irrespective of the level and distribution of growth, investment is required in telecommunications to keep pace with technological developments.
- iv. The planned investment in sewerage in relation to Laxey, Baldrine, Crosby and Glen Vine could be sized to accommodate additional housing growth. There is some headroom capacity available at the Meary Veg Waste Water Treatment Facility. Expansion of Meary Veg is possible (including the network connecting areas to it), and so funding and timescale issues could be explored to enable growth in areas in and around Douglas and Onchan.

12.9.3 **On Social Infrastructure**

- i. Early work which looked at education needs established that a growth of over 2000 dwellings in the East would mean a need for 1,000 school places (500 primary and 500 secondary). There was no distribution scenario that could accommodate such places without the need for additional investment in social infrastructure. A concentration of development in Douglas (North) and Onchan would to some extent lessen the need for investment as this is where possible mitigation has been identified (e.g. extension of St Ninian's Lower School at Bemahague). A growth pattern which disperses development placing greater levels in the villages would cause significant issues in a number of areas including Crosby and Glen Vine and so, would be the most difficult to mitigate.
- ii. In terms of health and well-being, the key issue is the impact on non-hospital services (which has an indirect impact on the Hospital). Key considerations are the need to supporting healthy lifestyles and supportive and engaged communities and ensuring access to a range of services. A more compact distribution of growth maximises the viability of investment in larger new facilities and reduces travel times (and therefore staffing numbers) for peripatetic services. However, the overall level of growth cannot be accommodated in terms of non-hospital services without investment in both new facilities and additional staff.
- iii. The East of the Island benefits from the central location of the National Sports Centre, which is accessible by both car and nearby bus routes. More local provision is available in other areas, however residents of Baldrine, Newtown and Glen Vine in particular need to travel to access provision.

12.10 **On Green Infrastructure**

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

12.11 Conclusions from the Scenario Testing Work

- i. There are some key items of infrastructure where the overall level of growth exceeds capacity. The implication is that any distribution scenario would result in a need for additional infrastructure.
- ii. The growth pattern most favoured will be the one(s) which support practical new investment in infrastructure and which provides value for money and best options for community gain. It also has the best chances of securing funding and being delivered on the ground.
- iii. It is important to recognise the value of brownfield sites and their development opportunities, especially within Douglas. Many are Government owned and it is vital to have a clear strategy for such sites going forward. This plan recognises some of these sites as being suitable for a mix of uses and is not prescriptive where this is unnecessary. However, to ensure that they are not hindered in delivery by lack of vision or strategy, it is recommended that Departments work together to clarify direction, uses, funding mechanisms, timing, connectivity to other uses and sites etc. in line with the vision set out in this Plan. There is active work currently taking place in respect of Government owned sites outside of this Area Plan through mechanisms such as the 'special purpose vehicle' (SPV) approach.
- iv. The final plan continues to follow the settlement pattern highlighted in Scenario 1 but a focus on urban extensions around the Main Centre (Douglas) and the Service Centre of Onchan hints of the relevance of Scenario 2 as the plan seeks to facilitate urban site development and development where necessary on the edge of the larger settlements in the East.

12.12 Providing Homes for an Ageing Population

- 12.12.1 In the East, as elsewhere on the Island, the number of people over the age of 60 is rising.
- 12.12.2 Adequate homes for this sector of the community are important for the general health and well-being of the community and as a way of contributing towards social cohesion. The demand for elderly persons housing such as sheltered housing and more specialist facilities such as nursing homes and residential care homes is likely to rise in the coming years and the need to 'future proof' our Island communities is likely to become more pressing.
- 12.12.3 This Plan supports the provision of a mix of housing in areas of predominantly residential to strengthen local communities and promote integration in line with the Strategic Objectives of the Strategic Plan.

12.13 Affordable Housing

12.13.1 The Area Plan will assist in the delivery of affordable housing by supporting the Isle of Man Strategic Plan Policy on affordable housing (**Housing Policy 5**) which states in the 2016 Plan:

“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.”³⁵

12.13.2 This '25% Requirement' has been reasonably successful in the East since its introduction.

12.13.3 This plan supports the continued provision of affordable housing in the East. As part of its work, the Public Estates and Housing Division of the Department of Infrastructure monitors the Public Sector Housing Waiting List and manages the First Time Buyer Register. The Public Sector Housing Waiting List for 2019-2020 includes 289 persons seeking general housing in the East (up from 376 in 2017/2018), and 52 for sheltered accommodation (up from 44 in 2017/2018), in addition to the Department of Infrastructure waiting list of 23 for general housing in the East. 52% of the Island's total public housing stock is located in the East. The majority of first time buyers, about 85% of the All Applications First Time Buyer Register, select Douglas and the East as their first choice (up from 75.7% in 2017/2018), highlighting the importance of this area as a place where people want to live. There are currently 27 persons on the Active First Time Buyer list and 121 on the All Applications Register.

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

12.14.1 Following the 2016 Census, a Paper titled "Meeting our Population Challenges"³⁶ was published which set out a number of discussion points including new population projection figures based on the 2016 Census. Further work was undertaken to examine the implications of the fall in residential population specifically and what this means for the projected number of private households.³⁷ The original Paper and examination of evidence at Public Inquiry influenced the Inquiry Report and Recommendations and final site selection now set out in this Plan.

12.14.2 This Plan's position is as follows:

- i. The housing need calculations in the Strategic Plan are based on a projected Island-wide population, living in private households, of 91,898 by 2026. This assumed net inward migration of 500 people a year between 2011 and 2026,
- ii. With an average household size of 2.27 persons, this indicated that there would be 40,484 resident households on the Isle of Man by 2026,

³⁵ Isle of Man Strategic Plan (2016), Chapter 8, Housing Policy 5

³⁶ Meeting our Population Challenges, Economic Affairs, Cabinet Office (February 2018)

³⁷ Household Size and Population Projections Paper DP EP5 (Updated June 2019)

- iii. At the time of the 2011 Census there were 35,599 resident households in the Isle of Man. So there was expected to be an increase of 4,885 households between 2011 and 2026. After allowing for vacancies and rounding, this resulted in a total housing requirement of 5,100 additional dwellings for the period 2011 to 2026, as set out in Housing Policy 1 of the Strategic Plan. Assuming that 48% of these dwellings would be needed in the East, the housing requirement for the East was for 2,440 additional dwellings, as set out in Housing Policy 3 of the Strategic Plan,
- iv. A more recent projection based on the results of the 2016 Census, and assuming net inward migration of 500 people a year between 2016 and 2026, shows that by the end of that period, there would be an Island-wide population of 85,671 living in private households,
- v. With an average household size of 2.24 persons, this indicates that there would be 38,317 households on the Isle of Man by 2026,
- vi. Whereas the Strategic Plan assumed an increase of 4,885 resident households between 2011 and 2026, the later projection points to a smaller increase of 2,718 households during that period,
- vii. The Strategic Plan assumes that 48% of the additional households would live in the East. On that assumption, there would be 1,358 additional households in the East between 2011 and 2026,
- viii. In order to provide some flexibility, and allow for the possibility that some allocated sites might not be brought forward for development, it would be prudent to make provision for some 1,500 additional dwellings in the East during this period.

12.14.3 Urban Capacity Findings

- i. Between mid-2011 and mid-2018, **270** dwellings were completed or started in the East;
- ii. In mid-2018, there were outstanding planning approvals for a further 195 dwellings in the East. At an average take-up rate of 73%, this could be expected to yield a further **144** dwellings;
- iii. It is forecast that, between 2018 and 2026, **187** dwellings will be created by the change of use of existing buildings in the East;
- iv. In aggregate, **601** additional dwellings could be provided from these three sources.

12.15 Proposed Residential Land Allocations

12.15.1 The Residential Proposal Sites and Strategic Reserve Sites which follow this Section, along with existing supply and projected housing numbers via conversions, can provide for 2,440 additional dwellings being delivered in the East, between 2011 and 2026. These sites and the figures generally were discussed at length during the Inquiry and the Recommendations which followed in the Inquiry Report. Cabinet Office concurs with the Report, which recommended that a breakdown of the site data be inserted in the final version of the Written Statement. Table 18 below is based on the format of Table 2 extracted from the Inquiry Report³⁸.

12.15.2 In summary, and taken together:

- i. development completed or started between 2011 and mid-2018, the expected yield from outstanding approvals in mid-2018, and anticipated conversions between 2018 and 2026, should provide more than 600 dwellings;

³⁸ Table 2, Summary of Recommended Residential Land Provision (between para 543 and 544), Inquiry Report 2019

- ii. sites recommended for immediate development would provide space for more than 900 dwellings; and
- iii. Strategic Reserve Sites could be available for around 900 additional dwellings, should the need arise.

12.15.3 This Plan position - in terms of the assessment of the numbers and what the approach should be - follows that recommended by the Inquiry Report, namely:

- i. It seems unlikely that the development of the Strategic Reserve Sites would be required before 2026.
- ii. If such sites which were mainly 'greenfield' were allocated for immediate development to meet the quantitative requirement set out in Housing Policy 3 of the Strategic Plan, it is likely that they would be taken up in preference to more sustainable and better located sites, on previously developed land, in central Douglas.
- iii. In the absence of sufficient demand, there is a danger that these 'brownfield' sites would remain vacant or underused, long into the future. That would be regrettable on a number of counts.
- iv. It is important that residential development should be located close to workplaces, schools, retail outlets, public transport and other services and facilities, in order to minimise the distances that residents must travel for their everyday requirements, especially by car.
- v. It is also important that the vitality and viability of Douglas as a commercial centre should be protected and enhanced; and that its townscape and built fabric should be restored and rehabilitated.
- vi. It is equally important that rural landscapes are protected; that the most versatile farmland is conserved; and that ecological interests are safeguarded. The provision of additional housing on the scale proposed in the Strategic Plan would require the use of previously undeveloped rural land. That should occur only when it is absolutely necessary.

Table 19. **Summary of Residential Land Provision**

Source			Notional Number of Dwellings
A Dwellings completed or started between mid-2011 and mid-2018			270
B Expected yield from outstanding planning approvals at mid-2018			144
C Projected conversions 2018-2026			187
Total of A + B + C			601
D Allocated Sites ³⁹			
BM006g	Vicarage Road	Brief	100
DBH002g/BH030g	Braddan Road/Ballaflletcher Road	Brief	300
DH001g	Westmoreland Road		39
DH004g	South Quay		30
DH011g	Ballanard Woods	Brief	40
DH016g	Anna Cur House		10
DH019g	South Quay		86
DH021g	South Quay		7
DH022g	Circular Road		63
DH025g	Fairfield		9
DH037g	Lower Dukes Lane		6
DH039g	Park Road		27
DH042g	Albany Road		8
DH046g	Victoria Road Prison	Brief	44
DM002g	Lake Road		41
DM003g	Loch Promenade		17
DM004g	Lord Street		21
DM007g	Formerly Masterplan TF1 & TF2		10
DM008g	Formerly Masterplan TF3 & TF6		33
DM012g	Summerland		7
DM013g	Little Switzerland		22
DM014g	Milestone		6
OH016g	Follies Cabaret		15
BH034g	Mannin Infirmary Site		23
Total of Allocated Sites			964
E Recommended Strategic Reserve Sites			
BH015s/BH019s	Woodstock & Fairway/Hilltop Nursery		15
BH031s (part)	Camlork (Field No 521518)	Brief	50
DH002s/DH057s/DM001s (DH003 & DH010)	Johnny Watterson's Lane	Brief	600
OH011s	Ballachrink, Onchan	Brief	140
GH013s	Baldrine Road, Baldrine		10
DH008s	Ellenbrook		60
Total of Strategic Reserve Sites			875
Grand Total			2,440

³⁹ 'g' represents a general allocated site
's' represents a strategic reserve

12.16 The Residential Proposal Sites

- 12.16.1 The Proposals Map (Map 3) and Inset Maps identify specific numbered sites for development. It is good practice for Proposal Sites to be accompanied by Development Briefs where appropriate. Briefs provide guidance to applicants and help in the development management process when applications are considered, thus allowing for a more straightforward and quicker application process overall. They can contribute to the success of the final development scheme on the ground.
- 12.16.2 Some numbered sites do not have associated Development Briefs. Development on such sites shall be in accordance with Residential Proposal 2 (see Table 19 below).
- 12.16.3 The Residential Proposal Sites (with Development Briefs) listed below are listed in the order of the settlement hierarchy starting with Douglas. Sites are set out under the name of the closest settlement rather than by Local Authority area. The Proposal Sites which are General Allocations as opposed to Strategic Reserves, have been identified in this final Plan by 'g' placed at the end of the original number. All of the sites identified by a 'g' number shall be taken to be within the settlement boundary and this is depicted on the Maps. Strategic Reserves all have the letter 's' placed at the end of their original site number. Until released, they remain outside of the settlement boundary for the purposes of this plan.

Residential Proposal 1

Development of the proposed (allocated) sites shall be undertaken in accordance with the proposed use marked on the Maps, any final Development Briefs as well as any baseline requirements set out in the Plan (see Residential Proposal 2).

12.17 The Sites

- 12.17.1 Site DBH002g and BH030g are allocated in the Plan for Predominantly Residential use

Site Number	DBH002g and BH030g
Site Name	Land south of Ballafletcher Road, and east of Braddan Road
Site Size	Upper part 2.32 ha, Lower part 30.23 ha
See Maps	3, 4 and 8
Inquiry Report comment (para. 266)	A development brief for these sites should recognise the potential for Site DBH002g to be developed in isolation.
Development Brief	
<ol style="list-style-type: none"> 1. The site shall be allocated for predominantly residential use. 2. Together, these two sites form an area contained by Ballafletcher Road; Braddan Cemetery and Braddan Road; a registered tree belt north of Douglas Rugby Club; and the Tromode Woods housing estate. The sites are close to existing services and public transport links. Although this land is mostly well contained, development would have some visual impact and should be sensitively designed to 	

minimise this. Development should also minimise any impact on registered trees, and mitigate any tree loss by replacement tree planting.

3. Although it is acknowledged that the sites are in separate ownership, they should be the subject of a comprehensive Masterplan, which will include a phasing strategy. The two sites may be developed at different times, but the development of one should not prejudice the subsequent development of the other. The Masterplan should provide for the possibility of an eventual vehicular access between Ballafletcher Road and Braddan Road, through the proposed development; and should provide for pedestrian and cycle routes, so as to promote active travel.
4. There are various access points that could be used. However, until a detailed assessment has been undertaken these options cannot be fully appraised and compared. The detailed assessment should also consider whether bus access can be delivered through the site. It should be submitted as part of any planning application for development of this land.
5. The sites shall be used for residential development (of about 300 dwellings) with associated infrastructure, including provision for a two form entry primary school, community facilities, and open space (including landscaped areas, children’s play space and amenity space). Consideration should also be given to the provision of specialist accommodation for elderly people. The Masterplan should show how the present provision of land for burials could be maintained within the scheme design.
6. Ground conditions must be taken into account, and the Masterplan should show the extent of any marshland within the site, and how this is to be treated.
7. Any proposals for the site should include a full assessment of the impacts on registered buildings and areas of potential archaeological interest.
8. Any planning application must include sectional drawings showing how account has been taken of the sloping topography of this land.
9. An Environmental Impact Assessment will be needed for any development proposed on this site.

12.17.2 Site BM006g is allocated in the Plan for Predominantly Residential use

Site Number	BM006g
Site Name	Land adjacent Vicarage Road, Braddan
Site Size	10.70
See Maps	3, 4 and 8

Inquiry Report comment (para. 272)	This site has much to commend it as the location of a future urban extension. I consider that to reserve part of it for use as a surface car park, which may never come to fruition, would be wasteful of an important opportunity
Development Brief	
<ol style="list-style-type: none"> 1. The site shall be allocated for predominantly residential use. 2. Any planning application for the development of part of this site must be accompanied by a masterplan for the whole site. The site shall be used for predominantly residential development (of about 100 dwellings) and any requisite infrastructure, including recreational open space and children's play space. Consideration should also be given to the provision of community, retail and health care facilities; and to the provision of specialist residential accommodation for elderly people and should provide for pedestrian and cycle routes, so as to promote active travel. 3. The main access shall be from Vicarage Road. 4. The registered trees along the site's western boundary must be retained and protected during the course of development. 5. There is an industrial estate to the east of the site. The applicant must show how this has been taken into account in the design of the scheme, in terms of layout, proximity of proposed dwellings to the boundary, and landscaping. 6. Proposals must demonstrate that the sloping topography of the site has been taken into account, and any detailed application must include section drawings across the site. 7. An Environmental Impact Assessment will be needed for any development proposed on this site. 	

12.17.3 Site DH011g is allocated in the Plan for Predominantly Residential use

Site Number Site Name Site Size See Maps	DH011g Land at Ballanard Woods, south of Ballanard Road 9.27 ha 3, 4 and 8
Inquiry Report comment (para. 315)	The suggested route linking the site to Tromode Road via the residential area to the south could help ease congestion at the junction of Ballanard Road and Johnny Watterson's Lane. However, this would have implications for residents of the housing to the south, who have not had an opportunity to comment. For this reason, I am reluctant to recommend that such a proposal should be included in a development brief."
Cabinet Office comment	Any development scheme which shows a potential link (road or footpath) to Tromode Road though the residential to the south of

	the site will be considered on its merits at the planning application stage. It is however not a requirement in the development brief.
<p>Development Brief</p> <ol style="list-style-type: none"> 1. The site shall be allocated for predominantly residential use. 2. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time. 3. There should be no net loss of biodiversity in the development of this site. 4. Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site. 5. The design scheme must allow for future public access links to the river valley area beyond the western boundary of the site which should be retained in perpetuity once in place. 6. Landscaping plans must accompany any detailed planning application. 	

12.17.4 Site DH046g is allocated in the Plan for Predominantly Residential use.

Site Number	DH046g
Site Name	Vacant Site (former Victoria Road Prison) and Edale (including Eastcliffe)
Site Size	1.39
See Maps	3, 4 and 6
Inquiry Report Comment (para 320)	The Cabinet Office has produced a development brief for this site, in respect of which I have no comments. I recommend that no modification be made to Site DH046 as shown in the draft Area Plan.
<p>Development Brief</p> <ol style="list-style-type: none"> 1. The use of the site shall be limited to the creation of a residential development (which may also feature residential care and/or day care uses and/or sheltered housing) and/or any uses associated with civic or cultural uses. 2. The siting, height and mass of buildings will need to be carefully considered and schemes should be mindful of the impact on the street scene. Any application for development must include cross section drawings to allow the understanding and appreciation of the proposed height and massing, and any impact on nearby buildings including No.11 Poplar Terrace and Victoria House Nursery. 	

3. The former prison gatehouse was a three storey building, which sat well back from the public highway of Victoria Road. The building did not appear to be a dominant or an overbearing feature within the street scene. It is considered that any building greater than two storeys abutting the back of the footpath on Victoria Road would appear too dominant within the street scene and would look out of place, it would therefore not be advisable to design a scheme with more than two storeys in this area of the site.
4. There is a surface water sewer that runs down the southwestern boundary of the prison site. It is known that this sewer takes land drainage from Nobles Park along with surface water runoff from Upper Dukes Road/ Victoria Avenue & the Police station area. Any development within the area must take into account this sewer which may need to be diverted. Any proposal must include a drainage plan for the proposed development. Potential applicants are advised to discuss any proposals with Manx Utilities.

Residential Proposal 2

Applications in the East should be prepared taking into account the following matters (which may need to be presented in a masterplan):

- a. **Scale of proposed development relevant to site size, location and setting;**
- b. **Existing green, grey and social infrastructure;**
- c. **Biodiversity (there should be no net qualitative loss);**
- d. **Phasing, layout, road access, parking and traffic circulation within the site;**
- e. **Need for public open space (formal and informal/amenity);**
- f. **Options for and access to public transport as part of an overall travel plan (meaning an appropriate long term management strategy that seeks to deliver sustainable transport objectives through action);**
- g. **Need for a Transport Assessment;**
- h. **Need for individual drainage masterplans or specific flood risk assessments (advice from Manx Utilities may be required)**
- i. **Need for landscaping - including areas of structural landscaping on larger sites;**
- j. **Need - as part of the development - for infrastructure service corridors;**
- k. **Need for archaeological evaluation and mitigation;**

This is not an exhaustive list and is in addition to the normal legislative and policy guidance on matters to be taken into account when determining planning applications.

12.18 Strategic Reserve Release Methodology - Supporting Statement

12.18.1 Flexibility in land supply is provided by the Strategic Reserve Sites. Throughout the plan process and particularly throughout the Public Inquiry stage, the need for Strategic Reserves and how they were going to be 'released' were two of the most controversial issues debated. The concept of Strategic Reserves was clearly accepted by the Inspector and is supported in the final Plan.

12.18.2 A trigger mechanism for future release of the Strategic Reserve Sites for residential use was set out in the Inquiry Report. There was considerable feedback during the Modifications stage (February 2020 - April 2020) on this trigger and the proposed amendment to it formulated by Cabinet Office. All representations and objections have been taken into account in the final wording.

12.18.3 **Adopted principles of the Strategic Reserve Sites:**

- i. Cabinet Office has the decision making ability to formally release Strategic Reserve Sites although the Department of Environment, Food and Agriculture has the ability through the Town and Country Planning Act 1999 to determine any planning application made on a Strategic Reserve Site at any stage whether or not it has been formally 'released'.
- ii. Data referred to in this section and the Strategic Reserve Release Mechanism (SRRM) Proposal has already been published and subjected to scrutiny through examination at Inquiry⁴⁰.
- iii. Strategic Reserves may be released individually by their site number, parts of which may be phased in any Cabinet Office Release Report as deemed appropriate.
- iv. Strategic Reserves may also be released alongside other numbered Strategic Reserves as part of a master-planned approach as set out in any Release Report.
- v. Triggers for release of Strategic Reserves for predominantly residential use include statistical evidence on total resident population, residents living in private households and housing delivery in the plan area.

12.18.4 **Data supporting the Release Mechanism**

- i. The Inquiry Report recommended "Strategic Reserve Sites will not be released for development until the population of the Isle of Man exceeds 89,000." Based on the 2016 Interim Census and associated projections, an Island resident population of 89,000 would be reached by 2031 (using the assumption of 500 net migration pa). It would be reached sooner i.e. in 2022 if the Island witnessed a net migration of 1000 pa.
- ii. The housing need for the East (1,500) for the plan period using the 2016 Census was based on a total number of households in 2026 of 38,317.
- iii. In terms of what the plan should deliver at the end of the plan period (2026), Table 18 at 12.15.3 under C – "Projected Conversions" and D "Allocated Sites" identifies that these should deliver 187 + 964 (1,151) dwellings by 31st March 2026, averaging 209 dwellings pa (averaged over 5.5 years) from Area Plan approval until 31st March 2026.

⁴⁰ See Appendix 3 for household size and population projection figures (based on 2016 Census)

- iv. Housing delivery will be monitored using the Residential Land Availability Study (RLAS) Updates. RLAS 18 is expected to take into account the data set 2011 to 2025 data set.
- v. Ultimately, Strategic Reserve site release will be based on settlement hierarchy and deliverability - taking into account all material considerations at the time - and may mean a mix of sites is brought forward and not necessarily the largest first.

12.19 **Strategic Reserve Release Mechanism Proposal 1 (SRRM Proposal 1)**

- A. A Strategic Reserve Site is land which may be suitable for development, but which will be held 'in reserve' until the need for such development has been established. The identification of Reserve Sites in this Plan allows for flexibility in land supply, should it be found that additional land is necessary. This accords with the 'plan, monitor and manage' approach identified in the Isle of Man Strategic Plan, and is necessary to ensure that the Plan can react to changing circumstances.**
- B. Strategic Reserve Sites in this Plan will not normally be released for development until the population of the Isle of Man exceeds 89,000.**
- C. However, Cabinet Office may, in the following circumstances, consider the release of Strategic Reserves for 'predominantly residential' use and make public any such proposal to release a Strategic Reserve to a 'general' land allocation if:**
 - i. a Government Census (or equivalent survey) states that the total number of private households is above 38,317; or**
 - ii. the delivery of new housing from allocated sites and those projected from conversions represents a significant undersupply to that expected. When considering levels of delivery, Cabinet Office must have before it evidence on housing supply, corroborated by a published RLAS study. The first opportunity to consider release will be RLAS evidence which includes the dataset 2011 to 2025. This will allow a reasonable time for Cabinet Office to consider the merits of release, the publication of a decision, preparation of and determination of a planning application (by DEFA) and potentially the commencement of works, before the end of the plan period on 31st March 2026.**
- D. Prior to release of a Strategic Reserve site, Cabinet Office will consider all of the evidence and publish a Report. Reports may take into account the deliverability of sites including:**
 - i. landowner/developer ability to comply with the principles of the development briefs set out in this Plan, and**
 - ii. the willingness of the landowner/developer to pursue a planning application, develop-out the site, as well as any other material considerations relevant at that time.**

E. Strategic Reserve Sites will normally be released in order of their position in the settlement hierarchy taking into account the circumstances evident at the time of any Cabinet Office Report, including the need for any supporting infrastructure. The order to be applied in respect of settlement hierarchy is as follows:

1st - Edge of Douglas sites (Main Centre)

- **DM001s, DH002s, DH057s, DH010s, DH003s**
- **BH015s, BH019s**
- **DH008s**

2nd - Edge of Onchan site (Service Centre)

- **OH011s**

3rd - Edge of Union Mills and Baldrine sites (Villages)

- **BH031s**
- **GH013s**

F. The status of all Strategic Reserve Sites will be reconsidered when this Area Plan is next reviewed and the broad merits of the release mechanism will be reviewed as part of any Strategic Plan Review.

12.20 Strategic Reserve Proposal 2

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

- i. that there is need for these sites which cannot be met by the existing allocations set out under Residential Proposal 1;**
- ii. that sufficient infrastructure exists, or can be provided prior to the development being brought into use, to allow the development to function and to avoid any unacceptable impact on wider networks;**
- iii. that the proposals will not have any unacceptable environmental impacts (including any significant landscape impacts); and**
- iv. All options for different uses on the sites have been fully explored taking into account health, social care and education needs.**

12.21 The Strategic Reserve Sites

12.21.1 Land to the north west of Johnny Watterson's Lane

Site Numbers	DM001s, DH002s, DH057s, DH003s and DH010s
Site Name/Description	Northwest of Johnny Watterson's Lane
Site Size	13.32, 7, 23.54 ha, 14.80, 0.43, 0.06
See Maps	3, 4, 6, 8
Land Use Allocation	Strategic Reserve - Predominantly Residential

<p>Inquiry Report comment (paragraph 302)</p>	<p>“The scale of their potential development would probably be excessive in relation to the immediate need for additional housing. Accordingly, I consider that they should be shown in the Area Plan as Strategic Reserve Sites. Their combined gross area is about 58ha. Applying discounts to allow for roads and structural landscaping, and for the provision of community facilities, including recreational open space, a neighbourhood centre and a primary school site, that should leave a potential developable area of more than 30ha. At a density of 20dpha, there would be space for approximately 600 dwellings.”</p>
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<p>Development Brief</p>	
<ol style="list-style-type: none"> 1. The sites would provide for a sustainable urban extension to Douglas. Their development potential is significant and provides an opportunity to create a new community. 2. They shall be developed in accordance with a Masterplan for the whole of the urban extension area. This would include details of proposed phasing; areas of public open space; arrangements for safe access; sustainable transport options which recognise the need to encourage active travel; substantial structural landscaping buffers; and consideration of appropriate community facilities, including a primary school, health care provision, retail facilities, and recreational open space. 3. The combined development should include provision for about 600 dwellings, and consideration should be given to the inclusion of specialist housing for elderly people. 4. The main access points to the development shall be from Johnny Watterson’s Lane. 5. The public footpath that crosses part of the site must be integrated into the proposed development. 6. Development proposals must take account of the sloping nature of the land and any detailed planning applications must include section drawings across the site. 7. An Environmental Impact Assessment shall be submitted with any application for development of this site. 	

12.21.2 Land to the north of Vicarage Road

<p>Site Numbers Site Name/Description Site Size See Maps Land Use Allocation</p>	<p>BH015s and BH019s Woodstock and Fairway and Hilltop Nurseries, Vicarage Road 0.48 ha, 0.62 ha 3, 4 Strategic Reserve - Predominantly Residential</p>
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Inquiry Report comment (paragraph 441)	"On balance, I consider that these sites should be treated as a strategic reserve for residential development in the Area Plan. A development brief should require that they be developed together in accordance with a masterplan; that access should be from the existing roundabout adjacent to site BH019; and that the sites should provide an aggregate of about 15 dwellings."
<p>Development Brief</p> <ol style="list-style-type: none"> 1. The two sites would provide for a strategic reserve for residential development. 2. They shall be developed in accordance with a Masterplan for the whole of the site. This should include details of proposed phasing, areas of public open space and landscaping, arrangements for safe access and sustainable transport options which recognise the need to encourage active travel. 3. The combined development should include provision for no more than around 15 dwellings. 4. The access to the development shall be from the existing roundabout adjacent to Site BH019. 5. An application must be accompanied by suitable supporting environmental information. 	

12.21.3 Land to the southwest of Ellenbrook Estate

Site Number Site Name/Description Site Size See Maps Land Use Allocation	DH008s Land adjacent to Ellenbrook, Douglas 5.41 ha 3, 4 Strategic Reserve - Predominantly Residential
Inquiry Report comment (paragraph 466)	"Development of this site would undoubtedly result in a loss of countryside, and have a visual impact which some local residents may find regrettable. However, in my view, it would have considerable advantages in terms of sustainability. I recommend that Site DH008 should be shown in the Area Plan as strategic reserve land for possible future residential development."
<p>Development Brief</p> <ol style="list-style-type: none"> 1. The site shall be used for predominantly residential uses. 2. There are no other specific development brief requirements associated with this site as adequate guidance is set out by the Isle of Man Strategic Plan Policies and the Proposals set out in this Plan. 	

12.22 Land north of Ballachrink, Onchan

<p>Site Number Site Name/Description Site Size See Maps Land Use Allocation</p>	<p>OH011s Land at Ballachrink, Onchan 9.9 ha 3, 4 and 6 Strategic Reserve - Predominantly Residential</p>
<p>Inquiry Report comment (paragraph 330)</p>	<p>"I do not consider that this extension to the urban area of Onchan would be immediately necessary. However, in my view, Site OH011 could contribute to the provision of additional housing, if required in future, subject to there being an adequate supply of primary school places; subject to the introduction of measures to mitigate peak hour traffic congestion; and subject to the resolution of local drainage problems."</p>
<p>Development Brief</p> <ol style="list-style-type: none"> 1. The Site Assessment Framework Report identified potential for landscape and environment impact which would require mitigation. Given this Report and the scale of potential development on this site, an Environmental Impact Assessment will be required as part of any detailed application. 2. Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site. 3. Landscaping plans must accompany any detailed planning application. These will form an important part of the approach to softening the visual impact of any development as seen from the Creg Ny Baa and Ballacottier Road. Plans must demonstrate clearly how siting and layout has taken into account the existing development to the south of the site so as not to have an unacceptable impact on residential amenity. Landscaping and sensitive siting will be particularly important along this boundary. 4. Access into and through the site to the must be fully explored ahead of any planning application. This includes pedestrian/cycling/bus links and advice should be taken from the Highways Division of DOI on these matters. <p>Surface Water</p> <ol style="list-style-type: none"> 5. The developer's proposals for disposal of surface water from any development on this site would be reviewed in detail to ensure it complies with Manx Utilities requirements. Surface water will be required to be attenuated onsite with discharge flows restricted to not more than greenfield runoff before discharging into a suitable watercourse. 	

6. It is known that the existing properties on the adjacent Ballachrink residential development currently drain to soakaways. Manx Utilities does not consider that the use of soakaways on any new development (OH011) to be suitable and as such all flows must be attenuated and discharged to a watercourse as stated above.
7. The use of Sustainable Urban Drainage Systems (SuDS) is a work stream that is being considered by the Government's Environmental Climate Change group. The outcome of this study may require the use of SUDS to be applied on all development sites.

Foul Sewage

8. Context - Unless specifically designed, it is uncommon for the existing foul and surface water sewers around the periphery of drainage catchments to have been sized to receive flows from additional developments. Historically, developments have been connected to existing foul sewerage system without fully considering / understanding the impact on the downstream system network; this has occasionally resulted in surcharging of sections of the combined system.
9. Any development on this site will require detailed discussions with Manx Utilities prior to the submission of any planning application in order that connection points from the new estate onto the existing sewerage system can be agreed and hydraulically modelled to demonstrate that there is no increase in flood risk. Any connection onto the existing foul sewerage network must not have a detrimental effect on the downstream sewers. Where the proposed connection is shown to have the potential to exacerbate flooding, Manx Utilities will require the developer to carry out localised sewerage improvements or the removal of surface water flows from the network to accommodate the proposed flows.

12.22.1 Land at Camlork (Field 521518)

Site Number Site Name/Description Site Size See Maps Land Allocation	BH031s (Field 521518 only) Camlork, Braddan 5.73 ha 3, 4 and 8 Strategic Reserve - Predominantly Residential
Inquiry Report comment (paragraph 283 and 288)	283 "In my view, a smaller residential development on the westernmost of the four fields at Camlork, would be reasonably well contained between the built-up area of Union Mills to the south and the existing ribbon of development along Trollaby Lane to the west, and would have a limited visual impact." 288 "...I consider that the westernmost of the four fields at Camlork should be shown as a Strategic Reserve Site with a capacity for about 50 dwellings. This would allow for a

	limited urban extension of Union Mills, if this should become necessary in future.”
Development Brief	
<ol style="list-style-type: none"> 1. The site shall be used for predominantly residential development (of about 50 dwellings) and any requisite infrastructure, including recreational open space and children’s play space. 2. The Strategic Reserve Site shall be taken to include part of the field beyond the lane to the southwest of the main site. 3. The character of the surrounding residential development should be considered in the design of development of this site. 4. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time. 5. There should be no net loss of biodiversity in the development of this site. 6. An Environmental Impact Assessment will be needed for any development proposed on this site. 	

12.22.2 Land north of Baldrine Road, Baldrine

Site Number Site Name/Description Site Size See Maps Land Use Allocation	GH013s Field north of Baldrine Road, Baldrine 2.2 ha 3 and 9 Strategic Reserve - Predominantly Residential
Inquiry Report Comment (paragraph 369)	“Spatial Policy 4 of the Strategic Plan indicates that development in this village should be of an appropriate scale to meet the local need for housing. I have seen no evidence that there is a local housing need in Baldrine, sufficient to justify the allocation of further sites for immediate residential development; or to justify the extension of the built-up area into the surrounding countryside. However, in view of the fact that approval has been granted for the construction of a new access road across Site GH013, it seems to me to be appropriate that this site should be reserved for future residential development, if and when a local need for this can be demonstrated.”

Development Brief

1. The site shall be used for predominantly residential uses.
2. There are no other specific development brief requirements associated with this site as adequate guidance is set out by the Isle of Man Strategic Plan Policies and the Proposals set out in this Plan.

12.23 Residential Development in the Countryside

12.23.1 The countryside protection Policies are set out in the Isle of Man Strategic Plan. General Policy 2 and General Policy 3 set out the policy framework for development both within and outside areas designated for development. The Isle of Man Strategic Plan Policies set out circumstances when it may be appropriate to allow development in the countryside, for instance, to provide accommodation for agricultural workers.⁴¹ In accordance with Section 8.8 of the Strategic Plan 2016, an assessment has been made of groups of houses in the countryside, but no such group is identified in the Area Plan as having potential for further residential development.

12.24 Groups of Houses in the Countryside

12.24.1 The Isle of Man Strategic Plan⁴² indicates in paragraph 8.8.1 that:

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

12.24.2 In accordance with Section 8.8 of the Strategic Plan 2016, an assessment was made of groups of houses in the countryside, but no such group is identified in the Area Plan as having potential for further residential development.

⁴¹ Isle of Man Strategic Plan 2016 General Policies 2, 3 Environment Policies 1, 2 and Housing Policies 7, 8, 9 and 10

⁴² Isle of Man Strategic Plan 2016 Chapter 8 Housing, Section 8.8

13 Comprehensive Treatment Areas

13.1 Introduction

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

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

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

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

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

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

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

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

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

13.2 Strategic Plan Implementation

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

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

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

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

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

13.3 Comprehensive Treatment Area Objectives

13.3.1 The objectives are to:

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

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

13.4 Area Plan Desired Outcomes

13.4.1 The outcomes for each identified 'treatment area' will be tied to the proposed mix of uses on each site. The desired outcomes can be summarised under the following headings – many of which are interlinked:

i. Urban Design and Integration

- a. To provide urban design outcomes which recognise the history of each area, their relationships to neighbouring land uses and features and takes into account appropriate transition from one land use to the next.

ii. Infrastructure

- a. General/grey - to ensure that development staging is co-ordinated with the delivery of infrastructure and to create a road network that is permeable.
- b. Green – to establish appropriate public open space assets that are visually and physically linked via the local road network and associated pedestrian and cycling trails and waterways. To protect character in terms of landscape quality and nature conservation value with settlement boundaries.

iii. Uses

- a. Provision of retail, community services, leisure without compromising the function and role of nearby activity centres, and which facilitates efficient and direct pedestrian, cyclist and vehicle movement.

iv. Making a positive contribution

- a. To create an attractive urban environment that features tree-lined streets and attractive open spaces with high-amenity landscaping.

v. Making the best use of resources

- a. Areas have been chosen because of their ability to complement existing town centres uses, and to take advantage of the roads and service infrastructure already in-place.
- b. To ensure balance between water quality, biodiversity, recreation and visual amenity while optimising developable land within settlement limits.

vi. A more integrated transport network

- a. Provide realistic and workable alternatives to the use of private vehicles through the creation of direct links for pedestrians, cyclists and public transport users to town centre and retail areas, to schools, leisure facilities and other community assets.

13.5 Key features of Comprehensive Treatment Areas in the East

13.5.1 The proposals set out in this Plan:

- Identify four CTAs in Douglas and one in Onchan;
- Have a strong treatment focus on delivering quality urban environments, with a complementary mix of land uses and clear underlying visioning;
- Translate to mapped areas without defined edges;
- Describe the treatment which is proposed; and
- Intend the period, within which that treatment is to begin, as being within 5 years beginning with the date on which the Plan is adopted.

13.6 Proposed Comprehensive Treatment Areas in the East

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

13.7.1 Despite planning approval for a variety of uses having been granted, much of the site remains undeveloped and has done for some time. The site has a negative effect on this prominent area of Douglas and impacts on the appearance of the Promenade as a whole. The area fronting the Promenade should either be developed or its appearance improved by creating an attractive public space. Re-development of the wider area would not be discounted, although where existing buildings are attractive and have a sound fabric, they should be incorporated into any wider scheme. The Central Douglas Masterplan suggests there is opportunity to support the intensification of the high street through the removal of some buildings on Duke Street. The Villiers site CTA is also a strategic freight corridor and maintaining access for commercial vehicles, including HGV's, must be considered in any proposed development.

CTA Proposal 1 - The Villiers (Treatment Plan)

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

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

- 13.8.1 Market Street lies to the rear of Strand Street, the main shopping area of Douglas. The street currently has the function and appearance of a service road which is considered to have a negative impact on this area of the town. With imagination, this impact could be reversed and the street could become more appealing to shoppers and visitors alike. The completion of a new hotel in this location will be beneficial and the investment this represents should be capitalised upon. The Central Douglas Masterplan recognises that the area could provide further retail opportunities and increased floorspace. Re-development could enable improved links between Strand Street and Upper Douglas which would assist with footfall. The Chester Street car park performs an important function serving this part of town, but would benefit from enhancement. The Market Street CTA is also a strategic freight corridor and maintaining access for commercial vehicles, including HGV's, must be considered in any proposed development.

CTA Proposal 2 - Market Street (Treatment Plan)

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

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

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

CTA Proposal 3 - Riverside and Peel Road (Treatment Plan)

Development of this area could include leisure, retail warehouse (bulky goods) and residential uses. The acceptability of the range of uses and their precise location shall be assessed as part of a development brief taking into account accessibility, highway impact, design, visual impact and flood mitigation. The presence of buried river channels and 19th century water management channels such as mill leats may require carefully engineered groundworks. Provision for a cycle route that links to existing and future cycle networks including the Heritage Trail shall be included.

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

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

CTA Proposal 4 – Peel Road West (Treatment Plan)

Development of this area could include leisure and retail warehouse (bulky goods). New uses shall be assessed taking into account accessibility, highway impact, design, visual impact and flood mitigation. Provision for a cycle route to link to the Heritage Trail shall be included.

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

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

CTA Proposal 5 – Onchan Schools (Treatment Plan)

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

CTA Proposal 6 (General)

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

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

Appendix 1. **Additional background information on Employment Land (see Chapter 8)**

A1 The Employment Land Review 2015

- a. An Employment Land Review (ELR) was commissioned by Government in 2013. The Report was published in June 2015 (with a corrected version published in January 2017).
- b. The Review set out the projected net change in job figures from 2014 to 2029 in:
 - Manufacturing (including food and drink production);
 - Office (E-gaming, ICT, Banking, Insurance, Fiduciary and Professional Services); and
 - Warehousing and Distribution.
- c. This information was informed by the evidence base for Vision 2020 and the Business Survey carried out by Government during March and April 2014. It is important to note that neither the Vision 2020 employment forecasts, nor the findings of the Business Survey made any provision for inward investment requirements.

A2 ELR Report Findings

- d. Average densities (square metres per employee) for each of the three types of employment land were devised to convert the job growth into floorspace. Assumptions were applied about how much of the additional floorspace could be provided within existing premises (5% for Manufacturing and Warehousing and Distribution) and how much office growth would take place within existing town centres (75%). Of the floor space to be provided on new sites/out-of-town office, a standard plot ration was applied, including an uplift of the figures to take account of potential inward investment. Past trends indicated that most demand is in the East (around Douglas) and South (around the Airport).
- e. Three scenarios were outlined as to how the national total could be distributed across the South and East. Past trends indicated that 84% of Manufacturing floorspace, 90% of Warehousing and Distribution and 95% of Office space has been located in the East and South. If these figures are applied to the future forecasts, assumptions then needed to be applied as to how the demand would be divided between the East and South. Given the policy context, it is proposed that Scenario 1 was used for the Area Plan, which assumes that 75% of trend take-up is within the geographical area covered by the Area Plan for the East.
- f. An update of the ELR was produced as a Supplementary Report in 2017. This included the consideration of revised job forecasts (at both the previous level and, for Office

and Manufacturing, a reduced growth level) and extrapolated these to cover period 2014 – 2020 and 2014 – 2026 (i.e. up to the end of the current plan period).

- g. Using Distribution Scenario 1 and the central (rather than reduced) growth forecasts, the suggested total demand for the East 2014 - 2026 was identified as 8.43 hectares, made up of:
- Manufacturing - 6.45 hectares;
 - Warehousing and Distribution - 1.34 hectares; and
 - Out-of-Town Office - 0.64 hectares.
- h. The above figures do not take account of 'choice and churn' in the market and so it was suggested that 50% be factored in, giving a total target of 12.65 hectares for the period 2014 – 2026. As set out in the table below, 2.88 hectares of land has been developed since 2014, meaning that the Area Plan needed to allocate sufficient land to meet a residual target of 9.77 hectares.

A3 Employment Development 2014 - 2017

Location	Original Site No. (not shown on maps)	Size (hectares)
Middle River & White Hoe	DE008	0.16 (Part of Site)
Kirby Farm	BE022	0.1
Tromode & Ballafletcher	BE016	0.5 (Part of site)
	DE005	0.16
Isle of Man Business Park	BE011	0.47
	BE015	0.59
	BE021	0.9
TOTAL		2.88

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

A4 Existing Supply

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

A5 Employment Land Supply in the East identified in the ELR (2015)

Location	Original Site No.	Size (hectares)
Middle River & White Hoe	DE006	0.28
	DE008	0.2
Kirby Farm	BE018	0.26
Tromode & Ballafletcher	DE005	0.2
	BE017	0.11 (discounted from 0.91)
Isle of Man Business Park	BE011	0 (discounted from 2.59)
	BE014	0.25
South of Cooil Road/	BE006	0 (discounted from 4.1)
	BE024	0.7
Onchan	OE001	0 (discounted from 2.54)
TOTAL		2

A5 The Employment Land (Development Order) Project 2015

- k. Following the Employment Land Review being laid before Tynwald, and noting both the limited supply in the East and the potential for a technology park, work was undertaken to:
- undertake a ‘call for sites’ for employment land across the Island, not just the East, although this was where the priority was;
 - assess any sites and short list of preferred sites; and
 - consider the merits of bringing forward one or more preferred sites through the Development Order process in 2016.
- l. At the start of this work stream, which is referred to generally as the Employment Land Development Order Project, it was acknowledged that some sites may be better being assessed as part of the Area Plan for the East.
- m. The Employment Land Development Order Project was undertaken between July 2015 and July 2017 (alongside the production of the Employment Land Review Supplementary Report).
- n. The aim was to identify and evaluate land for use as potential new sites for employment land. The project reached the relatively advanced stage of identifying preferred sites for possible Development Orders, including the shortlist set out below.

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

A6 Employment Land Supply

- o. In July 2017, a decision was made not to proceed with any Development Orders for employment land. The work had become contemporaneous with the preparation of the Area Plan, and so was subsumed within it. Good planning is not achieved by separate projects, but by a holistic and joined-up approach.
- p. Notwithstanding, the interim findings of the Employment Land Project showed that site BE002 and BE006 off Cooil Road and Sites DE002 and DE004 at the Nunnery had potential for use as employment land. This Draft Plan identifies these sites as Proposal Sites alongside a number of others.

A7 General allocations

- q. In order to ensure sufficient land is allocated in the Area Plan to respond to the identified employment land need it is important to discount a proportion of the gross area of sites to take account of areas which should be set aside for green infrastructure (e.g. strategic scale landscaping). Therefore, sites were discounted as follows (unless a site specific constraint was identified which would reduce the net developable area further):
 - Sites of 3 to 10 hectares = 80%; and
 - Sites of over 10 hectares = 70%.
- r. It is also important to note that not every site that is allocated be taken up and, even where development commenced, the site may not be fully built out during the plan period. This latter point is more likely to impact on larger sites. Therefore, the net developable area of sites is discounted in assessing the contribution to meeting the demand previously identified in this Chapter as follows:
 - Sites of 0.3 to 3 hectares = 80%;
 - Sites of 3 to 10 hectares = 70%; and
 - Sites over 10 hectares = 60%

Appendix 2. **Recommendations set out in the Retail Study 2009**

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

Appendix 3. Extracts from Draft Area Plan Household size and populations projections paper DP EP 5 (Updated June 2019) published ahead of the Public Inquiry

'Table 1' (as set out in DP EP 5) Population projections based on the 2016 Census used to support the Report 'Meeting our Population Challenges 2018'

Total Population Projections											
Variant	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	
Zero	83,314	83,212	83,092	82,955	82,801	82,626	82,438	82,227	81,999	81,753	
Mig 500	83,314	83,770	84,217	84,652	85,083	85,487	85,887	86,276	86,661	87,021	
Mig 1000	83,314	84,285	85,256	86,240	87,208	88,118	89,071	90,004	90,966	91,888	
Variant	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Zero	81,486	81,203	80,907	80,587	80,258	79,900	79,537	79,146	78,741	78,309	77,875
Mig* 500	87,385	87,722	88,059	88,366	88,646	88,914	89,155	89,366	89,560	89,721	89,872
Mig 1000	92,833	93,768	94,693	95,591	96,445	97,293	98,099	98,881	99,638	100,352	101,051

* Mig = Net Migration

'Table 8' (as set out in DP EP 5): Scenario D - Average household size reduces by 0.0048 per year from 2016

Number of private households

	2017	2018	2019	2020	2021	2022	2023	2024	2025		
Average Household Size	2.28	2.27	2.27	2.26	2.26	2.26	2.25	2.25	2.24		
Zero	35,795	35,819	35,835	35,844	35,845	35,839	35,824	35,801	35,770		
Mig. 500	36,034	36,303	36,568	36,832	37,086	37,339	37,588	37,836	38,075		
Mig. 1,000	36,256	36,751	37,254	37,752	38,227	38,723	39,212	39,716	40,204		
	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Average Household Size	2.24	2.23	2.23	2.22	2.22	2.21	2.21	2.20	2.20	2.19	2.19
Zero	35,730	35,683	35,629	35,565	35,496	35,415	35,331	35,234	35,130	35,014	34,896
Mig. 500	38,317	38,547	38,779	38,998	39,206	39,410	39,603	39,783	39,957	40,117	40,272
Mig. 1,000	40,705	41,204	41,700	42,187	42,656	43,124	43,576	44,019	44,453	44,870	45,282

