



**Isle of Man**  
Government

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## **Area Plan for the North and West—Draft Plan**

### **EPD3 Land Needs & Supply Report**

**Cabinet Office  
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# 1. Introduction and Settlement Hierarchy

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- 1.1 The Strategic Plan was approved by Tynwald in 2016. It sets out the broad level and pattern of development (including a housing need figure and settlement hierarchy). The Area Plan for the North and West is intended to provide the detailed policies and allocations to deliver the Strategic Plan.
- 1.2 The Strategic Plan sets out a housing 'target' and an indicative distribution of housing numbers to the settlements set out in the settlement hierarchy.
- 1.3 The Strategic Plan does not include an Employment Land target, therefore from Employment Land Review evidence base an employment land (manufacturing, distribution/warehousing, out-of-town office) target has been proposed.
- 1.4 A yield potential has now been reached for every proposed site – informed by a bottom up assessment of the quality of the site and a top down assessment of required development land to meet the needs of the Strategic Plan projections.
- 1.5 This information has been used to help prepare the emerging Draft Plan and as an evidence base for further consultation.

## 2. Potential Development Sites and Assumptions

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2.1 262 potential development sites have been considered:

- 13 for Employment uses
- 176 for Housing uses
- 19 for Mixed uses
- 23 for Open Space and Nature Reserves
- 31 for Other uses

2.2 The above figures have not excluded sites with multiple options and have thus been counted individually. However, of the 262 potential development sites:

- 42 Sites have been classed as Category 1 in the Site Assessment Framework (no detailed assessment required – wash over reflecting surrounding land use) or as a Mineral Site and of national need.
- 118 sites have been identified as Countryside and therefore unsuitable for further consideration
- 102 have been considered in more detail.

2.3 The 102 sites that require further assessments consist of:

- 73 sites for Housing use covering 425 hectares
- 5 sites for Mixed use covering 236 hectares
- 8 sites for Employment covering 42 hectares

### **Assumptions**

2.5 In calculating the potential net 'yield' of sites the following assumptions have been made.

**Table 1: Potential Development Site Yield Calculation Assumptions**

Issue	Top Down Assumptions
<p><b>Biodiversity Net Gain:</b> While no currently policy nor any approved guidance on delivering a biodiversity net gain is available, approved legislation will now require developments to take this into account. Not all development sites are of the same ecological value and a preliminary ecological assessment would need to be carried out prior to any design phase and if required a protected species survey that would in turn inform the developer how best to address biodiversity net gain.</p>	<ul style="list-style-type: none"> <li>• Urban - un-vegetated &amp; sealed surfaces then assume 100% developable</li> <li>• Very Poor - Previously developed sites with some vegetation assume 95%</li> <li>• Poor – Improved Grassland then assume 90%</li> <li>• Moderate - Semi Improved Grassland then assume 75%</li> <li>• Good - Natural Vegetation assume 50%</li> <li>• Irreplaceable – Mature Woodland or highly distinctive habitat assume 0% developable</li> <li>• (Any mix of the site that falls within the above categories)</li> </ul>
<p><b>Net Developable Area:</b> A net developable area needs to be calculated for each site (to discount strategic landscaping areas, larger roads etc.)</p>	<ul style="list-style-type: none"> <li>• If under 3 ha then assume 100% (unless constrained site in which case reduce %)</li> <li>• If 3 – 10 ha assume then assume 80%</li> <li>• If over 10 ha then assume 70%</li> </ul>
<p><b>Probability of Development:</b> Not every site that is allocated will be brought forward (around 19% of planning approvals in the North and West are not taken up). Even if sites are commenced, they may not be built out in the plan period (especially if a larger site)</p>	<ul style="list-style-type: none"> <li>• If Housing, Employment or Mixed Use and under 3 ha (but more than 0.3 if employment) then assumed 80%</li> <li>• If Housing, Employment or Mixed Use and 3 – 10 ha assume then assume 70%</li> <li>• If Housing, Employment or Mixed Use and over 10 ha then assume 60%</li> <li>• If existing use which would need to have ceased assumed 0% (unless clear evidence may do so)</li> <li>• If significant delivery concerns then assume 10%</li> </ul>
<p><b>Community &amp; Social Uses for Housing Sites:</b> A % of Site Developed for Housing: Areas of site may be developed for other uses, for example neighbourhood shopping areas</p>	<ul style="list-style-type: none"> <li>• If a Mixed Use Site assume 50%</li> <li>• If under 3 ha then assume 100%</li> <li>• If 3 – 10 ha then assume 90%</li> <li>• If over 10 ha then assume 80%</li> </ul>
<p><b>Housing Density:</b> As set out in the SAF, not all housing developments are at the same density (<i>Note: Net Housing density includes housing and directly associated uses and excludes major distributor roads, primary schools, open spaces serving a wider area and significant landscape buffer strips</i>)</p>	<ul style="list-style-type: none"> <li>• Within Peel or Ramsey’s existing mixed use and town centre, assume 160 dph</li> <li>• Within Peel or Ramsey ESB and within existing residential or Brownfield sites, assume 45 dph</li> <li>• Peel or Ramsey, abutting ESB or on Greenfield sites within the ESB assume 35 dph</li> <li>• Within or abutting an ESB of a defined Village assume 20 dph</li> <li>• None of the above assume 2 dph</li> </ul>
<p><b>Employment Sites</b> – does the proposed use contribute to a use which has been included in the calculation of the demand figures (e.g. Car Show Rooms not a relevant ‘type’ of employment, a Technology Park or any other industry the Government has indicated it wishes to grow since the report was published is a relevant type of employment but would result in increased demand over and above that set out in ELR)</p>	<p>% Employment use is shown as 0 if not responding to ELR, current economic strategy or found unsuitable through the site assessment framework.</p>

# 3. Housing Supply

## Residual Target

- 3.1 An annual Residential Land Availability Study (RLAS) is carried out which records planning approvals for residential development and records the take-up of those approvals (i.e. whether they have been implemented).
- 3.2 Although the Plan Period runs on financial years (1<sup>st</sup> April - 31<sup>st</sup> March) the RLAS study period covers 1<sup>st</sup> July – 30<sup>th</sup> June. However, it is considered that this makes negligible difference to the overall results. Due to the time taken to produce the study, there is a lag-time and so the latest study to be published is RLAS Update 15 which covers the period up to the end of June 2022 and so represents the first ten years of the 15 year Plan Period set out in the Strategic Plan.
- 3.3 In light of the above, the data within RLAS15 has been used in relation to the period 1<sup>st</sup> July 2011 – 30<sup>th</sup> June 2022. Planning Approvals (including conversions) have been identified within this time period which, based on the information within RLAS15, are either completed or have commenced and have less than 3 plots remaining.
- 3.4 These planning approvals are counted as dwellings that have already been built in within the plan period and so reduce the number of units which need to be provided over the remainder of the plan period (see table 2).

**Table 2: Dwellings that have been built since 2011 (RLAS Update 15)**

Local Authority Area	Dwellings completed/ started on site
Andreas	2
Ballaugh	6
Bride	2
Jurby	9
Maughold	4
German	6
Lezayre	9
Michael	9
Patrick	44
Peel	393
Ramsey	327
<b>TOTAL</b>	<b>811</b>

- 3.5 Therefore, the **residual housing need is 729** units based on the fact that:-

- the Strategic Plan identifies a need in the North and West of 1,540 units (770 each); and
- 811 units have been completed or commenced.

## Potential Development Sites

3.6 Potential sites to accommodate 9,310 dwellings have been identified, with potentially **3,774 within the Plan Period**.

3.7 It should be noted that of the 3,774:

- 147 Housing units on unoccupied urban or brownfield sites within the existing settlement boundary (this is due to the deliverability concerns associated with some sites and also that some brownfield sites will likely contain a significant element of non-residential development – e.g. RM001 – Gladstone Park).
- 3627 would be outside but abutting the existing settlement boundary

## Additional Supply

3.8 The Existing Housing Supply comprises:

- dwellings (excluding conversions) that have planning approval, have not yet been built and fall below the threshold to be considered as Potential Development Sites; and
- a projection for future conversions over the remainder of the plan period.

3.9 Based on the information set out in the remainder of this section, additional flexibility has been identified in terms of a potential 'existing supply' which could comprise:

- 264 remaining approvals on sites not considered as Potential Development Sites (as too small) a percentage of which might be expected to be implemented, giving a net figure of 200.
- based on past trends, the possibility of 39 forecast conversions in the North and West (changes of use to residential).

3.10 RLAS15 includes a projected figure for windfalls from 2022 to 2026 (based on a mean average of the preceding 10 years). Windfall is defined as, "A development on land not specifically identified for housing, for example, on land designated for light industry or for office use". Given the plan provides an opportunity to review the designation of land (and 're-zone' non-housing land for housing), and also to avoid double-counting with any 'remaining approvals' identified within this Chapter, the windfall projection is not included in the existing supply figures.

## **Dwellings (excluding conversions) that have planning approval have not yet been built and fall below the requirements to be considered as Potential Development Sites**

3.11 The following types of approvals can be counted as part of the Existing Housing Supply:

- planning approvals which are not yet taken up (based on RLAS15) and were for less than 3 net additional units; and
- planning approvals which are not yet taken up (based on RLAS15) and are outside of areas allocated in existing development plans for development or identified as predominantly residential (existing) (or equivalent).

- 3.12 Table 3 shows the planning approvals as per above<sup>1</sup>. Sites which have been approved since July 2011 and since expired are not included. This gives an estimate of the number of units 'in the pipeline'. The capacity of sites has been calculated based on net contributions (e.g. the demolition of a dwelling to create 2 dwellings would be a net increase of 1). It is noted that there may be other sites which come forward during the remainder of the plan period for redevelopment or 'backland' development. No projection is made for these and so they would contribute to additional supply.
- 3.14 The results of this exercise are summarised in the table below. RLAS Update 15 identifies an average take-up rate in the North of 64% and West of 88% (76% average). Therefore of the 264 remaining approvals it is assumed that 200 are taken up (this is the 'Adjusted Figure' included in Table 3).

**Table 3: Existing Housing Supply (approvals) in the North and West (RLAS Update 15)**

Local Authority Area	Dwellings approved but not started	Adjusted
Andreas	4	3
Ballaugh	5	4
Bride	5	4
Jurby	40	30
Maughold	6	5
German	15	11
Lezayre	19	14
Michael	10	8
Patrick	7	5
Peel	30	22
Ramsey	123	94
<b>Total</b>	<b>264</b>	<b>200</b>

### Projected Conversions

- 3.15 RLAS15 includes a projection for conversions from 2021 – 2026. This is based on a mean average of the conversion figures of previous years divided by the remaining number of years in the plan period. This gives a total of 108 conversions from 2021 – 2026 within the North and West. If the completed conversions since 2011 are used to generate the mean (total divided by 11 to give 1 year average multiplied by 4 – the remaining years in the plan period) this gives the conversion projections for each Local Authority Area as set out in Table 4, a total of 39.
- 3.16 If this figure is used to calculate total supply as part of the area plan, the yield of any Housing or Mixed Use Potential Development Sites which are conversions (other than hotels/guesthouses) rather than new build would need to be discounted. Proposals which involve an existing building being demolished prior to construction are not counted as conversions. However, if the existing building were residential, a net yield will be used which allows for the loss of existing units.



**Table 4: Conversions**

<b>Local Authority Area</b>	<b>Projection 2021 – 2026 (5 Years) from completed conversions</b>
Andreas	1
Ballaugh	3
Bride	0
Jurby	1
Lezayre	0
Maughold	1
Ramsey	19
German	6
Michael	0
Patrick	5
Peel	3
<b>TOTAL</b>	<b>39</b>

- 3.17 Table 5 summarises the findings of this paper into a final table that illustrates what the composition of the emerging draft plan will likely consist. Of particular note is the need to only provide a further 343 on sites outside the existing settlement boundary and that the weighted distribution would be predominantly around Peel and Ramsey.

**Table 5: Potential Distribution of Housing\***

Source	Dwellings
<b>A</b> Dwelling completed between 2011-2022	811
<b>B</b> Expected yield from outstanding approvals	200
<b>C</b> Projected conversions 2022-2026	39
<b>Total of A+B+C</b>	<b>1050</b>
Likely yield of sites available within ESB but excluding sites with valid planning approvals	<b>147</b>
Yield required from new allocations:	
Ramsey	102
Peel	102
Andreas	17
Jurby	17
St Johns	17
Foxdale	17
Kirk Michael	17
Bride	9
Ballaugh	9
Dalby	9
Glen Maye	9
Glen Mona	9
Sulby	9
<b>Total</b>	<b>343</b>
Strategic Reserves	0
<b>Grand Total</b>	<b>1540</b>

\*If allocating houses proportionally to their Strategic Plan settlement type only.

## 4. Employment Land Demand and Supply

4.1 The approach has been informed by the Employment Land Review (2015), Supplement (2017) and Site Assessment Work. The important elements of the approach are summarised below:

- The Employment Land Review calculates the demand for employment land (manufacturing, distribution & warehousing and out of town office) from 2014 – 2026 and produces a combined figure for the North and West of 1.86 hectares.
- Significant allocations already exist in the Area Plan for the East and South, however much of the demand is for high quality office development and business park uses.
- This figure does not allow for choice or churn and therefore an element of over-allocation is required, 50% is proposed, giving a figure of **2.79 hectares**

4.2 In determining whether a site contributes towards meeting this demand, the following points should be noted (in addition to the broad assumptions set out in section 2 previously):

- The ELR sets out demand figures for office, manufacturing and warehousing/distribution, therefore only development of sites for these uses 'counts' towards meeting the ELR demand. The use of employment land for other uses (leisure, car showrooms, waste etc.), therefore sites allocated specifically for such uses should not be counted towards meeting the 2.79 hectares demand figure.
- The demand figure runs from 2014, therefore development which has taken place since 2014 'counts' towards meeting the demand.
- Sites that are developed but have become vacant since the ELR but the opportunity remains available whether actively marketed or not should neither be counted as a loss or towards meeting the 2.79 hectares demand figure.

4.3 The following sites have been identified as being developed since 2014, giving a total of 0.8 hectares and a **residual target of 1.99 hectares**.

**Table 6: Employment Development Since 2014**

Site	Area
1D Jurby Industrial Estate	0.8ha
<b>Total</b>	<b>0.8ha</b>

4.3 The assumptions behind the employment land supply require further refining, however work to date (Appendix 2) suggests a **total potential development of 4.5 hectares, with only 1.99 hectares potentially needed within the plan period**.

4.4 In reviewing the projections of the supplementary 2017 update it is clear that the 2014-2020 projections by industry for the most part were as expected with the exception of E-Gaming and ICT. Both sectors saw a decrease in those employed much greater than expected. This can be attributed to issues such as Brexit, high energy prices and energy mix making the Isle of Man a much less attractive jurisdiction to operate from than it was previously.

- 4.5 Meanwhile, Manufacturing & Insurance that were projected to grown albeit at a reduced rate, were all within a comfortable margin of error. This was in line with the Vision 2020 document that sought to bring a shift in the balance of the economy more towards Manufacturing and production. This has manifested itself in particularly with the Food and Drink manufacturing sector which saw growth tenfold of that predicted.
- 4.6 2021 was a poor time to review the outcomes of the ELR so in assessing the Q1 figures of 2022 and the absence of any net loss or gain in office based employment over the ELR estimate it is taken to be unlikely that the need for additional office space has increased in any meaningful way especially given the new acceptance of remote working. This does however present the opportunity for conversions of existing low quality office space to residential and mixed used developments and opportunities for new high quality office space and hot desk facilities within the service centres.
- 4.6 Manufacturing as a sector is one the most susceptible to changes in the price of energy and raw materials. To maintain sector viability, it will be important to ensure affordable and available premises for all trades.
- 4.7 Cabinet Office await the findings of the KPMG report commissioned by the Government and any emerging economic strategy and the implication this may have on the need for new employment land types and what existing facilities could be re-used, refurbished or repurposed to meet demand. This report is due to be published later this year.

**Table 7: Employment by Sector**

<b>Sector</b>	<b>ELR 2020 Estimate</b>	<b>2020 Quarterly Average</b>	<b>Difference</b>	<b>Q2 2022</b>	<b>Difference</b>
E-Gaming	1216	798	-418	864	+66
ICT	2000	1294	-706	1423	+129
Banking	1930	2046	116	1780	-266
Insurance	1575	1897	322	1872	-25
Fiduciary	1438	1750	312	1830	+80
Professional Services	4374	4514	140	4778	+264
<b>Total</b>	<b>12533</b>	<b>12378</b>	<b>-234</b>	<b>12547</b>	<b>+248</b>
Manufacturing: General & Engineering	1233	1341	108	1251	-90
Manufacturing: Food & Drink	665	1831	1166	1766	-65
<b>Total</b>	<b>1898</b>	<b>3172</b>	<b>1274</b>	<b>3017</b>	<b>-155</b>

## Appendix 1: Potential Housing Land Supply

	Cat. 1 PDS within ESB	Cat 1. PDS within ESB (Adjusted)	Cat 2. PDS Abutting or Adjacent to ESB	Cat 2. PDS Abutting or Adjacent to ESB (Adjusted)	Total Supply	Total Supply (adjusted)	Strategic Plan Settlement Target (Indicative)	Target (Based on 1,540 / Table 5)	Difference
Ramsey	153	62	1904	1222	2057	1284	60.00%	102	1182
Peel	142	67	998	634	1140	701	60.00%	102	599
Andreas	5	1	2361	792	2366	793	10.00%	17	776
Jurby	96	6	248	158	344	164	10.00%	17	147
St Johns	6	4	152	108	158	112	10.00%	17	95
Foxdale	0	0	92	67	92	67	10.00%	17	50
Kirk Michael	6	0	240	177	246	177	10.00%	17	160
Bride	2	1	28	22	30	23	5.00%	9	14
Ballaugh	4	3	297	220	301	223	5.00%	9	214
Dalby	3	1	0	0	3	1	5.00%	9	-8
Glen Maye	0	0	32	3	32	3	5.00%	9	-6
Glen Mona	0	0	30	24	30	24	5.00%	9	15
Sulby	14	2	273	200	287	202	5.00%	9	193
<b>TOTAL</b>	<b>431</b>	<b>147</b>	<b>6655</b>	<b>3627</b>	<b>7086</b>	<b>3774</b>	<b>100%</b>	<b>343</b>	<b>3431</b>

*Note: The adjusted figures includes all deductions and is indicative of the likely quantity to come forward if allocated.*

## Appendix 2: Employment Land Supply

Site	Settlement	Area	Gross	Net Area	Developed	Developable
Trout Farm, Shore Road, Kirk Michael	Kirk Michael	West	2.11	2.11	0	0
Station Road, Kirk Michael	Kirk Michael	West	0.05	0	0	0
Michael Car Centre, Main Road, Kirk Michael	Kirk Michael	West	0.11	0	0	0
Kelly Industrial Estate, off Main Road, Kirk Michael	Kirk Michael	West	0.82	0.3	0	0.3
Garage & Filling Station, Main Road, Kirk Michael	Kirk Michael	West	0.12	0	0	0
The Old Brickworks, Mines Road	Foxdale	West	1	0	0	0
Clock Tower Industrial Estate	Foxdale	West	0.8	0	0	0
Vacant land at Clock Tower Industrial Estate	Foxdale	West	2.1	2.1	0	0
Close Chiarn / Power Station	Peel	West	9.2	0.38	0	0
Land west of Glenfaba Road	Peel	West	7.44	6.71	1.23	0
Industrial Estate off Ramsey Road (known as Middle Cooil Ushtey Industrial Estate or Edward Lourdes Business Park)	Peel	West	1.4	0.3	0	0.3
Former IOM Bank	Kirk Michael	West	0.08	0.08	0	0.08
Kella Mill	Sulby	North	0.61	0.43	0	0
Lezayre Road / Gardeners Lane	Ramsey	North	3	0	0	0
Lezayre Road	Ramsey	North	2.37	0	0	0
Ballachrink / Poylldooey	Ramsey	North	4.16	0	0	0
Ballachrink / Poylldooey	Ramsey	North	1.62	0	0	0
Gladstone Park Industrial Estate	Ramsey	North	2.5	0	0	0
Gladstone Park Industrial Estate	Ramsey	North	0.33	0.33	0	0.33

North Shore Road / Shipyard	Ramsey	North	4.53	0	0	0
Vollan Fields	Ramsey	North	2.8	0	0	0
Airfield (disused)	Andreas	North	21.3	7.38	0	1.47
1A Jurby Industrial Estate	Jurby	North	10.34	0	0	0
1B Jurby Industrial Estate	Jurby	North	1.53	0	0	0.39
1C Jurby Industrial Estate	Jurby	North	0.19	0.19	0	0.19
1D Jurby Industrial Estate	Jurby	North	0.4	0.16	0.8	0.07
1E Jurby Industrial Estate	Jurby	North	1.74	1.74	1.74	0
1F Jurby Industrial Estate	Jurby	North	0.13	0	0	0
1G Jurby Industrial Estate	Jurby	North	0.2	0.2	0	0.2
1H Jurby Industrial Estate	Jurby	North	0.37	0.37	0	0.37
1I Jurby Industrial Estate	Jurby	North	0.68	0.68	0	0.68
1J Jurby Industrial Estate	Jurby	North	0.43	0.43	0	0.48
rear of Kella Mill	Sulby	North	0.2	0.2	0	0
Greenlands Estate, Gardeners Lane	Ramsey	North	2	0	0	0
26 West Quay	Ramsey	North	0.23	0.23	0	0.23