Attachment One

Pailles VCA Inset Plan

Approved Version
September 2006

(as modified September 2011)
Outline Planning Scheme for Black River
District Council

Pailles VCA Inset Plan
Approved Version
September 2006

(as modified September 2011)

Prepared by the Planning Division of the Ministry responsible for
Housing and Lands on behalf of the Town and Country Planning Board
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1 Introduction

1.1 Boundaries of Pailles and Black River District
This Inset Plan covers the Pailles Village Council Area (VCA) which currently forms part of the Black River District Council. The boundaries of the Black River Outline Planning Scheme and the Inset Plan for Pailles which are illustrated in Figure 1.1 have been drawn in accordance with the Local Government Act 1989 as subsequently amended by Proclamation 25 of 2001.

Figure 1.1 Black River District Outline Scheme Boundaries

1.2 Status of Pailles Inset Plan
Under the Local Government Act 1989 Pailles Village Council Area (VCA) is located within Black River District even though it is physically separated.

For the purposes of the Black River District Outline Planning Scheme this separate Inset Plan has been prepared for Pailles and contains area specific policies and a Development Management Map. Generic
(i.e. Strategic Development – SD) policies within the Black River Outline Planning Scheme also apply to this Pailles Inset Plan.

1.3 Functions of the Inset Plan
Pailles VCA Inset Plan, in forming part of the Black River District Outline Planning Scheme, has been prepared in accordance with the provisions of the Town and Country Planning Act 1954. Section 11 of the Act places an obligation on the Town and Country Planning Board (TCPB) to prepare an Outline Planning Scheme (OPS) for each declared planning area. The area under the administrative jurisdiction of the Black River District Council has been declared as Planning Area No. 11 as per Government Notice No. 23 of 2005. It is shown in Figure 1.1.

There are three functions of this Inset Plan in forming part of the OPS:

- To provide guidance to project promoters, developers and individuals contemplating a development project and the subsequent submission of a development permit application;
- To assist Government officers at Ministry and local authority levels when offering advice to developers and when subsequently assessing permit applications; and
- To provide the spatial framework for the coordination and implementation of national and local programmes and projects of development.

The 1954 Act provides for approved Schemes including Detailed Schemes such as this Inset Plan to be used as the main reference against which development permit applications are judged. Moreover, the provisions of an approved Scheme will be key factors when considering appeals against refusal to grant a development permit.

1.4 Timeframe of the Outline Planning Scheme
This Inset Plan is principally concerned with development up to the year 2015. However, modifications can be effected under Section 24 of the Town and Country Planning Act 1954.
1.5 **Planning and Development Act 2004**


Because the new Planning and Development Act has yet to be fully proclaimed and changes will occur to the 1989 Local Government Act through the Local Government Act 2003 once it is also fully proclaimed, existing Acts and terminology prevail and thus the terms District Council, Outline Planning Scheme and Inset Plan have been retained for use in this document.

1.6 **Strategic Environmental Appraisal and Monitoring**

A Strategic Environmental Appraisal (SEA) is required under the Environment Protection Act 2002 for an Outline Planning Scheme. For this Inset Plan which has been appraised as part of the Black River District Outline Planning Scheme, a modified version of the SEA process has been adopted given the database, resources available and timescale for completion.

1.7 **Implementation**

Black River District Council is the main agency responsible for implementation of this Inset Plan through the development control provisions of the Town and Country Planning Act 1954 and the Local Government Act 2003.

The Planning and Development Act 2004 once fully proclaimed will provide for the transfer of development permitting powers to the Ministry responsible for Housing and Lands for state-significant developments, as well as some other forms of development as prescribed under s.25 of the Act. The District Council will retain responsibility for processing non-state-significant permit applications. The Local Government Act 2003 also makes District Councils (and Municipalities) responsible for processing all building permit applications.

Other Ministries and agencies such as those with responsibilities for Environment, Agro-Industry and Fisheries, Public Utilities and Land Transport in addition to the Ministry responsible for Housing and Lands will also have an important role to play in the Scheme’s implementation.
1.8 **Planning Policy Guidance**

In this context it should be noted that the Planning and Development Act 2004 also makes provision for the introduction of Planning Policy Guidance (PPG) which shall prevail to the extent of any inconsistency, over a development plan. PPG therefore has the status of state (national) planning policy and will be a material consideration in assessing applications for development permits.

The first PPG to issued covers Design Guidance which replaces the Planning Guidelines on Residential Development, Industrial Development and Coastal Zone Development which were previously bound into the Outline Planning Schemes.

It should be understood however that the granting of a development permit by a permit authority does not override obligations under any other legislation relating to the proposal or its site.

1.9 **Structure of this Inset Plan**

The Inset Plan is in two parts:

The **Text** section which includes:

- The **Development Context** for the Inset Plan which outlines key development trends, constraints, issues and objectives
- The **Area-specific Policies and Proposals**, which are written in bold, followed by their reasoned justification. The policies are grouped together according to particular subject matter or by land use type; and

The **Map** section which for this Inset Plan includes:

- The **Development Management Map** which shows settlements and zones where development is likely to be permitted, and other areas where there are various constraints to development.

*If there are any discrepancies or omissions between the Maps and the text of the Policies and Proposals, then the provisions of the Policies and Proposals should prevail.*
2 Development Context

2.1 Development Characteristics

2.1.1 Land Use

Pailles VCA lies about 5 km to the south of Port Louis city centre. It extends along both sides of the M1 motorway on a north-south orientation to a distance of about 2.5 km. The east-west extent is about 6 km including 1 km to the west of the highway as far as the Grand River North West (GRNW) and 5 km to the east up a valley flanked by mountains.

The GRNW represents the western boundary of the Pailles VCA bordering on the Plaine Wilhems conurbation. To the east of the M1 the mountains on the north side of the valley mark the border with Port Louis Municipality and those on the south side the border with Moka Flacq District.

2.1.2 Population and Housing

The population of Pailles VCA increased by just over 38% from around 7,250 in 1990 to just under 10,000 in 2000 – much higher than the national and rural area growth rates for the same period (see Table 2.1). The numbers of households and housing units increased by 51% and 58% respectively over the same period – again much higher than the national rates. Households and housing units increased faster than population due to decreasing household size, reduced household/housing unit ratios and increases in the number of unoccupied dwellings.

According to the Census the largest age group is the 5-9 year olds (a total of 1,018 – or 10% of the total population – which is comparable with the national percentage). The 0-4 year olds are fewer in number (866); this would suggest that the two primary schools and the pre-primary school should be sufficient to cope with future demand. There is also a secondary school.

One of the primary schools lies on the east side of the motorway corridor. Close by are a health centre, village hall and temple and a little further away a cemetery. On the west side is a church. The other primary school and the pre-primary school lie within the valley floor. Nearby, a new football pitch has been provided on land next to the livestock feed plant.

The older housing is located within parts of the motorway corridor. These are mostly modest units accessed via narrow streets and juxtaposed uncomfortably in some areas with industrial development. The more recent housing lies on the valley floor to the east and is generally more substantial. The valley floor is now approximately two thirds built out but several large pockets of land still remain for infill development.
Table 2.1 Population and Housing Trends, Pailles 1990-2000

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Pailles VCA</td>
</tr>
<tr>
<td>Population</td>
<td>7,239</td>
<td>9,954</td>
<td>2,715</td>
<td>3.2%</td>
</tr>
<tr>
<td>Households</td>
<td>1,631</td>
<td>2,466</td>
<td>3,374</td>
<td>4.2%</td>
</tr>
<tr>
<td>Total housing units</td>
<td>1,550</td>
<td>2,455</td>
<td>905</td>
<td>4.7%</td>
</tr>
<tr>
<td>Vacancy Rate</td>
<td>3%</td>
<td>5.3%</td>
<td>n.a.</td>
<td>5.3%</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 Censuses, CSO.

At the southern end of the corridor there is a small hamlet of modest housing on the west side, namely Montebello. On the east side a new morcellement is emerging on the lower slopes of Seneque Peak with more substantial dwellings similar to those on the valley floor.

2.1.3 Employment and Economic Activity

Around 57% (4,200) of the population of Pailles are employed. The unemployment rate (7.7%) is lower than the national average of 8.9% (2000 data). Table 2.2 shows the distribution of employment (i.e. workplaces) in Pailles VCA by sector and makes comparisons to the national and all-District distributions. Pailles has slightly higher proportions of employment in the service sectors (e.g. business/finance, health and education) compared to national rates and unsurprisingly, given its urban location, substantially less in the agriculture and tourism sectors.

According to the 2000 Census there was a working population of 7,460 in Pailles accommodated in 133 industrial and commercial buildings. Again, this was a substantial increase from the 1990 total of 4,675. Most industrial and commercial development is concentrated in the motorway corridor. Typical uses include car showrooms, building materials and textiles. In general these are uses which should not be in Port Louis but which benefit from being close to Port Louis.

A few retail outlets have emerged along the spine road through the valley floor. Other land uses on the east side include a complex of restaurants and a casino (Domaine les Pailles) and a national exhibition centre on land between the industry and housing on the valley floor. At the upper end of the valley floor is a riding school, stables and disused race track.

On the west side of the motorway corridor lies a Central Water Authority (CWA) water treatment plant on the plateau between St Louis River and Grand River North West.
Table 2.2 Employment Structure, 2000

<table>
<thead>
<tr>
<th>Industrial Sector</th>
<th>Pailles VCA</th>
<th>Mauritius</th>
<th>All Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agric./ For./ Fishing</td>
<td>210</td>
<td>2.8%</td>
<td>11%</td>
</tr>
<tr>
<td>Mining/ Manufacturing</td>
<td>2,079</td>
<td>27.9%</td>
<td>30%</td>
</tr>
<tr>
<td>Construction (incl. EGW)</td>
<td>731</td>
<td>9.8%</td>
<td>10%</td>
</tr>
<tr>
<td>Trade</td>
<td>1,311</td>
<td>17.6%</td>
<td>13%</td>
</tr>
<tr>
<td>Hotels/ Restaurants</td>
<td>126</td>
<td>1.7%</td>
<td>5%</td>
</tr>
<tr>
<td>Transport</td>
<td>598</td>
<td>8.0%</td>
<td>7%</td>
</tr>
<tr>
<td>Finance/ Business</td>
<td>554</td>
<td>7.4%</td>
<td>5%</td>
</tr>
<tr>
<td>Public Admin./ Defence</td>
<td>712</td>
<td>9.5%</td>
<td>6%</td>
</tr>
<tr>
<td>Health/ Education</td>
<td>594</td>
<td>8.0%</td>
<td>8%</td>
</tr>
<tr>
<td>Other Services</td>
<td>547</td>
<td>7.3%</td>
<td>6%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>7,462</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Derived from 2000 Census.

The NDS has recognised the importance of maintaining and upgrading the belt of industrial and commercial development around the southern boundary of Port Louis and identified a number of Special Use Zones in this area where such development should be facilitated. These incorporate the Pailles area and close by, Pointe aux Sables/La Tour Koenig and Coromandel in Port Louis Municipality. The strategy includes policies for the Special Use Zones as well as for housing, community facilities, etc.

2.1.4 Environment

To the east of the motorway the valley floor is flanked by the steep slopes of Pailles Hill, Quoin Bluff, Spears Grass Peak, Goat Rock and Snail Rock to the north, by Le Pouce at the end of the valley to the east and by Guiby Peak, Berthelot Peak, Junction Peak and Seneque Peak to the south. The upper portions of the slopes and ridge line are protected Mountain Reserves under the Forests and Reserves Act. Two streams, St Louis 1 and 2, extend along the valley floor and connect into a small river, the St Louis River, on the west side of the motorway.

To the west of the M1 the land is penetrated by St Louis River which meanders from south east to north west. Between this river and the Plaine Wilhems conurbation border the land forms a plateau: east of the River, the land is currently mainly under sugar cane, much of which has been earmarked for a major new development project. The GRNW on the border likewise meanders from south to north.
2.1.5 Highways and Transport

The main access into Pailles is via a grade-separated junction off the M1 motorway in the central section of the area. The M1 enters the area in the north alongside Pailles Hill, drops down to a lower level in mid-section and then rises at the south end alongside Seneque Peak.

The junction on the M1 may be sub-standard in terms of accommodating future as well as present peak traffic loads, and access from the junction to the motorway is constrained. There are several other accesses which may relieve traffic pressures at peak times on this junction but which are equally hazardous and it is understood there have been numerous accidents along this stretch of the road.

Some of the development in the motorway corridor is accessed by two service roads, one on each side. These emanate from the grade-separated junction and both carry traffic one-way northbound. In general the grade separated motorway junction is accessible to many parts of Pailles such that residents on one side of the road can gain access to the other side without having to make lengthy detours. The single exception is the hamlet of Montebello which is accessed directly off the motorway and is unconnected to the rest of the Pailles road system.

The internal Pailles road system is generally narrow and unsuited to industrial and commercial traffic. Bridges across the St Louis River and streams are particularly narrow. The road hierarchy is not well defined. The motorway presents a barrier to cross movement by pedestrians but there are four footbridges connecting the two sides of the road corridor which partly mitigate this effect. Public transport (bus) services operate along the motorway with bus stops located close to the central footbridge. There is a bus service extending eastwards up the valley floor.

Pailles experiences significant in-commuting with a net inflow of +79%. Jobs in the VCA are estimated at nearly 7,500 compared to resident employees of around 4,200 thus there is 45% more jobs in the VCA than employed residents.

2.1.6 Infrastructure and Utilities

In general all buildings in Pailles VCA have access to water supply and electricity. However, only 540 housing units are reported to have been connected into a sewerage system according to the 2000 Census while the rest discharge into absorption pits. As part of the Sewerage Master Plan, there are proposals to connect all housing units to the Guibies sewerage system.
2.1.7 Development Constraints, Opportunities and Issues

These are summarised as follows:

Two separate residential clusters can be identified in Pailles, one located in modest housing within the highway corridor, the other in more substantial housing on the valley floor. However, the centres of the two main clusters are not immediately apparent and community facilities appear to be restricted. In addition there is a new community emerging on the lower slopes of Seneque Peak: the slopes above the valley floor have been identified in previous schemes as having landscape value.

Discussions with private sector developer interests have revealed concerns about existing industrial and commercial sites being cramped and poorly accessed with no room for expansion. Opportunities for housing and expansion of mixed industrial and commercial uses may however be afforded through re-use of the former race course site and agricultural land to the east and west of the motorway corridor respectively.

There is also some concern about the juxtaposition of industry and housing in some areas: in particular there are one or two ‘bad neighbour’ industries. On the valley floor a large livestock feed plant has stood for some time and is now surrounded by new housing. It is visually significant and sometimes generates unpleasant odours. It is noted that efforts have been made to introduce buffer planting on the main road frontage. Another bad neighbour is a pig farm next to GRNW Grand River North West but it appears sufficiently distant from housing.

The grade separated junction on the motorway serving the area is convoluted, other accesses onto and off the highway are tight and hazardous, and the road system throughout Pailles is generally narrow and unsuited to industrial and commercial traffic. However, there is the opportunity to provide new junction arrangements in connection with the proposed Port Louis Outer Ring Road which could enable improvement of access and open up the remaining land for development east of the highway at the edge of the valley floor (former race course site) and to the west.

2.2 Vision for Pailles

The vision for Pailles is based on aiming to fulfil the following key objectives:

- To facilitate expansion of industry and commerce within a balanced and sustainable development strategy which also allows for housing growth and environmental protection
- To consolidate and enhance social and community facilities which helps to sustain the quality of life for local residents and reduces the need for travel for some journeys
To protect and conserve areas of landscape significance which are becoming increasingly valuable and vulnerable in the context of increasing urbanisation and expansion of Greater Port Louis

To improve strategic and local access for industrial and commercial development whilst rationalising access points along the motorway and improving traffic flows and safety.

2.2.1 Housing, Industry and Commerce
Especially in Pailles, the further growth of industry and housing in juxtaposition is potentially problematic. Ideally mixed use development should be sustainable, provided there are strict controls on the industry and its noise, odour, atmospheric emissions, effluents, parking arrangements, hours of operation, etc.

There is evidently pressure for existing industries and commercial enterprises to expand but sites are restricted and most are poorly accessed. However, there are some opportunity sites in the area (on the former race track site and separately west of the motorway) and it should be possible to provide access to these sites via a new grade separated junction off the motorway; this can be accomplished in connection with Government proposals for the Port Louis Outer Ring Road (see below).

In the case of ‘bad neighbour-type’ uses the environmental problems often can be exacerbated. The livestock feed plant, despite being *in situ* before housing development emerged around it, now finds itself poorly located with respect to adjacent sensitive land uses: controls on odour and efforts at landscape buffering are unlikely to resolve the main problem which is the sheer size and bulk of the plant in a residential area. Opportunities for relocation to the more suitable sites should be explored within the timescale for implementation of the Outline Planning Scheme and Inset Plan.

2.2.2 Education, Health and Community Facilities
Pailles is made up of essentially two communities: the older more established community accommodated in modest housing within the motorway corridor and the newer community in more substantial housing on the valley floor.

The former has a primary school, health centre and village hall in close proximity to each other. Some land for community facilities was previously earmarked up to the motorway, but the site is now occupied by industrial and commercial development which is well located, being conspicuous from the motorway and serving as a buffer between the road and the backland.
On the valley floor the primary school and pre-primary school are relatively new, the primary being reasonably well located to the north of the spine road, but the pre-primary being somewhat peripheral. Again, the focus in this area is not immediately apparent. There are several shops lining the spine road but no obvious village centre.

Opportunity should therefore be taken as part of area-wide action planning to facilitate some backland-located development such that it consolidates the existing community facilities and allows sufficient additional land for expansion. This should be encouraged through planning agreements with private sector developments, possibly in relation to the Outer Ring Road proposals as new sites are opened up for development (see below).

2.2.3 Environment
The encroachment of development into areas of landscape significance as identified in the NDS and Outline Planning Scheme needs to be addressed. The national exhibition centre forms part of an extensive area lying within a Landscape Value designation, some of it on reasonably level land within the valley floor but the rest of it on the mountain slopes where development for industry is unacceptable and in any event likely to be impractical.

The former race track on the edge of the valley floor lies within the settlement boundary limits. Evidently industrial developers have shown some interest in this land but access at present is a problem and the spine road will not be suitable for industrial traffic. The racetrack site does not lie within the landscape designation; nevertheless it has a scenic outlook and opportunities for development of uses more appropriate to this scenic setting should be encouraged as part of an area-wide action plan to include proposals for the Port Louis Outer Ring Road (see below).

2.2.4 Strategic and Local Access
It is understood that planning applications for industrial and commercial development have been refused on grounds of poor accessibility. The vision for Pailles therefore incorporates those road schemes which were identified in the NDS which could facilitate improved access into and circulation within the area.

The schemes namely the Port Louis Outer Ring Road and the Moka to Port Louis Link Road have undergone detailed design as part of the Road Development Authority (RDA)'s on-going programme. The Ring Road project needs to be seen in the context of the transport strategy and AMT provision for the city and conurbation including further waterfront development and strategic surface access requirements to the Port".
Although it is not known if funding exists for both AMT and the Outer Ring Road at present, depending on Government priorities, there is no reason to delay the construction of the motorway junction, which forms part of the Ring Road scheme, as this would facilitate much-needed access to the Pailles Special Use Zone, including the opportunity sites to the east and west.

It is noted that there are no access points proposed within Pailles on the valley floor off the Ring Road. However there is a strong case for access to serve the development areas to the east next to the exhibition centre and the racetrack site. Industrial and commercial development should also be encouraged adjacent to the motorway frontage on the west, as this is well located, being conspicuous from the motorway and serving as a buffer between the road and the backland.

Through planning agreements with private sector land owners, some limited high standard access points should be considered along this section of route to improve area-wide access and enable the Special Use growth zone focussing on mixed industrial and commercial development to be realised.

Complementary measures for improving safety and flows on the existing motorway should also be considered as part of the Ring Road package e.g. the removal of some of the hazardous access points. These safeguards should be incorporated within on-going Government/RDA upgrading programmes or alternatively the motorway on this section should be ‘urbanised’ with appropriate speed restrictions such that access points would no longer be hazardous.
3 Strategic Development Principles and Objectives

3.1 Approach
This Inset Plan represents a major departure from the previous Outline Planning Scheme which was based on a prescriptive approach to development planning during a period of relative economic stability. By providing detailed forecasts for future land uses and areas, the previous Scheme then allocated uses to specific sites, in an attempt to manage and control development.

This approach is no longer appropriate given the pace of economic change in Mauritius now and in the foreseeable future. Economic change, especially in the sugar sector, textiles, financial services and ICT, coupled with the continuing evolution and sophistication of the tourism market is closely linked to land use change, though the latter usually takes some time to reflect the new norms in physical development terms.

As a consequence a more flexible and responsive development management and control system is needed to foster much-needed growth and help sustain the country’s competitiveness on the world stage. Such dynamic economic shifts need to find expression in the land use planning system both at the national and at the local levels.

3.2 Key Development Principles and Objectives
Synthesizing the key development principles contained in the NDS and building on the extensive consultation processes adopted, this Inset Plan lays the foundation for a more flexible and responsive pattern of land use planning by promoting the following key action-oriented goals and objectives:

3.2.1 Goals

- The efficient development and sustainable use of land which allows for the protection, conservation and enhancement of natural and man-made assets
- A dynamic and flexible approach to land development which facilitates coordination, integration and inclusivity for all stakeholders.
3.2.2 **Key Objectives**

- **Clustering new development** in and around existing settlements and especially identified growth zones, by making better use of existing facilities and services and strengthening the economic and social linkages between them; clustering also assists in alleviating expensive public infrastructure costs; and improves the integration of land use and transport including reducing dependency on the private car (especially for journeys to work);

- **Using a sequential approach** to site development which supports the clustering principle, by first identifying if there are suitable sites and land parcels in and around already built-up areas and defined settlement boundaries before seeking to convert more valuable agricultural land or developing quality landscape and environmentally-sensitive ‘greenfield’ sites;

- **Stimulating development which contributes to a sustainable future** by carefully considering the impact the proposals are likely to have on their surroundings and on the existing transport and utilities networks, and how the local community can be engaged in development implementation, operation and maintenance; and

- **Enhancing the design quality and image** of new developments by thinking holistically about how proposals relate to their environment, the landscape and neighbouring uses, and whether they are making the most appropriate use of the site.

3.3 **A New Approach - Revised Settlement Boundaries**

Because of the new planning approach laid down in the National Development Strategy, which responds to the economic shifts and challenges now taking place in Mauritius, a more flexible and pro-active planning vocabulary is now required.

Under the new approach a range of criteria for project acceptability is now proposed with the emphasis on facilitating rather than restricting development: this approach is deemed more responsive to stated objectives than that of previous schemes which mainly judged a project’s acceptability on whether it lay within or outside a defined settlement boundary (settlement ‘limit’).

As one practical example of the new approach, the restrictive term “Limits of Permitted Development” used in previous Schemes has been replaced with the more flexible “Settlement Boundaries”. In this context revisions to some growth zone boundaries have been made based on TCPB rezoning approvals\(^1\); these mainly resulted from SIE Act-related commitments such as land conversion schemes and VRS. Some amendments were also made as a

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\(^1\) The rezoning approval implied a land conversion certificate had been obtained from the Ministry responsible for Agro-Industry and Fisheries.
result of written representations from the Public Consultation process. Criteria for including sites in revised boundaries were:

- The site lay contiguous to settlement boundaries and was considered to contribute to improved settlement structure, rounding off or infilling
- Connections from the site to transport and utility networks could be made without undue public expense, and
- The site had been cleared and had already been provided with roads and utilities or where development had been completed, as at 31 December 2005.

In and around growth zones where development permit applications had been approved but were found to be some distance away from settlement boundaries and did not appear to be rounding off settlement structure or complementing transport and utility networks, boundaries were not adjusted. In all other cases settlement boundaries remain unchanged as in previous Schemes.

3.4 Process for the Generation and Use of Policies

In formulating policies and programmes to assist in implementing the vision for the Pailles Inset Plan, the planning process adopted the following approach:

- Reviewing the existing Outline Scheme, Pailles Inset Map and policies;
- Conducting site visits and ground–truthing of new and existing developments;
- Carrying out informal consultations with key stakeholders to update and verify policy and issue assumptions;
- Applying the strategic development principles framework derived from the NDS to the level of the District including, in this instance, at the level of the Pailles VCA;
- Adopting district-wide generic policies and formulating more detailed policies for managing and controlling development in specific sectors, settlements and areas of land;
- Identifying mechanisms for implementation, action area planning and monitoring;
- Preparing a revised Inset Plan, as part of the wider Outline Scheme, to undergo statutory planning procedures, Public Deposit and Modification as appropriate; and
- Finalisation of the revised Scheme and Inset Plan following approval of Modifications.

To aid understanding and application, the Policies generated through this process have been grouped as follows:
- **Strategic Policies (SP)** (refer to section 4.2), which are generic to a variety of development types;

- **Detailed policies** (refer to sections 4.3-4.6), which mainly apply to a particular land use type and/or area.

Strategic policies should be used to determine if the development, in principle, is likely to be given approval given a range of specified criteria. Once the ‘in-principle’ decision has been taken to proceed, the detailed policies and related Design Guidance for specific land use types should be used to prepare or assess key elements of the proposal, such as its likely impacts on adjoining uses, the local community and amenity, and the natural and built environment.

The policies are geared not only to aid central and local Government officers in providing advice and assessing development proposals but also to guide project promoters, developers and individuals in preparing and designing their projects.

They can also be used as a basis for negotiation so that viable and sustainable development can be achieved from which all parties, including other Government Ministries and agencies in the public sector, private sector organisations, and the community, can benefit.

**It should be noted that in preparing and assessing development permit applications, strategic policies should take precedence over detailed policies.**
4 Policies and Proposals

4.1 Overview
This chapter sets out area-specific policy guidance for the Pailles VCA Inset Plan. Strategic policies (ie. policies SD1-SD5) and other ‘generic’ policies (e.g. Housing, Heritage Conservation, Education, Health and Community Facilities, Employment Uses, Agriculture, Tourism, Environment, Highways and Transport, and Infrastructure and Utilities) contained in the Black River District Outline Planning Scheme are also relevant to the Pailles VCA, but for ease of use of this document, they have not been reproduced in this Inset Plan. The policies and their reasoned justification which are specific to the Pailles VCA are outlined below.

4.2 Settlements and Development Patterns
SP 1

Special Use Zones and Action Area Plans

The NDS has proposed Special Use Zones for emerging industrial estates including around the southern boundary of Port Louis City at Pailles. In these zones there should be a general presumption in favour of mixed industrial and related support uses, including compatible commercial uses in appropriate cases.

Where strategic developments are proposed an area-wide approach should be promoted to planning within growth zones and scheme promoters and private sector developers as well as public sector agencies should be encouraged to bring forward Action Area Plans in accordance with the Design Guidance in policy SD5 and other relevant policies contained in the Outline Planning Scheme. In appropriate cases streamlined procedures for processing permit applications should be applied.

Justification: To facilitate growth and consolidation of industrial uses including manufacturing and SMEs, storage, warehousing and distribution uses and related support services, the NDS has identified a Special Use Zone at Pailles. In this Zone there should be a general presumption in favour of mixed industrial and related support uses including commercial uses in appropriate cases, taking into account existing and future requirements for strategic highway access, public transport and level of utility provision, the environmental impact of the proposed uses and measures for mitigation, including for solid waste and waste water treatment.
Where suitable sites for major developments can be found in the Special Use Zone, government/private sector and developers should be encouraged to draw up Action Area Plans for mixed use and special use developments involving public sector involvement as appropriate.

In preparing Action Area Plans for such areas, consideration should also be given to the requirements for future support activities including public transport, traffic management and new highways, and housing, education and health facilities. In these cases planning for future adequate water, sanitation and solid waste facilities should also be important considerations.

Action Area Plans should involve:

- An area-wide approach to integrated development planning and design;
- Targeted public and private sector investments

and in appropriate circumstances:

- The use of planning obligations/agreements, and
- Improved and simplified mechanisms, including financial incentives for project implementation.

4.3 Industrial, Commercial and Retail Development

IMD 1

Industrial Development and Growth

Provision should be made for accessible serviced land for a wide range of industrial types and sizes including Small and Medium Enterprises (SMEs) at key locations in accordance with the strategy for clustered development.

The location and modalities of these facilities should be considered in the context of Ministry of Housing and Lands/Ministry of Small and Medium Enterprises, Handicraft and the Informal Sector’s Small and Medium Industries Development Organisations’ (SMIDO) policy, and proposals should incorporate strategic access improvements and the provision of adequate utilities.

Justification: Planning for the Pailles Special Use Zone should address requirements for providing pre-built industrial units to attract foreign and domestic manufacturers. The contribution that well-accessed and serviced industrial areas in edge-of-town locations can make to alleviating traffic congestion and improving environmental conditions by offering opportunities
for relocation of a variety of inappropriate town centre uses such as storage and wholesale and retail warehousing should be an important criterion in preparing and assessing new applications.

The purposes of this policy are:

- to allow for the orderly growth and development of industrial, commercial and support uses at this strategic location on the southern boundary of Port Louis Municipality
- to provide a focus for comprehensive area-wide transport and land use planning and investment initiatives which need to be seen in the context of the long term requirements of Greater Port Louis and the Port
- to assist in reducing traffic congestion and other adverse environmental pressures by facilitating industrial growth and the relocation of existing industries from inappropriate locations including town centre sites, thereby promoting sustainable development.

IMD 2

Industrial Development and Housing

*Where it is viable and consistent with the provisions of other policies in this Outline Planning Scheme and Inset Plan, the quality and accessibility of existing industrial locations should be improved so as to retain existing occupiers, attract new development including SMEs and contribute to sustainable development patterns.*

*Industrial development adjacent to housing should be carefully controlled with environmental safeguards covering noise, atmospheric emissions, effluent, waste disposal, access and parking and hours of operation in accordance with the Ministry of Environment’s requirements under the Environment Protection Act 2002 and should broadly conform with Design Guidance for Industrial Development.*

*Justification:* This policy is significant in the Pailles context where industry and housing are in close juxtaposition. It is important that a balance is reached to sustain quality of life whilst reducing the need for long-distance travel for journeys to work. By facilitating orderly industrial growth (excluding bad neighbour developments) and improving the design and quality of existing employment sites close to where people live and minimising its adverse impacts on adjacent homes and community facilities, more sustainable development patterns can be achieved.
In this context proposals for new, expanded or relocated industrial developments should be in broad conformity with Design Guidance prepared for Industrial Development.

4.4 Education, Health and Community Facilities

SCF 1

Sites for Community Facilities

Sufficient land and sites should be set aside for community facilities in major new areas of residential and industrial development consistent with the provisions of policy IMD 2.

Community facilities should be integrated on easily and conveniently-accessed sites, with provision for a variety of travel modes including walking and public transport within identified growth zones and other main settlement clusters. Opportunity should be taken to involve the private sector in the provision and maintenance of community facilities through use of implementation mechanisms such as planning agreements.

Proposals for community facilities should be in broad conformity with Design Guidance for Residential Developments.

Justification: Planning for community facilities at the local level should be integrated to maximise opportunity for social inter-action: relevant agencies include the Ministry of Youth and Sports, local councils and the Ministry of Environment, National Development Unit.

The policy is applicable to Pailles given concerns over the lack of adequate community facilities in the two key settlements especially given the amount of housing and industrial and commercial development likely to emerge over the plan period. If no new community facilities are provided, the future sustainability of the area would be vulnerable to increases in traffic congestion, environmental degradation and safety concerns.

4.5 Highways and Transport

TR1

Port Louis Outer Ring Road (Pailles Area)

It is proposed to construct an Outer Ring Road for Greater Port Louis and a revised alignment through the Pailles area is being studied by RDA. A preliminary alignment including a new junction on the M1 Motorway is shown on the Development Management Map. The
confirmation and safeguarding by RDA of a preferred route alignment (and preferred interchange location) should be afforded high priority. Reference should also be made to Policy TR 2 in connection with new motorway junction proposals.

Justification The Outer Ring Road is a current Government/RDA priority scheme: it is proposed to assist in relieving the severe traffic congestion into and within Port Louis and particularly on the southern approaches to the city from the conurbation along the M1 motorway. It is understood the Ring Road alignment studied by RDA consultants would commence (in the south) at a new junction on the M1 Motorway from Soreze at Montebello and then pass to the east of the existing and proposed developments at Pailles including the new Conference Centre, before passing through a 775m tunnel beneath Quoin Bluff, and ending at Quay D roundabout in the Port Louis Municipality administrative area).

Because of the strategic location of the Pailles area in relation to the national motorway network and the need to sustain and enhance growth in the industrial and commercial sectors of the economy, the proposed Ring Road can also function as a limited access and distribution route for existing and new developments in the Pailles Special Use Zone. However the current Ring Road designs seem to preclude any new junctions to serve development within eastern Pailles. In combination with restricted motorway interchange capacity and inadequate local distributor systems, these factors will present significant constraints to the future development of the Special Use Zone.

As part of the Ring Road proposals, a new motorway interchange can therefore facilitate improved, (but limited) access into the development areas east and west of the corridor as proposed in the NDS, as well as provide for improved movement for longer distance through traffic which is considered to be a high priority over the period of this Inset Plan. Consideration should be given to the early construction of the Pailles section of the Ring Road (including the new interchange with the M1) in conjunction with the development of key sites in Pailles and the preparation of an Action Area Plan in collaboration with relevant stakeholders.

The preliminary alignment shown on the Development Management Map, including the preferred location for the new interchange and related access roads should be confirmed by RDA and safeguarded from future development.
TR 2

Control of Access onto M1 Motorway

Development on sites adjacent to (or served by) the M1 motorway should be strictly controlled and wherever practical access proposals should be consolidated with adjoining sites and connected to the Pailles interchange and any new interchange related to the Outer Ring Road under the provisions of Policy TR1. No additional direct accesses should be allowed.

Any major proposals involving additional traffic generation on sites adjacent to (or served by) the motorway should be subject to a Transport Assessment as outlined in Policy TP2 in the Black River Outline Planning Scheme.

Justification: At Pailles the M1 motorway is currently heavily loaded and congested during peak periods, especially at junctions and on the steeply graded sections. In order to maximise the available capacity and enhance road safety a strict limit on the number, spacing and design of accesses is required. Any proposals to increase traffic volumes or intensity of use should be reviewed in the context of a comprehensive study of the traffic capacity, operational efficiency and road safety of the M1 through Pailles and the proposals for a new junction and Outer Ring Road under policy TR 1.

As part of these improvements, the possibility of closing (or restricting the use of) some of the existing accesses onto the M1 through Pailles should be investigated.

TR 3

Moka – Port Louis Ring Road Link

A new road is proposed linking the A7 at Moka with the proposed Port Louis Outer Ring Road in the Pailles area. A preliminary alignment is shown on the Development Management Map. Although this scheme is not considered a high priority, RDA should conduct more detailed studies to confirm a preferred alignment which should be safeguarded from new development.

Direct access to the new route from adjacent land should not be encouraged and access from individual plots should only be allowed subject to the agreement of RDA and in compliance with Policy TP 3 in the Black River Outline Planning Scheme.
Justification: The proposed Moka area link to the Port Louis Outer Ring Road is aimed at providing an alternative route and increasing overall traffic capacity between Moka and Port Louis. The scheme would potentially assist in relieving the currently congested section of the M1 Motorway. It should only be brought forward after implementation of the Port Louis Outer Ring Road.