



Isle of Man
Government

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Peel
East Quay Design Guide
2006

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Introduction

1. The accompanying document has been prepared for the Department by Ashley Pettit Architects to provide design guidance for development proposals for the Quayside. It was commissioned by the Department in response to a Tynwald Resolution of December 2003, proposed by Mrs. Hazel Hannan, MHK, which requested the Department prepare a Design Study for East Quay, Peel.
 2. The draft Guide was the subject of public consultation during 2004/05 and the draft document was circulated to:
 - Peel Town Commissioners;
 - Mrs. Hazel Hannan, MHK;
 - The Department of Transport;
 - Manx National Heritage;
 - Peel Heritage;
 - The Centre for Manx Studies.
 3. The revised draft has been prepared in the light of the representations received during the public consultation phase.
 4. It is intended that the Guide will be used to assist and guide those who are considering development on the Quayside. Permission has recently been granted for a substantial site in Area 3, incorporating the Viking Longhouse. Many of the design principles included in the Guide were incorporated into the proposals for this area.
 5. This Design Guide was approved by the Department in February 2006 and will constitute Supplementary Planning Guidance which has been prepared in accordance with the Peel Local Plan. As such, the Department will have regard to the Guide in the determination of planning applications submitted in relation to East Quay. The Study will be used as a guide for land use planning and the design of new development.
 6. The Department considers that the Guide will act as a catalyst for change and improvement in both public and private areas. For land in private ownership, it will act as a guide for considering planning applications. In public areas, it is intended that the Study will act as a stimulus for further discussion; for example with the Department of Transport, Highways & Harbours Division in respect of future traffic management and plans for the development of the Inner Harbour following the successful implementation of the tidal flap gate and footbridge. The same would apply to Manx National Heritage in terms of Peel Castle and the House of Manannan; and Peel Commissioners and their aspirations to improve the Town.
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Peel East Quay Design Guide



Introduction

A study of Peel by the Architect Gordon Cullen was published by the Department of Local Government and the Environment in 1971.

Cullen wrote his book *Townscape* in 1961 and was a major influence in town planning for 30 years. During this time he sought to keep a sense of place, encouraging designers to be aware of the character of old towns and how to sustain that under the onslaught of traffic and office blocks. Wherever possible he wanted designers to recreate the pace and lifestyle of the Italian Hill Towns, the holiday destination of that generation.

Cullen's advice was that Peel has a unique character, which is a great asset. Do not destroy it.

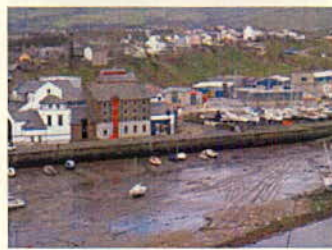
In 1987 Ellis Brown produced a Design Guide for the new Conservation Area in Peel which included East Quay and the houses in the Queen Street, Market Street and Charles Street Area. The design for Market Street was cited in section 9.7 of the 1989 Local Plan as a benchmark for work in the Conservation Area.

The Local Area Plan contained a series of strategies for Peel that for the large part has been implemented. Sections 9 and 10 apply specifically to East Quay.

Another important report, again sponsored by the Isle of Man Government and published in 1992 makes an Archaeological and Architectural Assessment of Peel and shows Peel's importance as a Port from prehistory to present time, as well as making detailed studies of some of the older properties.

The Ellis Brown report on East Quay has been in part superseded by the development of Peel Heritage Centre by Manx National Heritage, by the water retention scheme for the inner harbour and footbridge to Peel Castle, recently completed, and the approval in 2003 for a scheme to replace the coal yard building on the junction of St Peter's Lane and East Quay with a four storey building, comprising apartments and retail, equal in height to the present warehouse known as the 'Viking Longhouse'.

This report examines the implication of these changes and provides guidelines for future development on the Quay.



Introduction: First Impressions

Junction with the Promenade

The new footbridge will alter the dynamic of this junction. The corner site includes a DoT yard, public toilets the yacht club and buildings of historic importance such as the Sailor's Shelter, Custom House and Old Police Station. This end of the Quay is still used by fishing boats.

Crown Street

The Leece Museum in the centre is a great asset to the Quay providing a new use for an important building. The Peveril Hotel occupies the corner site and is a popular local destination. The building on the right is also commercial, offering fish and chips. The red sandstone facade surprisingly does not sit comfortably. Each has potential to improve their visual impact on the harbour.

Keown's Lane

The Water Authority yard at the start of Keown's Lane could relocate. The lane has a very run down appearance but with investment could provide a new focus for East Quay. Many of the houses behind are starting to develop south facing gardens (whereas before their main rooms faced Castle Street).

St Peter's Lane

The car showroom also offers a possibility for change. St Peter's Lane links back to the church square. There is a grassed public space between Castle Street and Keown's Lane just visible on the photograph, which could link Castle Street to the Quay. The Coal Yard site on the right has permission to be redeveloped as apartments.

The Viking Longhouse

The Viking Longhouse in the centre is a landmark on the Quay. It is the only remaining warehouse on the quayside, which provides an important link with the recent past. The Smithy occupies a deep site to the right of this and the remaining buildings are residential.

Station Place

The square outside the House of Manannan and the space in front of the Creek Inn public house offer the main public spaces on the Quay. The other building on the Quay is also a restaurant making this an established social space although the road cuts the space in two.

Lower Harbour

The House of Manannan is the main focus of activity with Industrial units behind and additional parking. The boat park is used as Coach park in the Summer. Once the moorings become permanent the use of the boat park may change.



Development of Current Proposals

This report was instigated by Department of Local Government and the Environment in response to a request in Tynwald for a Design brief for East Quay.



Views were sought from Peel Commissioners, the Chamber of Commerce, Manx National Heritage and by persons known to us connected with Peel both working and living in the area. These approaches were informal and on the understanding it was to draw initial conclusions for further consultation.



The general impression was that there is a lack of parking in Peel and East Quay, that East Quay should develop for tourism, that more yachts could make the harbour more vibrant plus a selection of restaurants and shops would be good for the area. It was generally felt that this would not happen until changes were made to the quayside especially regarding the non-site specific uses by Department of Transport, the Water Authority and the car sales lot.



This Design Guide is intended to provide guidelines for any future development and not a strategy for revitalising East Quay. However, it is necessary to anticipate where such pressures for change would arise.

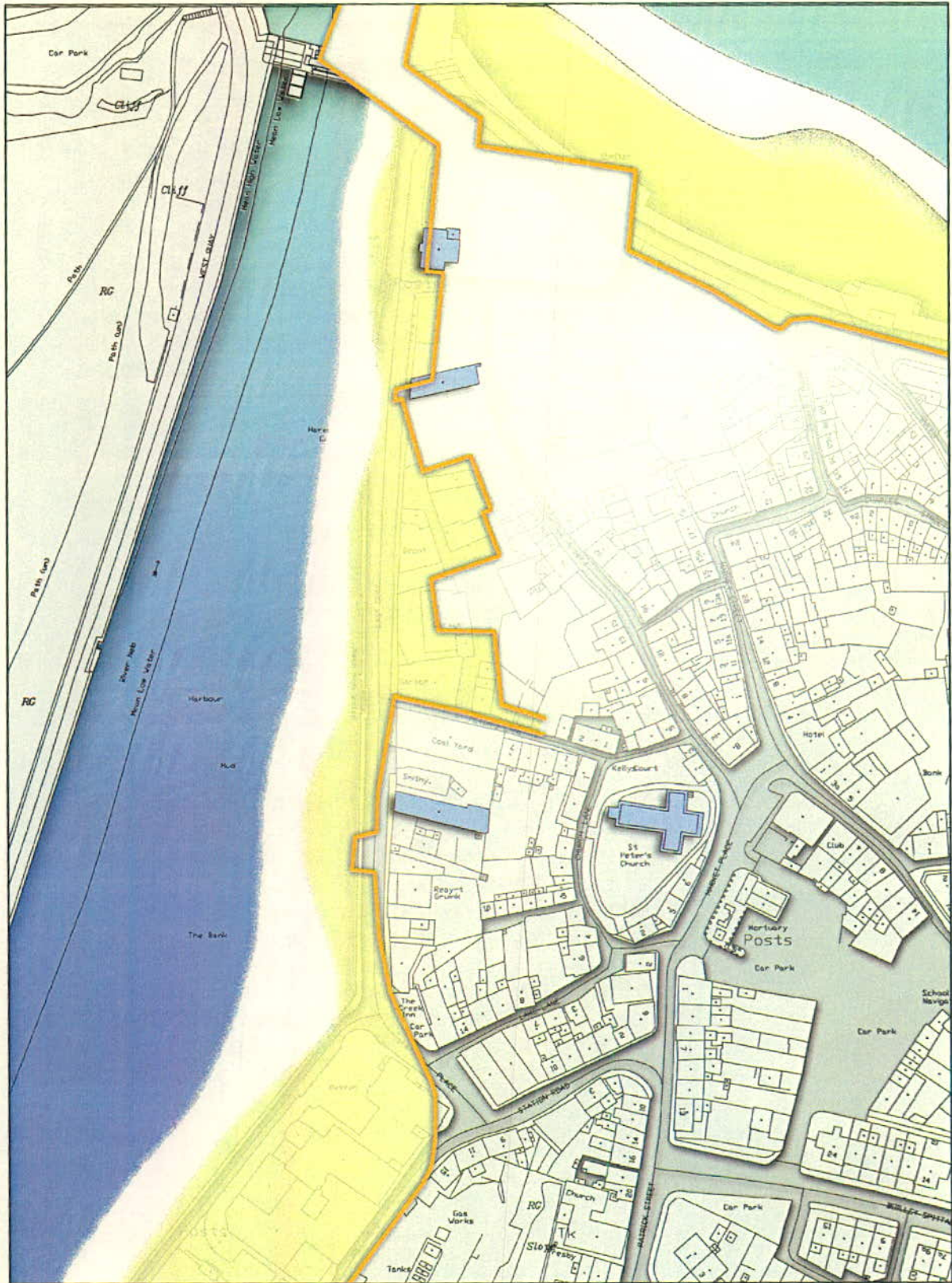


The research carried out indicates that harbours that rely solely on yacht moorings and housing are generally very quiet places, on a good weekend only 10% of the boats moored will be in use. Research suggests that the more successful harbours still support working ships and encourage traditional boats, whose owners are more active than weekend sailors.



Harbours that have kept links with the past in this way are able to maintain the vitality that attracts visitors and encourages trade. More visitors help support the cafes and shops, which in turn make the harbours more popular with visiting boats.





Analysis - Historic Quay Line



Analysis: History

Peel has been a successful port for over one thousand years but has had to adapt to maintain its relevance to its users. Anybody leaving the Irish coast and sailing towards the Isle of Man in clear weather can see Peel on the horizon and make the harbour without navigational aids. St. Patrick's Isle protects the bay making a safe place to land.

The map shows the Quay as suggested from a map by R. Wilson in 1791. The archaeological report places this map 30 years after Peel had been described as an indifferent harbour. Initially the sandy shore was sufficient landing but eventually the East Quay was developed to take boats with a deeper draught.

The Wilson map indicates boats moored in the two indents now filled in by Keown's Lane. By 1835 Peel was building boats and between 1853 and 1860 this activity peaked. It remained a busy fishing harbour and Peel prospered. The harbour at times was so full of boats 'you could walk from one side to the other'.

The 1869 OS map shows the Quay on its present line without the railway station but with the pier and lighthouse using Crown Street to link to Shore Road. Later the Promenade was built as the sands were developed as a tourist attraction with the building of the railway.

East Quay remained an industrial port and areas were dedicated to warehouses and workshops. The Leece Museum has a photograph dating from 1860's showing the Quay with the tall Salt House in front of the Peveril Hotel but without the 'Viking Longhouse' building.

Now the 'Longhouse' is the only remaining tall warehouse on the Quay although it too is in poor condition. In Crown Street three sandstone buildings, the Customs House, Old Police Station and Rocket House (where crews were trained to fire rockets onto boats in difficulties at sea so a line could be pulled across to save lives).

The Sailor Shelter and Leece Museum, all in the same area and the houses all on Castle Street with the tall staircase towers apparently added (see Archaeological report). All these buildings are related to the harbour activities.

Present day, the fishing boats are larger and fewer but still play an important part in the life of the harbour. The tourists have declined and Peel is in danger of being a town dependent of Douglas for employment.



Analysis: Accessibility of Space

It is usual in preparing these reports to produce some form of ownership map to try to understand an area.



The East Quay ownership map attempts to take the analysis a little further and includes an interpretation of the information by dividing the uses in categories to show the degree of accessibility as a result of the ownership/activity each site has. The Quay is a public space and the accessibility is part of how we experience a place.



When we walk along the Quay we have full access to the space outside the museum but although we all have access to the road our access is restricted by the traffic, equally most commercial premises have some degree of open access but that access is restricted, for example with a public house, you must have money and be over a certain age.



The categories chosen are:



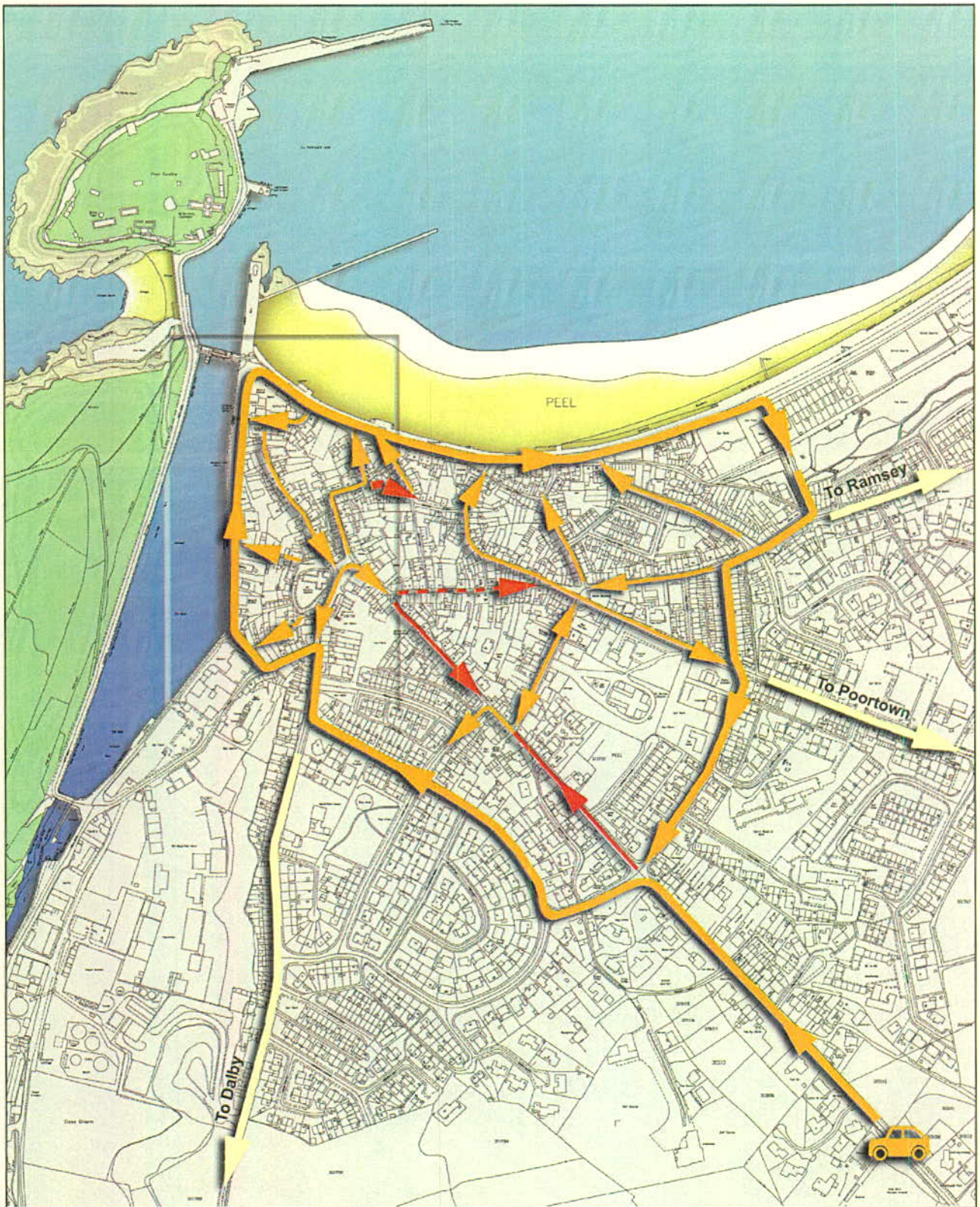
1. **Open Space:** Parks, public spaces and promenades.
2. **Roads:** Roads and footpaths.
3. **Restricted:** This is mainly commercial buildings but includes the yacht club, sailors' shelter, Leece Museum and House of Manannan. Obviously with this category there are degrees of accessibility.
4. **Utility:** These are places in some public control and therefore it may be possible to convert them into public space. It is a slightly forced category but does identify a potential for change.
5. **Private:** Being in private control, these spaces are the least accessible except for the owner.



Therefore the potential for some positive change in the centre of the Quay is clear with the large amount of commercial land and the added opportunity to include the Water Board Depot.



The map also includes shading to help identify buildings from land.



Analysis - Routes into Peel

-  Two-way Access
-  Two-way Restricted Access
-  One-way Access
-  One-way Restricted Access
-  Alternative Exit Routes



Analysis: Traffic

The Local Plan 1989 emphasised the need to respect the existing street pattern which has remained largely unchanged, the essential element being the narrow winding street pattern.



Cullen went further and suggested streets should be afforded the French AU PAS status, meaning traffic should proceed at walking pace in the town. Certainly in Peel pedestrians would appear to have a right of way where there are no pavements and Peel traffic respects that.



Unfortunately the East Quay is part of the unofficial Relief Road created by the status of these smaller roads.



The Local Plan describes the four main approach roads as Ramsey Road, Poortown Road, Douglas Road and Glenfaba Road and assumes the usual destinations as the Market Square car park but many cars continue down Station Road and along the quay to the promenade following the apparent traffic flow downhill.



The Analysis Sheet – **Routes into Peel** -- show the effect of this is to generate a ring road where the natural traffic flow is down onto the Promenade and East Quay and this is reinforced by all the smaller streets that feed town traffic onto the Promenade.



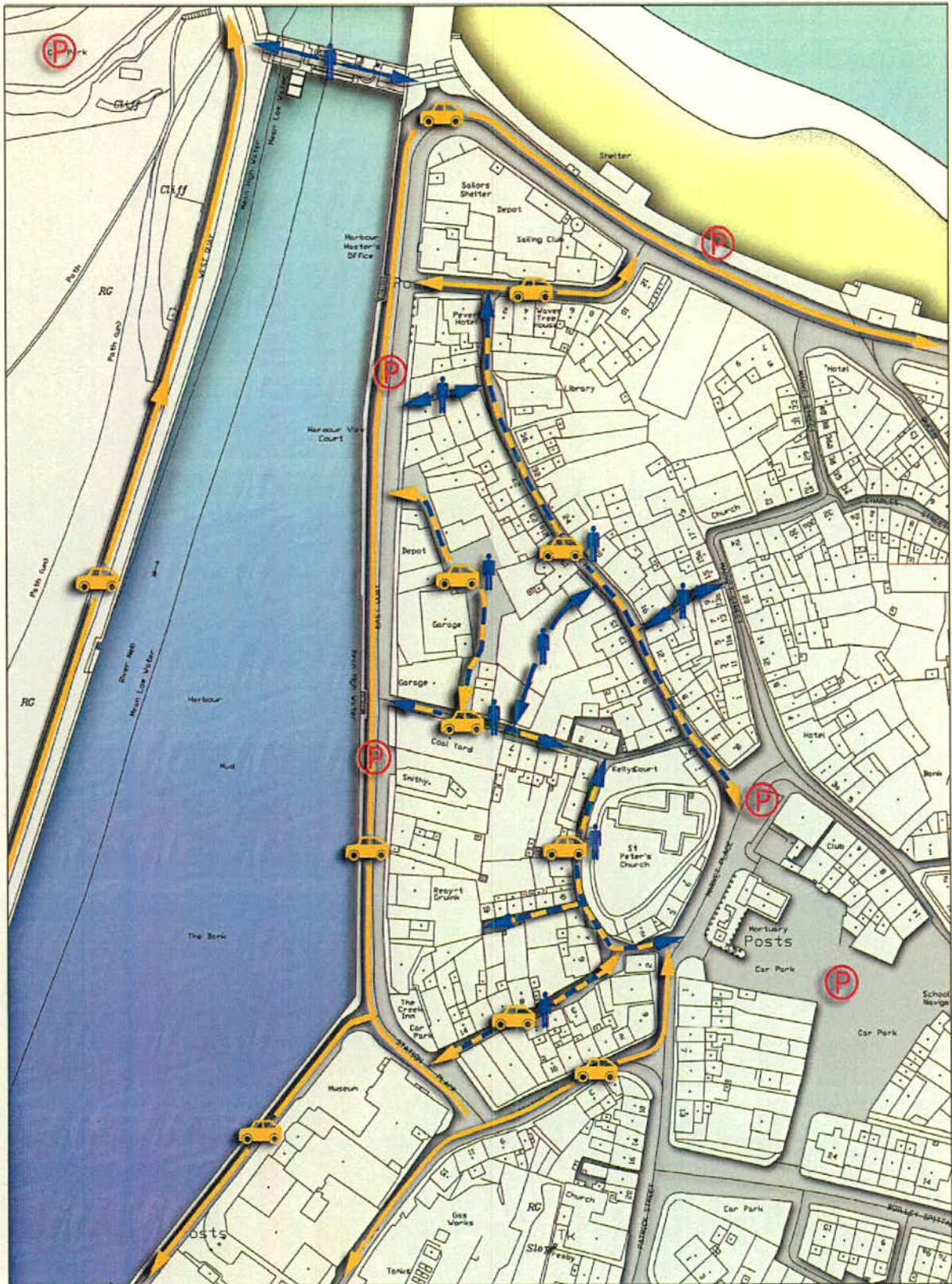
East Quay is fairly relaxed with casual parking available on both sides of the road. However, it is a traffic road and the informal status of AU PAS is less evident here than in the town. When Peel is busy, the Quay becomes heavily congested and the pedestrians have better access than at quieter periods when the cars take priority.



Drivers faced with the Peel maze of traffic routes settle for the comfortable option of following the Promenade and East Quay to the relative safety of Patrick Street and out. The other option of travelling past the Creg Malin and then onto the Kirk Michael /Ramsey Road or back into Peel is less attractive although not any further in distance.

As car numbers increase, the tight Peel Streets will be more difficult to negotiate and East Quay will become increasingly a traffic route unless action is taken.

The other detailed Analysis – **East Quay Links** -- show East Quay in more detail. The key includes three status of roads, those traffic dominated, those with pedestrian access only and those called **shared surfaces**, which have this 'understanding' between driver and pedestrians.



Analysis - East Quay Links

-  Vehicular Surface
-  Pedestrian Surface
-  Shared Surface
-  Car Parking Areas



Traffic: Possible developments

Ellis Brown, in their 1987 study, saw the potential for changes to the traffic organisation, introducing a turning area at the head of the promenade connected with a footbridge to Peel Hill.



The new footbridge under construction will change the dynamic of the space and we anticipate coaches will need to hover here to pick up visitors to Peel Castle. The current proposals for the footbridge do not include a turning area but we anticipate some lay-by provision will be necessary.

Ideally traffic should be slowed at key points along the Quay to encourage more pedestrian access.



1. At the junction with Station Place so that the space outside the museum can be linked with the commercial premises opposite.
2. By St. Peter's Place and Keown's Lane to encourage tourist development in the area.
3. Opposite the Peveril Hotel, again to give access to the Quay.
4. At the new footbridge.



The signage could be changed to place greater emphasis on the route along the promenade and out via Walpole Road, Church Street and Albany Road rather than East Quay.



Some changes made to road layout to use Crown Street to turn traffic back along the Promenade and for some local traffic to use Castle Street rather than the longer route along East Quay and the congested Station Place, Station Road route.



Traffic is part of East Quay and an essential support to the boats moored along the Quay, however slowing the traffic down and softening the pavement edge is important to improve the appearance of the Quay and respond to its historic character within the town and as part of the Conservation Area.





Analysis – Legibility

The final part of the Analysis is based on the studies of towns introduced by Kevin Lynch working in America at the same time as Gordon Cullen was in Britain. Kevin Lynch's book 'The Image of the City' published in 1960 after a 5 year study of three American cities sought to establish a concept of **place legibility** and uses ideas of **paths, edges, districts, nodes** and **landmarks** to help analyse what is successful and what is lacking in any particular part of that town.

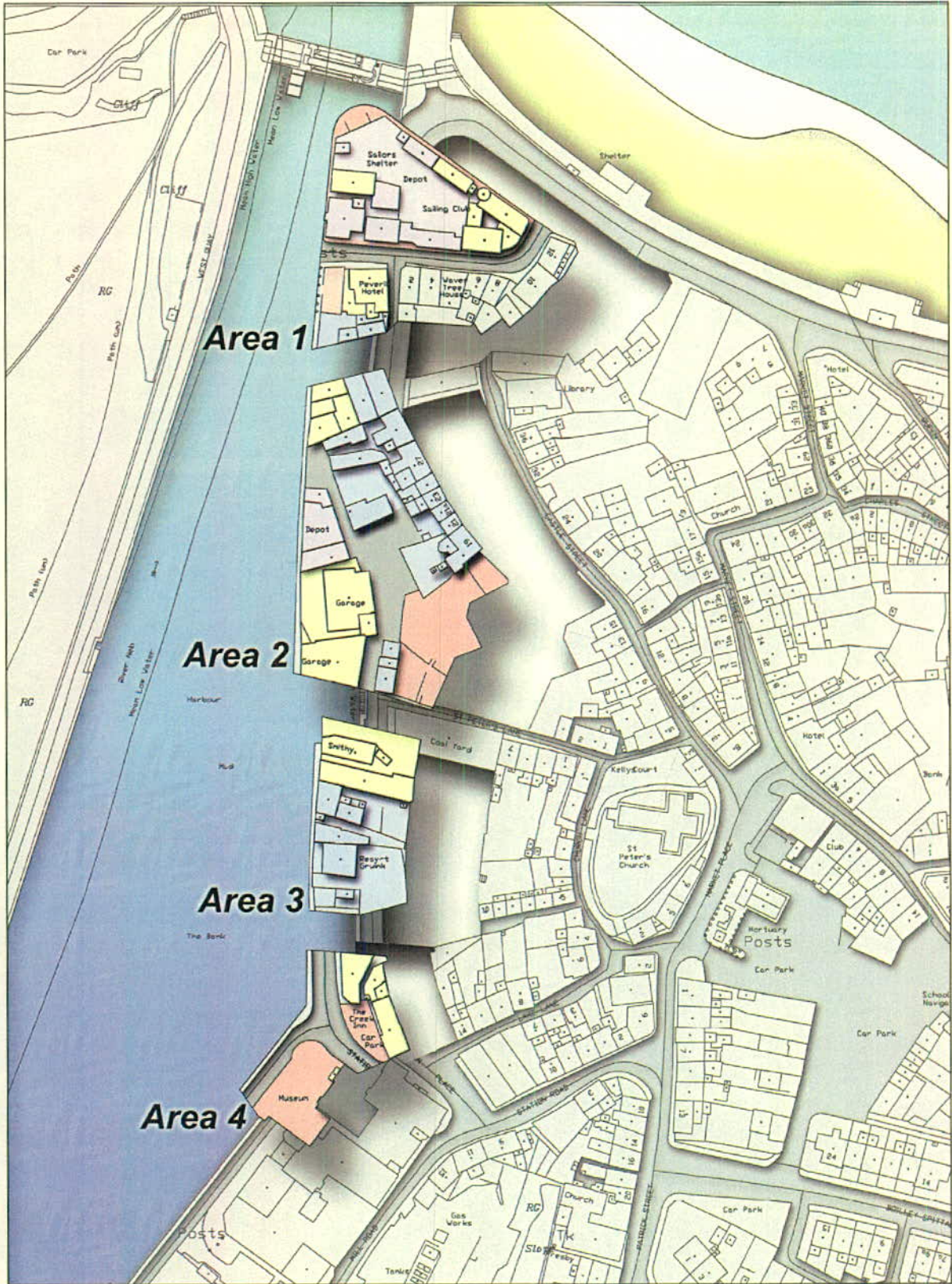
These guidelines are useful in tying together the previous analysis and adding some architectural assessment of the present buildings.

The Peel Local Plan in section 9.5 on conservation states 'demolition of even a single building, which itself may not be of architectural or historic significance and therefore not Registered, and its replacement by a new building could prejudice the character or appearance of a Conservation Area'.

East Quay has many buildings which come into the category of old and tired buildings ready for redevelopment, which as section 9.5 of the Local Plan suggests could prejudice the character and appearance of the Conservation Area.

Lynch's approach allows a dialogue to be developed about an area so it is possible to define the Quayside as a strong **edge** and East Quay as a major **pathway** along that edge. As a result, any event along that pathway becomes **node**, a strategic spot where there is an extra focus. East Quay has potential to develop more focal points along its length based on **landmark** buildings, which will in turn make the Quay more interesting and as a result more important to Peel.

The overall analysis identifies four key areas where if development did occur then careful consideration of detail is necessary to maintain the present character of Peel as implied by its Conservation Area status.



Proposals - All Areas



Proposed Design Brief

The Peel Local Plan

This Design Guide should be read in conjunction with the Peel Local Plan. The Peel Local Plan indicates preferences for the utilisation of the Quayside. The plan encourages the relocation of "inappropriate industrial uses from this area to the industrial area. Certain commercial undertakings should also be relocated, redeveloped or enhanced externally."



The Quayside should encourage a variety of uses to permit and encourage essential harbour related usages.



The plan promotes the development of tourist/leisure facilities appropriate commercial facilities and residential/office development at upper floors is to be encouraged. This is of particular relevance to the original warehouses and historic buildings in the vicinity

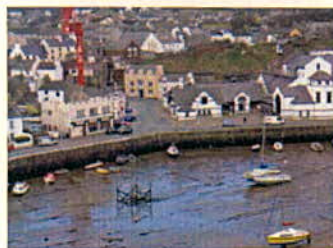


General Design Considerations

The unique characteristics of the Peel Quayside acknowledged by its inclusion in the Peel Conservation area, dictates a high standard of architectural and urban design.



One of the characteristics of the Quayside is the range of uses, building heights and massing existing alongside one another. In general, the rooflines of the Quayside either run parallel to the Quay or at 90° to it. These forms may be used in new buildings to help integrate them into the 'grain' of the Quayside.



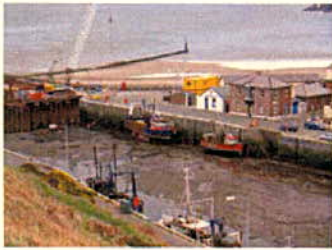
The East Quay is predominantly 2/3 storeys with the exception of the 5 storey Viking Longhouse. It is important that any development respects the scale of the existing buildings. The heights can vary considerably as they already do but should not exceed 2/3 storeys.



It would be wrong to have all buildings one height (as Douglas Promenade) although some tall buildings are necessary to keep the existing scale and respond to the vertical emphasis along the Quay.

Peel is built of sandstone, which would for the most part have been lime rendered to improve the durability of the stone and enhance the weatherproofing. Victorian fashion for exposed stonework and the attractive colour of the local stone has led to many buildings being now left unrendered. Other buildings have been re-rendered in cement and painted.

On the Quay, industrial buildings may never have been rendered as it was not considered necessary. All this adds to the richness of Peel. The local stone is no longer available in any quantity and although reclaimed stone is available, it should only be used in special places.



General Design Considerations *cont*

Peel is unique on the Island in that remnants of the herring smoking industry can be found about the town. The use of vertical timber cladding used in some of these buildings would be viewed as appropriate in new schemes on the Quayside.



Modern design solutions would not be discouraged and the use of materials such as stainless steel and other metals in a design theme which reflects the proximity of the harbour is likely to be supported. Along the quay the use of industrial detailing and loading bay style openings will help reinforce the sense of place.



Consideration must be given to the provision of car parking for the relevant development uses. In the case of residential, car parking should be provided at a minimum ratio of one space for each small residential unit (1-2 bedrooms) and 2 spaces for a larger unit. Car parking should be located to the rear of the buildings as not to be visible from the Quayside.



In the case of leisure or retail related uses, sufficient car parking will be required within the development. Specific requirements should be discussed with the Planning and Building Control Directorate at an early stage in the design process.



The hard landscape around the buildings at present is at best poor. There is extensive use of tarmac and the pavements have all been narrowed to the bare minimum to widen the road. The street lighting is utilitarian and bollards and railings are plain.



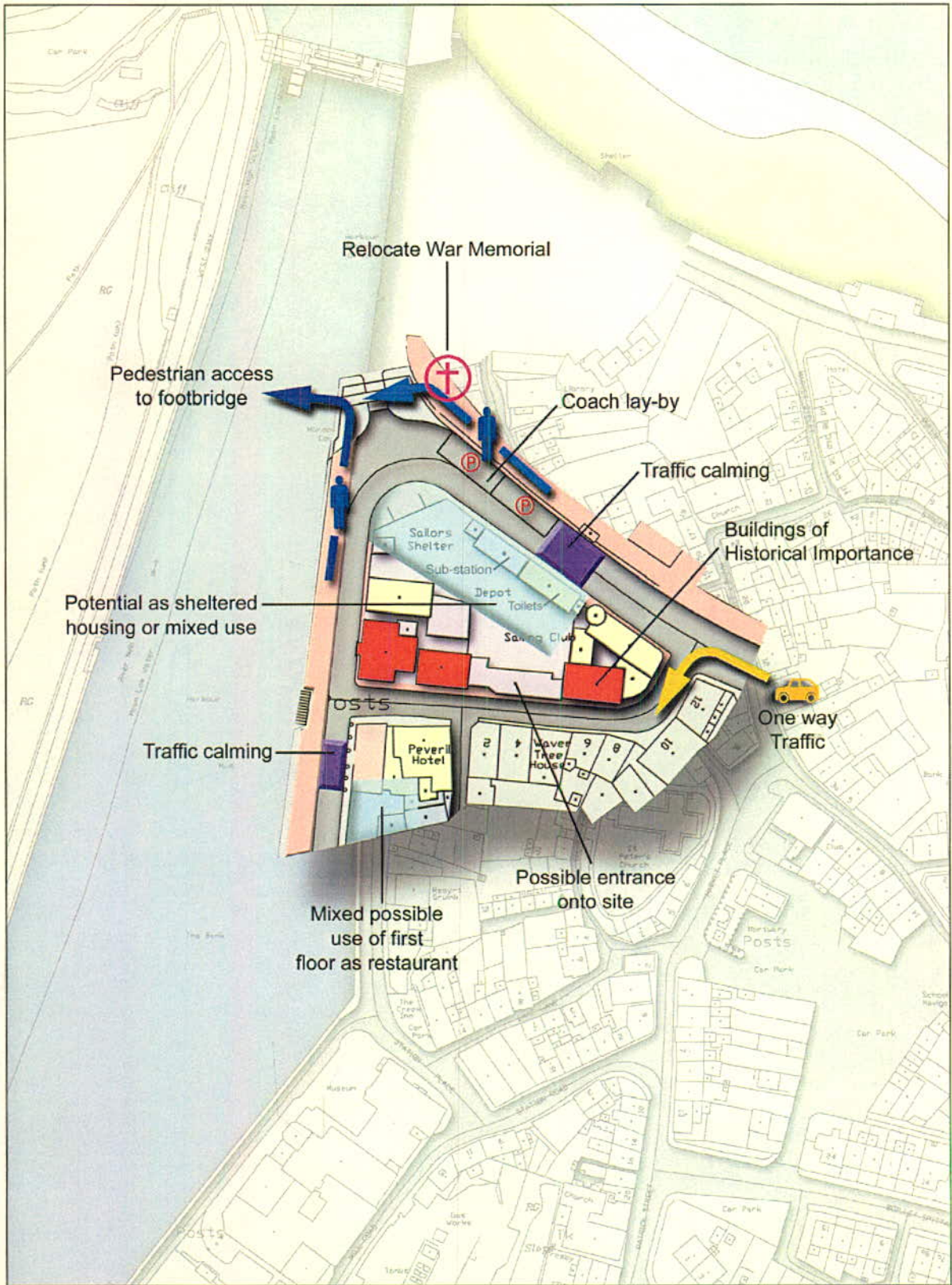
Keown's Lane has the appearance of an ill kept back yard. A number of the buildings are in poor repair and yet the Quayside retains some air of majesty. This is partly as a result of the setting of Peel Hill, the water and proximity to the boats along the Quayside.



The introduction of more varied paving is important to enhance the area.

The Douglas Development Partnership has commissioned a Quayside Lighting Strategy, a copy of which is available on request. The same principles of lighting exterior facades and public areas of the Quayside should also be considered as an important design element on the Quayside in Peel.

Finally, given the wealth of archaeological deposits previously discovered around Peel, any new development on the Quayside should include an allowance for an archaeological study of the site prior to the commencement of the construction of the new development.



Proposals - Area 1



Area 1

Junction with Promenade

The Island created by Crown Street and the East Quay/Promenade is visually weak and is in need of a key building to provide a turning point for the junction at the head of the footbridge. (See 1869 OS plan).



The centre of this site is a Department of Transport depot, which should be encouraged to relocate, but the site also contains a number of significant buildings including the Custom House, Police Station and Rocket Building. The Sailor's Shelter has also some significance but more social than architectural.



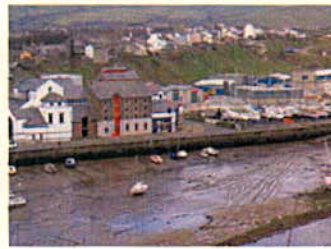
The Sailing Club is well established and uses the clubhouse to start races from the bay. The ground floor is overlooked by the street and, ideally, the Club should have more space on the upper floors in order to release the ground floor for retail or other public orientated use.



The Peveril Hotel is another important building that has a popular sitting out area where once the Salt House stood. An upper floor would have views both of Peel Hill and down into the harbour. Some traffic calming to allow pedestrians to cross to the new footbridge would make better use of this corner.



If the Department of Transport and Custom House activities did relocate, the land released could provide the opportunity for a landmark building. This building could address the junction of the Quayside and the Promenade, whilst providing a visual termination for both.





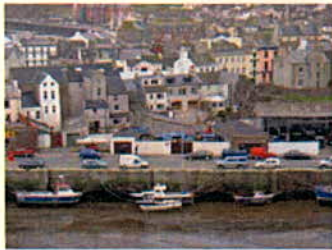
Area 2

Keown's Lane

The analysis identifies this site as being an opportunity to enhance the Conservation Area and provide a valuable green link between the quayside and the remainder of the town. As with Area 1 these are both recently reclaimed areas and do not have the historic fabric of old Peel. The garage building, whilst representing something of a bold architectural statement is past its 'sell by date' and rather at odds with the conservation status of the area. The Water Board building has lost its original lettering and none of this block has any merit although some stone walling on St Peter's Lane could be retained and incorporated in a sensitive redevelopment.



The houses on Castle Street have an aspect onto Keown's Lane and at this end of the site a height restriction of two storey would be appropriate to keep the open nature of the Lane and to protect the views of the Castle from the park behind.



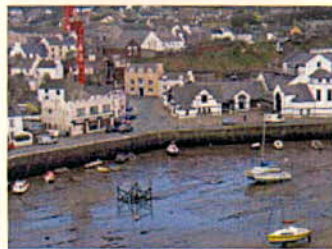
The ground on Castle Street rises and the park at the rear is approximately one storey above Keown's Lane allowing any development of the corner with St Peter's to be higher as a result. The Coal Yard site was restricted to less than the 'Viking Longhouse' and this end of the site could rise to a similar height although one storey less would be more successful. If the site could develop backwards bridging over Keown's lane the overall height could be reduced.



Any development should take into account the views from the Park both onto Peel Hill and more importantly towards Peel Castle. Views through onto the harbour should also be included and reference to Cullen's report would show how such a scheme could greatly enhance the waterfront if carefully assembled.



This site is ideal for mixed development in line with the Local Plan.





Area 3

Viking Longhouse

The Longhouse is the last existing warehouse on the Quay and although relatively late in date should be retained if at all possible. Finding a use for a redundant building is difficult and some relaxation on parking may be necessary to get a viable scheme.



The Coal Yard Site has already approval for apartments and residential use of the upper floors at this end of the Quay would seem a successful venture with mixed use of the lower storeys.



Some consideration should be given to how the site between these two can also develop and some form of stepped development would seem most appropriate with maybe a courtyard to further develop the economic potential of the Quay.



The remaining buildings are very successful and any proposed development should respect the appearance and scale of the existing buildings.

Area 4

Station Place

This is an important social space and should be enhanced where possible. Consideration should be given to the introduction of upgraded hard landscaping. This would have the effect of unifying and identifying the space created between the Manannan Centre and The Creek.



This space could, potentially, physically link with the harbour via a pontoon or other such means of access.

