



**Isle of Man**  
**Government**

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# Draft Area Plan for the East

## Development Briefs

### **PIP 6**

Cabinet Office

August 2019

# Development Briefs

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## **1 Introduction**

- 1.1 At the Pre-Inquiry Meeting (PIM) on 18<sup>th</sup> July 2019, Cabinet Office made a commitment to produce additional documentation on the proposed 'development briefs' for inclusion in the Draft Area Plan for the East.
- 1.2 This paper sets out how the Plan intends to address the issue of development briefs. Firstly, it proposes to set out a General Development Brief which aims to capture the broad elements that need to be taken into account.
- 1.3 Secondly, it sets out some Site Specific Briefs to supplement the General Brief. The work undertaken for this paper has revealed that some sites do not require specific briefs given the framework provided by the Isle of Man Strategic Plan.
- 1.4 Development briefs are relevant for both general allocations and strategic reserve sites. A separate paper addresses the methodology for the release of the strategic reserve sites. Both papers explain how and where the proposed changes are to be integrated into the plan going forward.

## **2 How is it proposed to add new/amended development brief information into the Area Plan for the East?**

- 2.1 The briefs and 'proposed changes' in the sections which follow are proposed to be integrated into the Draft Plan at Chapters 2, Chapter 8 and Chapter 12.

## **3 Proposed Changes to Chapter 2<sup>1</sup>**

- 3.1 Insertion of General Development Brief 1 in Chapter 2, below Paragraph 2.9.

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<sup>1</sup> Changes to Chapters 2, 8 and 12 will be added to the Proposed Changes Document (PIP 5)

## General Development Brief 1

### Part A<sup>2</sup>

Development proposals must demonstrate that they:

- 1 respect the site and surroundings in terms of the siting, layout, scale, form, design and landscaping of buildings and the spaces around them;
- 2 do not affect adversely the character of the surrounding landscape or townscape;
- 3 do not adversely affect the protected wildlife or locally important habitats on the site or adjacent land, including water courses;
- 4 do not affect adversely public views of the sea;
- 5 incorporate where possible existing topography and landscape features, particularly trees and sod banks;
- 6 do not affect adversely the amenity of local residents or the character of the locality;
- 7 provide satisfactory amenity standards in itself, including where appropriate safe and convenient access for all highway users, together with adequate parking, servicing and manoeuvring space;
- 8 do not have an unacceptable effect on road safety or traffic flows on the local highways;
- 9 can be provided with all necessary services;
- 10 do not prejudice the use or development of adjoining land;
- 11 is not on contaminated land or subject to unreasonable risk of erosion or flooding;
- 12 takes account of community and personal safety and security in the design of buildings and the spaces around them; and
- 13 is designed having due regard to best practice in reducing energy consumption.

### Part B

In addition to the above, development proposals must:

- 14 Be accompanied by and form part of a Master Plan for the whole site. The Master Plan must satisfactorily address matters of:
  - i. the intended phasing for the entire site which must explain how the layout and design approach has responded to the particular characteristics and challenges of the site;
  - ii. the main vehicular access, any secondary access points, internal road position and car parking. A traffic assessment will be required from the outset and should be linked to the phasing schedule. It will be important to demonstrate how parking arrangements and traffic circulation (including public transport) will be addressed within the entire site. Applicants are encouraged to discuss this with

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<sup>2</sup> Points 1-13 (Part A) are based on General Policy 2 set out in the Isle of Man Strategic Plan 2016 but for the purposes of this plan, additional points supplement this broad list.

the Highways Division and Public Transport Division (DOI) prior to the submission of any application.

- iii. Active Travel and how it has been integrated into the whole scheme and how this will be brought forward e.g. location and availability of bus stops, cycle ways and pedestrian links and possible future links to areas beyond the boundary of the site.
- iv. Drainage and energy supply services including all connections. Consultation should take place with Manx Utilities ahead of any application.
- v. Relevant strategies such as the Landscape and Amenity Strategy, Climate Change Strategy and Action Plan, Biodiversity Strategy and Strategy on Flooding.
- vi. A structural landscaping plan for the whole site and how this intends to link to and be integrated with landscaped areas throughout the site and interplay successfully with the proposed built development. The structural landscaping plan must show appropriate planting and surface treatments across the entire site including car parking zones/areas and formal and informal open space and play space.
- vii. Any landscaping/design plan must show how the landscaping proposals intend to connect and interrelate to support and form a network of green infrastructure which has the potential to connect to existing green infrastructure networks beyond the site boundary.
- viii. How proposals will result in net biodiversity gain, following the hierarchy of avoid, mitigate and compensate and including details for the delivery and maintenance of any off-site compensatory habitat works.
- ix. How telecommunications infrastructure is to be incorporated into the development (what, where and when).
- x. How the development addresses the need to reduce energy consumption.
- xi. How the scoping for Environmental Impact Assessments (where needed) will be prepared and work undertaken.

### **Part C – For Strategic Reserves Sites (Predominantly Residential Use Only)**

- xii. No part of the site will be released for development until such time as Steps 1 to 3 set out in the 'Strategic Reserve Methodology for Release' have been completed which includes Cabinet Office having published a decision to release and identified when this takes effect.
- xiii. When released for development (which may either be in part or in its entirety), the site shall only be used for: Residential purposes and any associated infrastructure to support such development including but not limited to: education, community and health facilities and formal and informal open space.
- xiv. Environmental Impact Assessments will be required for Strategic Reserve Sites.

## 4 Proposed Changes to Chapter 8 - Employment Land

4.1 Replace Employment Proposal 1 under paragraph 8.9.6 with the following text:

### Employment Proposal 1:

Land which is wholly within an existing settlement boundary and is identified on the land use Maps as being 'Industrial' (shaded purple), shall be developed in accordance with General Development Brief 1. The level of detail required in any Master Plan (as required in Part B of General Development Brief 1) will be site dependent, relative to the size and particular circumstances of the site.

*Note: Landscape Proposal above could stand as it is but for Inquiry purposes, the sites this will apply to are listed in the table below*

Location within settlement boundary	Size (Ha)	Map	Site Ref (for Inquiry purposes)
Land at Kirby Farm Industrial Estate	1.82	Industrial	BE004
IOM Business Park, Cooil Road	1.57	Industrial	BE012
Tromode/Ballaletcher	1.30	Industrial	BE016
Tromode/ Ballaletcher	1.52	Industrial	BE017

4.2 Replace Employment Proposal 3 below Paragraph 8.10.3 with the following Brief:

### Site Specific Development Brief

**Site Ref:** Site BE002a  
**Location:** Land South of Cooil Road  
**Proposed Designation:** Industry (see also General Development Brief 1)

- 1 The site is designated for Light Industrial (including Manufacturing), Research and Development, Storage or Distribution.
- 2 The Master Plan must demonstrate how the high-pressure gas pipeline (on Cooil Road) will be protected to ensure no adverse effects will result as a consequence of development on this site.
- 3 Notwithstanding Strategic Plan Business Policy 5, retail development (including bulky goods) on this site will not be supported.

## 5 Proposed Changes to Chapter 12 - Residential

- 5.1 Delete Residential – Strategic Reserve – Proposal 1 (this has been integrated into the General Development Brief 1)
- 5.2 Delete Residential Proposal 1 (no longer needed).
- 5.3 Re-number Residential Proposal 2 as Residential Proposal 1 and amend to read:

### Residential Proposal 1:

Land which is wholly within an existing settlement boundary and identified on the land use Maps as being Predominantly Residential (shaded pink) or within an area of Mixed Use (shaded yellow), shall be developed in accordance with General Development Brief 1. The level of detail required in any Master Plan (Part B of GDB 1) will be site dependent relative to the size and particular circumstances of the site.

*Note: Residential Proposal 1 above could stand as it is but for Inquiry purposes, the sites this will apply to, are listed in the table below:*

<b>Location within settlement boundary</b>	<b>Size (Ha)</b>	<b>Background mapping</b>	<b>Reference (may be updated/removed in final plan)</b>
Westmoreland Road, Douglas	2.46	Mixed Use/Open Space	DH001
Ballanard Woods	9.27	Pred Res	DH011
Land adj. Anna Cur House	0.6	Pred Res	DH016
Lower Duke's Lane	0.54	Predominantly Residential	DH037

Fairfield Junior School former Park Road School	0.28 0.84		DH025 DH039 – captured by additional proposal
Land at Albany Road and Sartfell Road	0.25	Predominantly Residential	DH042
Glenside	1.21	Predominantly Residential	DH048 valid approval
Former Follies Cabaret Restaurant. Harbour Road	0.45	Predominantly resi	OH016
Former Prince's Motors Site, adjacent to MER line & A2 Ramsey Road	0.18	Predominantly Residential	GH023
Former Farmhouse, Snugborough Farm	0.22	Predominantly Residential	BH043
Ballabeg, Main Road, Glen Vine	0.7	<u>Predominantly Residential</u>	MH018
Site of Former Ballagarey Nursery Field Adjacent to Greeba Avenue	0.9	<u>Predominantly Residential</u>	MH023

## 6 Site Specific Briefs for inclusion at Paragraph 12.20.3

### 6.1 Site Specific Brief for Site Ref: BH030 & DBH002

<b>Site Number</b>	BH030 & DBH002
<b>Site Name</b>	Land South of Ballafletcher Road, Braddan
<b>Proposed designation</b>	Predominantly Residential

- 1 The sites (identified as BH002 and DBH002) must be brought forward in any design scheme and Master Plan as one development site.
- 2 The main access to the site shall be off the Ballafletcher Road but all other possible secondary access points should be explored.
- 3 Options must be explored to identify the potential to integrate an access route through the site from the Ballafletcher Road to the A1 Peel Road; this implies looking at the possibilities for Active Travel routes and a route for public transport. Applicants should consult with the Highways Division of the Department of Infrastructure in this respect.

- 4 There are Registered Trees along the southern, eastern and western perimeters of the site which must be taken into account early in any scheme designs and addressed in the required Master Plan.
- 5 Ground conditions must be taken into account and there must be a as part of the early design scheme survey work undertaken to identify extent to which there is marsh identified at the southern boundary of the upper Field identified in the site assessment Framework Report.
- 6 The Site Assessment Framework Report identified potential for landscape, ecological and environmental issues. Given this Report and the scale of potential development on this site, an Environmental Impact Assessment will be required as part of any detailed application submitted on this site.
- 7 Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site.

## **6.2 Site Specific Brief for Site Ref: BM006**

<b>Site Number</b>	BM006
<b>Site Name</b>	Land North of Vicarage Road
<b>Proposed Designation</b>	Predominantly Residential

- 1 The main access to the site shall be off Vicarage Road (A6).
- 2 There are Registered Trees along the western boundary of the site which must be taken into account early in any scheme designs and addressed in the required Master Plan.
- 3 There is an industrial estate beyond the site to the east. The design scheme must demonstrate how this has been taken into account in terms of layout proximity of any dwellings.
- 4 The Site Assessment Framework Report identified potential for some impact on landscape character given that, if developed, it would represent an extension to the Douglas settlement in a northerly direction on rising land. Given this Report and uncertainty over ecological as well as other issues, including the scale of new potential new development on this site, an Environmental Impact Assessment will be required as part of any detailed application submitted.
- 5 Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site.



### 6.3 Site Specific Brief for Site Ref: DH002, DH057 part, DM001 Part

<b>Site Number</b>	DH002, DH057 part, DM001 part
<b>Site Name</b>	Johnny Watterson's Lane, Douglas
<b>Proposed designation:</b>	Predominantly Residential

- 1 There is an expectation that this site and the Strategic Reserve Site identified to the east will together some to form/represent form a sustainable urban extension to the settlement of Douglas.
- 2 The development potential of this site is significant but so too is the potential to create an exciting new community area integrated into existing developments.. There are opportunities to establish key spaces and housing areas utilising the space as a whole and not just in a piecemeal way. Public open space should be a consideration throughout as to routes for sustainable and safe transport options for travelling other than via the private car. Structural and substantial landscaping buffers will be essential throughout the whole scheme but designed in a way to be part of every element of the scheme from the areas that are released first to the final zones.
- 3 Options should be explored to establish the best way forward to ensure a coordinated approach; facilitated by Cabinet Office and ahead of any planning applications on this site *(an option to be explored at the Inquiry?)*
- 4 The sites (identified as DM001, part of site DH057, and DH002) as shown on the land use Maps as a single predominantly residential site, must be brought forward as one design scheme and shown as such on any Master Plan documents. Clear phasing must be demonstrated as part of any development proposals.
- 5 The main access points to the site shall be off Johnny Watterson's Lane.
- 6 The Site Assessment Framework Report identified potential for landscape, ecological and environmental issues including visual impact and habitats. Given this Report and the scale of potential development on this site, an Environmental Impact Assessment will be required as part of any detailed application.
- 7 Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site.
- 8 A public footpath crosses the site which must be integrated into the scheme.
- 9 The Master Plan must show how this site, which is elongated in shape adjacent to Johnny Watterson's Lane will connect to and be linked with any future release of the Strategic Reserve Site to the west of the site (may be superseded by Points 1 and 2).
- 10 As part of any scheme, the need for or to protect land for health, community, education and open space and other infrastructure will be a key part of the decision

making process and to this end there must be a clear and coherent approach to the phasing of development.

#### **6.4 Site Specific Brief for Site Ref: DH009**

**Site Number** DH009  
**Site Name** Ballanard Road, adj. Castle Green  
**Proposed designation** Predominantly Residential

1. There are areas of Registered Trees along the western and northern boundaries which must not be affected by any development proposals.
2. There are other mature trees on the site and they should be protected and integrated into any design scheme.
3. There are Designated Wildlife Sites to the north and west which must be taken account of.
4. The Site Assessment Framework Report identified potential for impact on landscape, including a loss of openness, biodiversity and nature conservation. Given this Report and the scale of potential development on this site (even if developed at a low density as is recommended), an Environmental Impact Assessment will be required as part of any detailed application.
5. Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site.

#### **6.5 Site Specific Brief for Site Ref: DH046**

**Site Number:** DH046  
**Site Name:** Victoria Road Prison and Edale (including Eastcliffe)  
**Proposed designation:** Predominantly Residential

1. The use of the site shall be limited to the creation of a residential development (which may also feature residential care and/or day care uses and/or sheltered housing) and/or any uses associated with civic or cultural uses.
2. The siting, height and mass of buildings will need to be carefully considered and schemes should be mindful of the impact on the street scene. Any application for development must include cross section drawings to allow the understanding and appreciation of the proposed height and massing, and any impact on nearby buildings including No.11 Poplar Terrace and Victoria House Nursery.
3. The former prison gatehouse was a three storey building, which sat well back from the public highway of Victoria Road. The building did not appear to be a dominant or an overbearing feature within the street scene. It is considered that any building greater than two storeys abutting the back of the footpath on Victoria Road would

appear too dominant within the street scene and would look out of place, it would therefore not be advisable to design a scheme with more than two storeys in this area of the site.

4. There is a surface water sewer that runs down the south western boundary of the prison site. It is known that this sewer takes land drainage from Nobles Park along with surface water runoff from Upper Dukes Road/ Victoria Avenue & the Police station area. Any development within the area must take into account this sewer which may need to be diverted. Any proposal must include a drainage plan for the proposed development. Potential applicants are advised to discuss any proposals with the Manx Utilities Authority.

## **6.6 Site Specific Brief for Site ref: DM012**

<b>Site Number</b>	DM012
<b>Site Name</b>	Summerland
<b>Proposed designation</b>	Mixed Use Site

1. A large brownfield site with a prominent promenade position. Development must demonstrate that it will improve the appearance of the site and enhance the area generally.
2. The site is accessed by crossing the Manx Electric Railway or past the horse tram terminus area. Any development should have consideration for daily vehicle trips and the highways safety with special consideration given to the aforementioned railway operations and their tourist appeal.
3. Any provisions for carparking other than facilities solely to service the development must look at the possibilities for a Park and Ride scheme, incorporating the Active Travel Plan and routes for public transport. Applicants should consult with the Highways Division of the Department of Infrastructure in this respect.
4. The site must not be used long term as a temporary car park or HGV parking.

## **6.7 Site Specific Brief for Site ref: DM013**

<b>Site Number</b>	DM013
<b>Site Name</b>	Little Switzerland
<b>Proposed designation</b>	Mixed Use Site

1. Development uses shall be restricted to residential and/or employment land uses.
2. There is evidence of previous use on some of the site i.e. concrete foundations, hard standing and rubble throughout and how this is to be dealt with must form part of the overall scheme.
3. The siting, height and mass of buildings will need to be carefully considered and schemes should be mindful of the impact on the street scene. Any application for development must include cross section drawings to allow the understanding and appreciation of the proposed height and massing as the seaward side of the site would have a prominent position over Douglas Bay. Any development must not significantly detract from Victoria Road and the tree lined highway.
4. There is a surface water sewer that runs down the south western boundary of the site. It is known that this sewer takes land drainage from the Nobles Park area along with surface water runoff from Upper Dukes Road/ Victoria Avenue & the Police station. Any development within the area must take into account this sewer which may need to be diverted. Potential applicants are advised to discuss any proposals with the Manx Utilities Authority.
5. Proposals must include a full tree survey. The need to protect the woodland area may restrict the net area for development.

## **6.8 Site Specific Brief for Site: OH011**

<b>Site Number</b>	OH011
<b>Site Name</b>	Land at Ballachrink
<b>Proposed designation</b>	Predominantly Residential

1. Given the sloping topography of the site, any proposals must demonstrate that this has been taken into account and any detailed applications must include section drawings across the site.
2. Landscaping and creation of new wildlife habitat should be considered as part of the approach to softening the visual impact of any development as seen from the Creg Ny Baa and Ballacottier Road.

## 6.9 Site Specific Brief for Site ref: BH031

<b>Site Number</b>	BH031
<b>Site Name</b>	Camlork, Braddan
<b>Proposed designation</b>	Predominantly Residential

1. Any development must be designed so as to maintain an element of landscaped separation between the identified settlements of Strang and Union Mills. This is an opportunity to achieve a net biodiversity gain, through wild flower planting, afforestation of native trees and creation of new habitat. Advice from DEFA should be sort.
2. The Site Assessment Framework Report identified potential for landscape, ecological and environmental issues. Given this Report and the scale of potential development on this site, an Environmental Impact Assessment will be required as part of any detailed application submitted on this site.
3. Development must provide a new primary route from the Peel Road (A1) to the Strang Road (Hospital and the Douglas ring road). The aim of this should be to achieve an efficient and effective route, reducing pressure along the Strang Road and traffic through the village Union Mills.

# Annexe 1

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## 7 Legislative Background

7.1 Extracts for the Isle of Man Strategic Plan 2016 in relation to Strategic Reserves are set out below<sup>3</sup>:

7.1.1 Chapter 4, Paragraph 4.3.10 states:

In the meantime, the Department considers that, while there are a number of policies in the Strategic Plan which cover various elements of the design of new development e.g. General Policy 2 (a)-(i), (m) and (n), and various Housing policies, there is a need for a further statement on the need to secure quality in the design of new development.

In the preparation of Area Plans the Department will include development briefs that set out design principles for significant sites including new residential areas. Subsequent planning applications will be required to be accompanied by a Design Statement setting out the way in which the proposal has been designed to take into account its context and how the design principles have been developed.

7.1.2 In certain circumstances a specific development brief will not be required as any guidelines on the redevelopment of any area that have been covered to a sufficient level within the Area Plans written statement. This is the case with sites within the Central Douglas Mixed Use Areas or the Cabinet Offices designated comprehensive treatment areas. Chapter 4, Paragraph 4.4.3 states:

In the preparation of an Area Plan the Department will consider the appropriateness of the continuation of any industrial, office or retail zoning on undeveloped land and whether other uses may be more appropriate.

Alternatively, the Department may promote development briefs to redevelop existing industrial, office or retail land and buildings to more appropriate development as long as provision is made for the relocation of existing business.

7.1.3 Chapter 8, Paragraph 8.1.6 states:

The Area Plans will need to ensure that there is enough flexibility to react to pressures relating to both supply and demand. Site allocations known as Strategic Reserves are likely

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<sup>3</sup> Paragraph extracts from the Strategic Plan (including those quoted below) have been separated out for ease of reading.

to be used in the Area Plans for this very purpose.

The Area Plan for the South identified two Strategic Reserve sites for housing. The difference between the Reserve Sites and general allocations is that the Reserve Sites are not for immediate release. They will only be released when the Department is certain that there is a need for them and a defined methodology included within the Area Plan has been followed.

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

7.1.4 Chapter 8, Paragraph 8.4.9 states:

The Department recognises that the predicted growth in population and changes in household size are subject to a wide range of influences. The overall housing requirement figure of 5100 has been identified taking into account the Department's commitment to the approach of Plan, Monitor and Manage(1).

This approach recognises the importance of having specific housing need figures as part of the Island Development Plan but accepts that the regular assessment and monitoring of housing and population statistics over time may require corresponding changes to be made in the provision of new housing land.

To this end, Area Plans will, where appropriate, identify Strategic Reserve Sites which will be capable of development in the longer term. Such sites will only be released for development when the Department considers that there is sufficient evidence to justify such action.

Strategic Reserve sites will be subject to detailed development briefs and a clear methodology for release. Housing Policy 1: The housing needs of the Island will be met by making provision for sufficient development opportunities to enable 5,100 additional dwellings (net of demolitions), and including those created by conversion, to be built over the Plan period 2011 to 2026.

7.1.5 Chapter 8, Paragraph 8.7.1 states:

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

Where these briefs state that an optimum density should be achieved this should not be used as an argument for higher density development which has an adverse effect on the residential amenity of adjoining properties or the character of the area. Housing Policy 6: Development of land which is zoned for residential development must be undertaken in

accordance with the brief in the relevant area plan, or, in the absence of a brief, in accordance with the criteria in paragraph 6.2 of this Plan. Briefs will encourage good and innovative design, and will not be needlessly prescriptive.

7.1.6 Chapter 9, Paragraph 9.2.8 states:

Local requirements for industrial development of a particular sort will be identified during the preparation of Area Plans. The Department is aware that, within some parts of the Island, there is a demand for small "starter units". Business Policy 6: Where land is zoned in Area Plans for industrial use, the Department will include development briefs which identify any particular local needs.

7.1.7 In the final Chapter on 'Implementation, Monitoring and Review' Paragraph 13.3 states:

This process of Monitoring and Review is particularly important given the proposal to make provision for future housing needs on the basis of a process of 'Plan, Monitor and Manage' as outlined in Chapter 8 (Housing).

Under this, the phasing of the release of sites proposed for housing in the Area Plans would be based on maintaining an adequate supply of housing sites with the focus on securing development on brownfield sites, previously developed land and sites within existing settlements before releasing greenfield sites.

Such phasing includes the identification of sites as 'Strategic Reserves' in Area Plans. This approach, which includes the preparation of appropriate development briefs, allows land to be allocated for residential as well as other uses such as employment, but held 'in reserve' until such time as they are required.