



Isle of Man
Government

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Draft Area Plan for the East Housing Yields

CD64

Cabinet Office

October 2019

1 Introduction

- 1.1 During the Public Inquiry into the Draft Area Plan for the East it was agreed that there needed to be clearer evidence relating to the method used to calculate housing land supply as well as that used to estimate net yields. Yield data for each site, whether relating to a general allocation, a strategic reserve or as part of the general land use zoning, was based on a number of assumptions. Findings were tabulated in supporting documents to the Draft Area Plan. These have been reviewed to ensure that all of the assumptions were applied consistently and sense-checked in light of the Inquiry Sessions.
- 1.2 This paper aims to fulfil the commitment by Cabinet Office to provide supplementary evidence.

2 Background information

- 2.1 Extant Local Plans in the East all pre-date the approval of the original Isle of Man Strategic Plan in 2007. These plans, with the exception of the 1982 Development Plan, were developed in isolation of the surrounding areas and the Island as a whole. In terms of available development land for housing the East currently has an under-supply compared to other Areas.
- 2.2 In the Residential Land Availability Study (Update 11) the East is shown to have only 10% of the Island-wide allocated residential development land that remains undeveloped and without planning approval. Of that remaining land 'available' in the East much has remained undeveloped for a considerable time. It is reasonable to assume that there may be deliverability issues associated with these sites that need to be addressed.
- 2.3 The Area Plan for the East seeks to provide opportunities to achieve the housing numbers set out in the Strategic Plan. Some of the new units have already been built, some are anticipated within our existing settlements and some will be provided in sustainable urban extensions. The plan overall will provide for new housing and housing choice in the East.

3 Baseline Data

- 3.1 In calculating the potential net 'yield' of the entire long list of sites, a method table of assumptions was used when assessing the sites:

Table 1: Potential Development Site Yield Calculation Assumptions (as set out in DP EP3)

Issue	Top Down Assumptions
<p>Developable Area: A net developable area needs to be calculated for each site (to discount strategic landscaping areas, larger roads etc.)</p>	<ul style="list-style-type: none"> • If under 3 ha then assume 100% (unless constrained site in which case reduced %) • If 3 – 10 ha assume then assume 80% • If over 10 ha then assume 70%
<p>Probability of Development: Not every site that is allocated will be brought forward (around 87%¹ of planning approvals in the East are implemented – according to 2018 RLAS data, 73% including lapsed). Even if sites are commenced, they may not be built out in the plan period (especially if larger sites)</p>	<ul style="list-style-type: none"> • If Strategic Reserve then assume 0% • If employment and developable area under 0.35 ha then assume 0% • If Housing, Employment or Mixed Use and under 3 ha (but more than 0.3 if employment) then assumed 80% • If Housing, Employment or Mixed Use and 3 – 10 ha assume then assume 70% • If Housing, Employment or Mixed Use and over 10 ha then assume 60% • If existing use which would need to cease have assumed 0% (unless clear evidence may do so) • If significant delivery concerns then assume 10%
<p>For housing sites: % of Site Developed for Housing: Areas of site may be developed for other uses, for example neighbourhood shopping areas.</p>	<ul style="list-style-type: none"> • If a Mixed Use Site assume 50% • If under 3 ha then assume 100% • If 3 – 10 ha then assume 90% • If over 10 ha then assume 80%
<p>For housing sites - Housing Density: As set out in the SAF, not all housing developments are at the same density <i>(Note: Net Housing density includes housing and directly associated uses and excludes major distributor roads, primary schools, open spaces serving a wider area and significant landscape buffer strips)</i></p>	<ul style="list-style-type: none"> • Within Douglas Masterplan Area (or close to) assume 100 dph • Douglas North or Douglas South, within ESB and under 3 ha assume 40 dph • Onchan assume 28 dph • Not in above assume 20 dph

¹ 84% in 2018 edition of DP EP3. This figure would have been different at the time of the original scenario testing. Completion rate was 49% in the East between 2011 and 2018 which was likely to have been influenced by limited housing land supply.

4 Key points set out in the Cabinet Office's case relating to housing need

- i. The Area Plan for the East should continue to plan for a housing need in the East of 2,440 new homes to 2026.
- ii. A system of phasing sites - through Strategic Reserves and approved methodologies for their release - is essential for when "need" is evident and supporting infrastructure is in place.
- iii. Housing need in the East, using the new projection data available (2016 baseline) is 1,357 new residential units between 2011 and 2026.
- iv. In simple terms, this suggests the East should be looking to provide 1,357 homes between 2011 and 2026 and not 2,440, but this shouldn't be taken in isolation as the "new target".
- v. To accept that the Area Plan is in general conformity with the Strategic Plan but that the Area Plan needs to control the release of "which" sites and "when".
- vi. Housing figures in the Strategic Plan should not be set aside so quickly. Whilst there isn't the need now, there could be in the future (within the plan period). Sites need to be able to be brought forward with relative ease having been through a rigorous assessment process which means being examined in principle at public inquiry.

5 The proposed residential sites and sites with a residential element

- 5.1 The list of sites identified as general allocations was amended between the Draft Area Plan and the Public Inquiry. These changes were set out in Evidence Paper DP EP 1 All-Sites List (Update August 2019) and other supporting Papers published ahead of the Inquiry. This paper and the updated All Sites Table is the final information supplied to the public inquiry process relating to broad figures.

6 The Figures - Using RLAS Data

- 6.1 The Isle of Man Strategic Plan 2016 identifies a need for 2,440 to be built between 2011 and 2026. Therefore:

- There is a statutory housing need of 2,440 new homes (built)

- 6.2 RLAS 2018 identifies that between 2011 and 2018, the number built in the plan area (on the ground) was 270. Therefore:
2,170 new units were needed (on the ground) to meet a need of 2,440.
- 6.3 The RLAS Data Set is regularly monitored and is 'known' data. Any projections are based on this recorded data.
- RLAS 11 reveals that those built (270) and those with valid approval add up to 548 units. Projections for conversions and windfalls based on known approval data = 238.
 - Theoretically (need) 2440, minus committed (786) = 1654 units² outstanding if take up was 100%.
- 6.4 However, when using RLAS Data it is important to take into account the completion rate. This helps establish the number of planning approvals needed within the plan period to achieve 2,440 new homes on the ground.

This can be calculated as follows:

Housing Need	2011 to 2026 = 2,440
Completion Rate (East)	87% (2001 -2018) 49% (2011-2018)
Number of planning approvals needed to ensure 2,440 built on the ground	87% take up rate = 2,800 units with planning approval i.e. $2800/100 \times 87 = 2,436$ (approx. 2440) 49% take up rate = 5,000 i.e. $5,000/100 \times 49 = 2,450$
Known approvals	548 (granted)
Questions to pose if just using RLAS Data	2,800 – 548 = 2,252 planning approvals needed in remainder of plan period If 2,252 cannot be identified within existing settlement boundaries then where are the developable sites? Which sites should be allocated? How much land should be allocated?
Limitations of RLAS Data	RLAS does not provide a full picture of land supply or potential yields.

² As recorded in RLAS 11 Main Summary Table

7 The Figures – Using the All-Sites List

The Site Yield Methodology devised early in the plan process³ and was based on a series of assumptions

- Category 1 Sites = Only basic assessment needed. Total units estimated = 151
- Category 2 Sites = Full assessment needed. Total units estimated (discounted) = 813 within existing settlement boundaries (ESB) and 1,444 outside (OESB)
- Cat 1 plus Cat 2 i.e. $151 + 813 + 1,444 = 2,408$ i.e. the potential of all of the available sites individually listed and assessed

8 What could the Plan deliver in terms of housing at the time of Inquiry?

8.1 Final figures are provided in the All-Sites - October 2019 Update.

Table 1: Summary Table showing estimated net yields.

A	Total yield from sites within existing settlements (East)	641
B	Total yield from sites outside of existing settlements (East)	1,018
C	Total (A + B)	1,659 ⁴
D	Total yield from all Strategic Reserves (all)	649
E	Total within Active Travel Investment Plan boundary	1626 (1975 inc. SRs)
F	Plan could deliver as a whole (C + D)	2,308

³ Recorded in the Land Supply Report published 25th May 2018 – Table 3

⁴ Conversions (projected) may add between approx. 10% additional units up to 2026 however monitoring required)

9 Can the plan satisfy housing need?

- 9.1 The Draft Area Plan has identified sufficient land to satisfy housing need up to 2026.
- 9.2 Planning approvals and site delivery will continue to be monitored through the RLAS Updates. In terms of Strategic Reserve Site Release, deliverability of the Strategic Reserves within the ATIP boundary will be explored first ahead of those outside the boundary i.e. in Laxey, Baldrine, Crosby and Newtown taking account of the spatial hierarchy and all other material considerations.
- 9.3 Some Strategic Reserves may be required to deliver key infrastructure such as schools. Any housing land release would require all such land requirements whether grey, green or social to be identified and protected. The release mechanism for Strategic Reserves is set out in other Cabinet Office evidence.

All Proposed Residential Sites (Updated October 2019)

Highlighted to show: specific sites, strategic reserves and sites to be coloured on maps by background 'wash'
Scenario testing yields to be read in conjunction with table 1 of Cabinet Office Evidence Paper DP EP3 (CD57)

Site ID	Site Name	Site Size	(Step1) Net Developable Area	(Step 2) % Probability	(Step 3) % Housing	(Step 4) Density	Scenario Testing Housing Yield	Yield Notes (Post Pubic Inquiry)	Estimated Housing Yield (Oct 2019)
BH030	Land South of Ballafletcher Road, Braddan	2.32	2.32	80%	100%	28	52	subsumed into DBH002 scheme to provide suitable access	0
BH031	Camlork, Braddan	20.54	14.38	60%	80%	20	138	Subject to master plan to include a defined green gap	138
BH032	Land North of Coronation Terrace, Strang	11.50	8.05	0%	80%	20	0	Potential site for relocation of Braddan Primary School	115
BH034	Mannin Infirmary Site	1.46	1.46	80%	100%	20	23	Could deliver a high density	23
BH043	Former Farmhouse, Snugborough Farm	0.22	0.22	80%	100%	20	4	PA 18/00176/B for 30 dwellings has since been taken up.	0
BM006	Land adjacent Vicarage Road, Braddan	10.70	7.49	60%	80%	28	101	Subject to development brief	101
DBH002	Land Off Braddan Road, Braddan	30.23	21.16	60%	80%	28	284	Subject to development brief	284
DH001	Westmoreland Road, Douglas	2.46	2.46	80%	50%	40	39		39
DH002	Johnny Wattersons Lane, Douglas	7.00	5.60	70%	90%	28	99	Subject to development brief	157
DH003	Former Brickworks, Ballanard Road, Douglas	0.43	0.43	80%	100%	28	0	SR as part of a larger site	2

Site ID	Site Name	Site Size	(Step1) Net Developable Area	(Step 2) % Probability	(Step 3) % Housing	(Step 4) Density	Scenario Testing Housing Yield	Yield Notes (Post Pubic Inquiry)	Estimated Housing Yield (Oct 2019)
DH004	31 - 39 South Quay Douglas	0.24	0.24	80%	100%	100	19	planning application 18/01342/B pending	30
DH005	Windsor Terrace, Douglas	0.30	0.00	0%	0%	40	0	Garden plot	0
DH009	Balanard Road, adj. Castle Green	7.48	5.98	70%	90%	28	106	Subject to development brief	40
DH010	Shee Dy Ve, Ballanard Road, Douglas	0.06	0.06	80%	100%	28	1	16/00798/B Erection of two detached dwellings permitted	2
DH011	Land at Ballanard Woods	9.27	7.42	70%	90%	28	131	Subject to development brief	40
DH012	Anagh Coar Lane	0.11	0.11	80%	100%	40	4		0
DH013	Off Anagh Coar Road	0.13	0.13	80%	100%	40	4		4
DH016	Land adj. Anna Cur House	0.60	0.60	80%	100%	40	19	Site character would deliver a smaller developable area	10
DH018	Pinehurst Glen	1.16	1.16	80%	100%	40	37	long term under development of approved area. 10% probability applied	5
DH019	South Quay	0.58	0.58	80%	100%	100	46	Approval in principle 16/01013/A for residential development	86
DH020	Westmoreland Road, Douglas	0.54	0.54	80%	100%	100	43	Mixed use area applied 50% housing	22
DH021	South Quay	0.09	0.09	80%	100%	100	7		7

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DH022	Corner of Circular Road and Peel Road	0.79	0.79	80%	100%	100	63	Planning Application 13/91517/B over part of site	63
DH023	Demesne Road	0.49	0.49	80%	100%	40	16	Existing uses	0
DH025	Fairfield Junior School	0.28	0.28	80%	100%	40	9		9
DH026	Masterplan SG1	0.29	0.29	80%	50%	100	12		12
DH027	Masterplan SG3	0.13	0.13	0%	50%	100	26	Mixed use area that is unlikely to deliver housing within the plan period	0
DH028	Stanley House, Douglas Head	0.08	0.08	80%	100%	100	6	Assume 10% probability	0
DH029	34 Castlemona Avenue	0.01	0.01	80%	100%	100	1	Assume 10% probability	0
DH030	Motorcycle showroom, 11 Castlemona	0.02	0.02	80%	100%	100	2	Assume 10% probability	0
DH031	Block 1, Oakhill	0.22	0.22	80%	100%	40	7	Assume 10% probability	0
DH032	Land between Belmont Hill & Ballakermeen Avenue, Belmont Hill	0.92	0.92	80%	100%	40	29	Development halted so assumed 10% probability	4
DH033	Vine Villa, 8 Derby Square.	0.08	0.08	80%	100%	40	3	existing use and within a conservation area. Assumed 10% probability	1
DH034	28-30 Derby Square.	0.06	0.06	80%	100%	40	2	existing use and within a conservation area. Assumed 10% probability	0
DH035	Warehouse Store And Lock Up Garages Falcon Cliff Terrace Lane	0.15	0.15	80%	100%	40	5	Assume 10% probability	0
DH036	Tennis Road	0.20	0.20	80%	100%	40	6		6
DH037	Lower Duke's Lane	0.54	0.54	80%	100%	40	17	Lower density similar to surrounding properties	6

Site ID	Site Name	Site Size	(Step1) Net Developable Area	(Step 2) % Probability	(Step 3) % Housing	(Step 4) Density	Scenario Testing Housing Yield	Yield Notes (Post Pubic Inquiry)	Estimated Housing Yield (Oct 2019)
DH039	Park Rd School & Bowling Green PH	0.84	0.84	80%	100%	40	27	DESC still have an interest in this site but only subject to other sites being available.	27
DH042	Land at Albany Road and Sartfell Road	0.25	0.25	80%	100%	40	8		8
DH043	Reayrt Ny Baie, Albert Terr.	0.09	0.09	80%	100%	40	3	Carehome	0
DH044	Rotherwood	0.14	0.14	80%	100%	40	4	Assume 10% probability	0
DH046	Victoria Road Prison and Edale (including Eastcliffe)	1.39	1.39	80%	100%	40	44		44
DH048	Glenside	1.21	1.21	80%	0%	0	0	Carehome site	0
DH050	Victoria Road	0.36	0.36	80%	100%	40	12	Site has many mature trees and a lower density would be expected similar to surrounds properties	4
DH054	Manor Hotel	0.49	0.49	80%	100%	40	16	Should be retained as a community and wooded portion of site should be shown as open space	0
DH056	Demesne Road / Orry Street, Douglas	0.06	0.06	80%	100%	40	2	Assume 10% probability	0
DH057	The area to the East of Ballanard Road and the West of submission DM001	14.80	10.36	60%	80%	28	139	Assume 10% probability	23
DH057	The area to the East of Ballanard Road and the West of submission DM001	23.54	16.48	60%	80%	28	0	could deliver 221 units	221
DM001	Land North West of Johnny Watterson Lane	13.32	9.32	60%	80%	28	125		125

Site ID	Site Name	Site Size	(Step1) Net Developable Area	(Step 2) % Probability	(Step 3) % Housing	(Step 4) Density	Scenario Testing Housing Yield	Yield Notes (Post Pubic Inquiry)	Estimated Housing Yield (Oct 2019)
DM002	Land at Lake Road, Douglas	1.15	1.15	80%	100%	100	92		41
DM003	Loch Promenade - Masterplan SS2	0.42	0.42	80%	50%	100	17		17
DM004	Lord Street / Parade Street - Masterplan QS1 and 2	0.52	0.52	80%	50%	100	21		21
DM005	Hanover St. School	0.12	0.12	80%	50%	100	5	Assume 10% probability	0
DM006	Customs House	0.09	0.09	80%	50%	100	4	Assume 10% probability	0
DM007	Masterplan TF1 and TF2	1.94	1.94	80%	50%	100	78	Harbour functions require access through site so assume 10% probability	10
DM008	Masterplan TF3 and TF6	0.83	0.83	80%	50%	100	33		33
DM009	Masterplan MG1 - 4	1.08	1.08	80%	50%	100	43	Sea Terminal	0
DM012	Summerland	1.45	1.45	80%	50%	100	58	Assume 10% probability	7
DM013	Little Switzerland	2.20	2.20	80%	50%	40	35	Net area reduced for open surface drain and mature trees to 1.4Ha.	22
DM014	The Milestone, Peel Road, Douglas	1.22	1.22	80%	50%	100	49	Unlikely to provide residential use so assume 10% probability	6
GH008	Ballabluff, Pinfold Hill, Laxey	0.32	0.32	80%	100%	20	5	Site character and surrounding area might yield a lower density	3

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GH011	Land at Ballacollister, Laxey	2.15	2.15	80%	100%	20	0	Site constraints so a lower density might be achieved	5
GH013	Field off Baldrine Road, Baldrine	2.20	2.20	80%	100%	20	0	Site constraints so a lower density might be achieved	9
GH015	Upper Garden, Briar Dale, south Cape, Laxey	0.22	0.22	80%	100%	20	0	Site constraints so a lower density might be achieved	1
GH018	Glen Road	0.08	0.08	80%	100%	20	1	Assume 10% probability	0
GH020	Adj. to Ard Reayrt	1.68	1.68	80%	100%	20	0	Long term undeveloped. assumed 10% probability	3
GH021	North of Ramsey Road	0.29	0.29	80%	100%	20	5	Assume 10% probability	1
GH022	Cliffside & End Café, The Promenade	0.07	0.07	80%	100%	20	1	Assume 10% probability	1
GH023	Former Prince's Motors Site, adjacent to MER line & A2 Ramsey Road	0.18	0.18	80%	50%	20	1	Mix of uses may affect final yield	1
GH024	New Inn, New Road	0.19	0.19	80%	100%	20	3	Assume 10% probability	0
GH025	35 New Road And Adjacent Land.	0.07	0.07	80%	100%	20	1	Assume 10% probability	0
GH026	Adj. to Highfield Drive	1.24	1.24	80%	100%	20	20	Application in principle for 7 detailed application for 1	6
GH027	East of A2	3.80	3.04	70%	90%	20	0		38

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GH028	Field 614730 Chapel Lane Baldrine Isle Of Man	0.39	0.39	80%	100%	20	0		6
GH029	Clay Head Road	0.37	0.37	80%	100%	20	6	Assume 10% probability	0
GH037	Plot on Ballacollister Road	0.1	0.10	80%	100%	20	2	Single plot	1
GH038	Site between Ballacollister Road, Rencell Hill and Axenfel Lane	0.82	0.82	80%	100%	20	0	Site must overcome topography, highways and drainage issues Assume 10% probability	1
GM001	Field off Baldrine Road, Baldrine	5.88	4.70	70%	90%	20	0	Projections to reflect discussions at the Public Inquiry - Housing at 60%	39
MH001	Ballagloney Close, Crosby	4.52	3.62	70%	90%	20	0	Limited sewerage capacity and consideration to the existing character of the Village	46
MH003	Close Jaig Beg, Old Church Road, Crosby	2.60	1.30	80%	100%	20	0		21
MH018	Ballabeg, Main Road, Glen Vine	0.70	0.70	80%	100%	20	11	Under construction	0
MH019	Rear Of 9 And 10 Glen Darragh Gardens,	0.25	0.25	80%	100%	20	4		4
MH020	Off Glen Vine Drive	0.39	0.39	80%	100%	20	6		0

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MH021	Part of Ballaglonney Farm, Crosby (Under Construction)	1.77	1.77	80%	100%	20	28	June figure 0 as development has been completed or taken up.	0
MH023	Site of Former Ballagarey Nursery Field Adjacent to Greeba Avenue (including part of garden to 7 Greeba Avenue, Sunhill)	0.90	0.90	0%	100%	20	14		14
MH028	Paddock Adjacent to Peel Road and Ballagarey Lodge	0.15	0.15	80%	100%	20	2		2
MM001	Land at Ballaglonney Farm, Crosby	21.77	15.24	60%	50%	20	0	Limited sewerage capacity and consideration to the existing character of the Village	91
OH004	Ashley Road, Onchan	10.19	7.13	60%	80%	28	0	potential deliverability issues and potential for other future uses other than residential	11
OH011	Land at Ballachrink	9.90	7.92	70%	90%	28	140		140
OH014	Far End & land adjoining, King Edward Road	0.62	0.62	80%	100%	28	14	land has had planning application for 60 bed care home approved by the Minster for DEFA. Likely to be taken up.	0
OH015	Bemahague, access off Heywood Drive	0.34	0.34	80%	100%	28	8	Land in ownership of local charity.	0
OH016	Former Follies Cabaret Restaurant. Harbour Road	0.45	0.45	80%	100%	28	10	most recent planning application 13/00578/b 16 residential units less probability of development.	1
OH017	West of Summerhill	2.78	2.78	80%	100%	28	62	Site has been long term undeveloped. Assume 10% probability	8
OH018	Governor's Road	0.08	0.08	80%	100%	28	2	Site has been long term undeveloped. Assume 10% probability	0
OH020	Furman Road	0.17	0.17	80%	100%	28	4	Site has been long term undeveloped. Assume 10% probability	0
SH013	Land at Newtown	3.48	2.78	80%	90%	20	0		40