



**Isle of Man**  
Government

*Reiltys Ellan Vannin*

## **Cabinet Office**



### **The Draft Area Plan for the East**

#### **Modifications to the Draft Plan following Public Inquiry**

#### **Paper 7: Development Briefs**

**14<sup>th</sup> February 2020**

1	Introduction .....	1
2	Outcome of the discussion of Development Briefs at the Public Inquiry .....	1
3	The Inspector’s Report.....	1
4	Sites which are proposed to have specific Development Briefs.....	2
5	Development Brief for site BE002a - Cooil Road .....	2
6	Development Brief for Sites BE002b and BE006- Cooil Road .....	3
7	Development Brief for Sites BH030 and DBH002- Braddan Road/Ballaflletcher Road....	4
8	Development Brief for Site BM006 – off Vicarage Road, Braddan .....	6
9	Development Brief for Site BH031 – Camlork (Modified to be a Strategic Reserve) .....	7
10	Development Brief for Sites DH002, DH057 and DM002- Johnny Watterson’s Lane.....	7
11	Development Brief for Site DH011- Ballanard Woods, Douglas.....	8
12	Development Brief for Site DH046- Victoria Road (Former Prison), Douglas .....	9
13	Development Brief for Site OH011- Ballachrink, Onchan (Modified to be a Strategic Reserve) .....	10
14	Development Briefs for BH015 and BH019- Woodstock and Hilltop Nurseries (Strategic Reserve) .....	12
15	Development Brief for GM001 Field off Baldrine Road, Baldrine .....	12

## **1 Introduction**

- 1.1 It is the intention to include a number of Development Briefs in the final version of the Area Plan for the East. This means that the 'Adopted' version of the Plan will include Briefs in the Written Statement.
- 1.2 For this Modifications Stage, the Development Briefs are being presented in a separate document simply to make it easier to understand the substance of the Briefs and which sites they relate to. It is important to note that all of the site numbers will be updated in the final plan even if they don't have an associated Development Brief. For now, however, the original numbers are used throughout the process remain relevant.

## **2 Outcome of the discussion of Development Briefs at the Public Inquiry**

- 2.1 A round-table session on Development Briefs took place on 27<sup>th</sup> September 2019. This took into account a Paper published in August 2019 (PIP 6) and an Update thereto circulated before the Inquiry session.
- 2.2 A summary of Cabinet Office's position during the round-table discussion on Development Briefs was published following the Inquiry as Core document 83.
- 2.3 Cabinet Office confirmed, through CD83 that there was merit in making sure:
  - i. Any finalised 'General development brief' did not repeat General Policy 2 in the Isle of Man Strategic Plan 2016;
  - ii. There was a consistent approach on the form and layout of all of the development briefs including any preamble/context.
  - iii. References in respect of biodiversity referred only to a policy background of "no net loss."
  - iv. Expected densities were, where appropriate, mentioned in the briefs.

## **3 The Inspector's Report**

- 3.1 Paragraphs 14 and 15 of the Inquiry Report stated:

"General Development Brief

**14.** Paragraph 2.9.1 of the draft Area Plan indicates that development briefs will be provided in the plan, as appropriate, to guide the development of particular sites. In PIP6, the Cabinet Office proposes that a General Development Brief, which would apply to all development proposals, should be inserted after that paragraph. More detailed Site Specific Development Briefs are also proposed.

**15.** In my view, the proposed General Development Brief replicates or elaborates on matters that are already contained in the Strategic Plan. Its contents are not specific to the East, but would apply equally to development in any part of the Island. I can see no purpose in having separate (and potentially different) General Development Briefs in each of the Area Plans. If there is a need for a general provision of this sort (and I am not convinced that there is) I consider that it should be included in the Strategic Plan, rather than in Area Plans. Furthermore, I can see no purpose in site specific development briefs replicating general policies that are set out in the Strategic Plan. (For instance, Housing Policy 5 of the Strategic Plan indicates that, normally, 25% of the accommodation in developments of 8 dwellings or more, shall be in the form of affordable housing. I see no purpose in repeating this in development briefs). Residential Proposal 2 and paragraph 12.20.2 of the draft Area Plan refer to a list of general matters that should be taken into account in the preparation of any planning applications, which I endorse.”

#### **4 Sites which are proposed to have specific Development Briefs**

- 4.1 The Cabinet Office proposes to include specific Development Briefs in line with the Inspector’s conclusions set out above. Where no briefs are suggested, applications for development will be determined in line with Section 10(4) of the Town and Country Planning Act 1999 which includes any other guidance set out in the Written Statement of the Plan.

#### **5 Development Brief for site BE002a - Cooil Road**

- 5.1 The Inspector stated in his Report “I recommend that a development brief replace the existing text of Employment Policy 3.”
- 5.2 Cabinet Office accepts the recommendation suggested by the Inspector (below) as a Modification:

##### **Development Brief**

1. Site BE002a, to the south of Cooil Road, is designated for industrial and business park uses. This allows for manufacturing (including light and general industry); research and development; storage and distribution; and offices (subject to compliance with Business Policy 7 of the Strategic Plan).
2. Development will not be permitted on Site BE002a if it could reasonably and acceptably be located on one of the sites listed in Employment Proposal 2.
3. No planning approval will be granted for the development of any part of Site BE002a until a Master Plan for the whole of that site has been submitted to and approved by the planning authority. This must show all spatial elements, including areas intended

for general industrial and business park uses, open spaces and landscaped areas, and circulation arrangements; and it must show how these elements will be phased.

4. There must be no net qualitative loss of biodiversity as a result of the development of this site.
5. The Master Plan must demonstrate how the high-pressure gas pipeline (on Cooil Road) will be protected to ensure that no adverse effects will result as a consequence of the development of this site.
6. Notwithstanding Strategic Plan Business Policy 5, no retail development (including bulky goods) will be approved on this site.
7. An Environmental Impact Assessment will be needed for any development proposed on this site.
8. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.

## **6 Development Brief for Sites BE002b and BE006- Cooil Road**

- 6.1 The Inspector stated in his Report "As with Site BE002a, I consider that it would be inappropriate for the whole at Sites BE002b and BE006 to be treated as a business park, thereby precluding any opportunity for general industrial development. In my view, a Master Plan should be prepared to show which parts of this large area would be treated as a business park, and which would be available for general industrial use.
- 6.2 Cabinet Office accepts the draft suggested by the Inspector (below) as a Modification which in this case will be included as Employment Proposal 4:

### **Development Brief (to appear as Employment Proposal 4)**

1. Sites BE002b and BE006, to the south of Cooil Road and north of New Castletown Road, are jointly designated for industrial and business park uses. This allows for their development for manufacturing (including light and general industry); research and development; storage and distribution; and offices (subject to compliance with Business Policy 7 of the Strategic Plan).
2. Development will not be permitted on these sites if it could reasonably and acceptably be located on the site referred to in Employment Proposal 3.

3. No planning approval will be granted for the development of any part of these sites until a Master Plan for the whole of both sites has been submitted to and approved by the planning authority. The Master Plan must show all proposed spatial elements, including areas intended for general industrial and business park uses; open spaces and structural landscaping areas; and circulation and parking arrangements. The Master Plan must show how these elements will be phased.
4. There must be no net qualitative loss of biodiversity as a result of the development of this site.
5. The Master Plan must demonstrate how the high-pressure gas pipeline (on Cooil Road) will be protected to ensure that no adverse effects will result as a consequence of the development of this site.
6. Notwithstanding Strategic Plan Business Policy 5, no retail development (including bulky goods) will be approved on this site.
7. An Environmental Impact Assessment will be needed for any development proposed on this site.
8. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.

## **7 Development Brief for Sites BH030 and DBH002- Braddan Road/Ballaletcher Road**

- 7.1 The Inspector stated in his Report "I consider that a development brief for these sites should recognise the potential for Site DBH002 to be developed in isolation. The Braddan Burial Authority have indicated that they are not committed to the release of Site BH030 for development, and have queried whether the allocation of this land could result in its compulsory acquisition. However, the allocation of land in a development plan does not necessarily imply its compulsory purchase. It would be for the landowner to decide whether to make that land available for development."
- 7.2 Cabinet Office accepts the draft suggested by the Inspector (below) as a Modification:

### **Development Brief**

1. Together, these two sites form an area contained by Ballaletcher Road; Braddan Cemetery and Braddan Road; a registered tree belt north of Douglas Rugby Club; and the Tromode Woods housing estate. The sites are close to existing services and public transport links. Although this land is mostly well contained,

development would have some visual impact, and should be sensitively designed to minimise this. Development should also minimise any impact on registered trees, and mitigate any tree loss by replacement tree planting.

2. Although it is acknowledged that the sites are in separate ownership, they should be the subject of a comprehensive Master Plan, which will include a phasing strategy. The two sites may be developed at different times, but the development of one should not prejudice the subsequent development of the other. The Master Plan should provide for the possibility of an eventual vehicular access between Ballafletcher Road and Braddan Road, through the proposed development; and should provide for pedestrian and cycle routes, so as to promote active travel.
3. There are various access points that could be used. However, until a detailed assessment has been undertaken these options cannot be fully appraised and compared. The detailed assessment should also consider whether bus access can be delivered through the site. It should be submitted as part of any planning application for development of this land.
4. The sites shall be used for residential development (of about 300 dwellings) with associated infrastructure, including provision for a two form entry primary school, community facilities, and open space (including landscaped areas, children's play space and amenity space). Consideration should also be given to the provision of specialist accommodation for elderly people. The Master Plan should show how the present provision of land for burials could be maintained within the scheme design.
5. Ground conditions must be taken into account, and the Master Plan should show the extent of any marshland within the site, and how this is to be treated.
6. Any proposals for the site should include a full assessment of the impacts on registered buildings and areas of potential archaeological interest.
7. Any planning application must include sectional drawings showing how account has been taken of the sloping topography of this land.
8. An Environmental Impact Assessment will be needed for any development proposed on this site.

## **8 Development Brief for Site BM006 – off Vicarage Road, Braddan**

- 8.1 The Inspector stated in his Report “I consider that this site has much to commend it as the location of a future urban extension. I consider that to reserve part of it for use as a surface car park, which may never come to fruition, would be wasteful of an important opportunity.”
- 8.2 Cabinet Office accepts the draft suggested by the Inspector (below) as a Modification.

### **Development Brief**

1. Any planning application for the development of part of this site must be accompanied by a masterplan for the whole site. The site shall be used for predominantly residential development (of about 100 dwellings) and any requisite infrastructure, including recreational open space and children’s play space. Consideration should also be given to the provision of community, retail and health care facilities; and to the provision of specialist residential accommodation for elderly people.
2. The main access shall be from Vicarage Road.
3. The registered trees along the site’s western boundary must be retained and protected during the course of development.
4. There is an industrial estate to the east of the site. The applicant must show how this has been taken into account in the design of the scheme, in terms of layout, proximity of proposed dwellings to the boundary, and landscaping.
5. Proposals must demonstrate that the sloping topography of the site has been taken into account, and any detailed application must include section drawings across the site.
6. An Environmental Impact Assessment will be needed for any development proposed on this site.



## **9 Development Brief for Site BH031 – Camlork (Modified to be a Strategic Reserve)**

- 9.1 The Inspector stated in his Report "I recommend that the allocation of the eastern part of Site BH031 be deleted from the Area Plan; but that Field No 521518, at the western end of this site, be shown as a Strategic Reserve Site, with capacity for about 50 dwellings.
- 9.2 Cabinet Office proposes the Development Brief (below) as a Modification.

### **Development Brief**

1. Any planning application for the development of part of this site must be accompanied by a masterplan for the whole site. The site shall be used for predominantly residential development (of about 50 dwellings) and any requisite infrastructure, including recreational open space and children's play space.
2. The Strategic Reserve Site shall be taken to include part of the field beyond the lane to the south west of the main site.
3. The character of the surrounding residential development should be considered in the design of development of this site.
4. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
5. There should be no net loss of biodiversity in the development of this site.
6. An Environmental Impact Assessment will be needed for any development proposed on this site.

## **10 Development Brief for Sites DH002, DH057 and DM002- Johnny Watterson's Lane**

- 10.1 The Inspector stated in his Report "The scale of their potential development would probably be excessive in relation to the immediate need for additional housing. Accordingly, I consider that they should be shown in the Area Plan as Strategic Reserve Sites. Their combined gross area is about 58ha. Applying discounts to allow for roads and structural landscaping, and for the provision of community facilities, including recreational open space, a neighbourhood centre and a primary school site, that should leave a potential developable area of more than 30ha. At a density of 20dpha, there would be space for approximately 600 dwellings."
- 10.2 Cabinet Office proposes the suggested Development Brief (below) as a Modification.

## **Development Brief**

1. The three sites would provide for a sustainable urban extension to Douglas. Their development potential is significant and provides an opportunity to create a new community.
2. They shall be developed in accordance with a Master Plan for the whole of the urban extension area. This would include details of proposed phasing; areas of public open space; arrangements for safe access; sustainable transport options which recognise the need to encourage active travel; substantial structural landscaping buffers; and consideration of appropriate community facilities, including a primary school, health care provision, retail facilities, and recreational open space.
3. The combined development should include provision for about 600 dwellings, and consideration should be given to the inclusion of specialist housing for elderly people.
4. The main access points to the development shall be from Johnny Watterson's Lane.
5. The public footpath that crosses part of the site must be integrated into the proposed development.
6. Development proposals must take account of the sloping nature of the land and any detailed planning applications must include section drawings across the site.
7. An Environmental Impact Assessment shall be submitted with any application for development of this site.

## **11 Development Brief for Site DH011- Ballanard Woods, Douglas**

- 11.1 CD 83 published after the Round Table on Development Briefs stated at para 3.5.1 "Cabinet Office agreed that a brief should be prepared for this site following on from the discussion centred around DH009. There was merit in the inclusion of a point on a future public access link to the river area."
- 11.2 The Inspector noted that "the suggested route linking the site to Tromode Road via the residential area to the south could help ease congestion at the junction of Ballanard Road and Johnny Watterson's Lane. However, this would have implications for residents of the housing to the south, who have not had an opportunity to comment. For this reason, I am reluctant to recommend that such a proposal should be included in a development brief."

## **Development Brief**

1. The site shall be used for predominantly residential purposes.
2. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
3. There should be no net loss of biodiversity in the development of this site.
4. 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.
5. The design scheme must allow for future public access links to the river valley area beyond the western boundary of the site which should be retained in perpetuity once in place.
6. Landscaping plans must accompany any detailed planning application.

## **12 Development Brief for Site DH046- Victoria Road (Former Prison), Douglas**

- 12.1 The Inspector agreed with the Cabinet Office's Development Brief as set out in PIP 6. Cabinet Office now puts this forward as a Modification:

### **Development Brief**

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 Manx Utilities.

### **13 Development Brief for Site OH011- Ballachrink, Onchan (Modified to be a Strategic Reserve)**

- 13.1 The Inspector stated "I do not consider that this extension to the urban area of Onchan would be immediately necessary. However, in my view, Site OH011 could contribute to the provision of additional housing, if required in future, subject to there being an adequate supply of primary school places; subject to the introduction of measures to mitigate peak hour traffic congestion; and subject to the resolution of local drainage problems."

#### **Development Brief**

1. The Site Assessment Framework Report identified potential for landscape and environment impact which would require mitigation. 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.
2. 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.
3. Landscaping plans must accompany any detailed planning application. These will form an important part of the approach to softening the visual impact of any development as seen from the Creg Ny Baa and Ballacottier Road. Plans must demonstrate clearly how siting and layout has taken into account the existing development to the south of the site so as not to have an unacceptable impact on residential amenity. Landscaping and sensitive siting will be particularly important along this boundary.
4. Access into and through the site to the must be fully explored ahead of any planning application. This includes pedestrian/cycling/bus links and advice should be taken from the Highways Division of DOI on these matters.

## **Surface Water**

5. The developer's proposals for disposal of surface water from any development on this site would be reviewed in detail to ensure it complies with Manx Utilities requirements. Surface water will be required to be attenuated onsite with discharge flows restricted to not more than greenfield runoff before discharging into a suitable watercourse.
6. It is known that the existing properties on the adjacent Ballachrink residential development currently drain to soakaways. Manx Utilities does not consider that the use of soakaways on any new development (OH011) to be suitable and as such all flows must be attenuated and discharged to a watercourse as stated above.
7. The use of Sustainable Urban Drainage systems (SuDS) is a work stream that is being considered by the Government's Environmental Climate Change group. The outcome of this study may require the use of SuDS to be applied on all development sites.

## **Foul Sewage**

8. Context - Unless specifically designed, it is uncommon for the existing foul and surface water sewers around the periphery of drainage catchments to have been sized to receive flows from additional developments. Historically, developments have been connected to existing foul sewerage system without fully considering / understanding the impact on the downstream system network; this has occasionally resulted in surcharging of sections of the combined system.
9. Any development on this site will require detailed discussions with Manx Utilities prior to the submission of any planning application in order that connection points from the new estate onto the existing sewerage system can be agreed and hydraulically modelled to demonstrate that there is no increase in flood risk. Any connection onto the existing foul sewerage network must not have a detrimental effect on the downstream sewers. Where the proposed connection is shown to have the potential to exacerbate flooding, Manx Utilities will require the developer to carry out localised sewerage improvements or the removal of surface water flows from the network to accommodate the proposed flows.

## **14 Development Briefs for BH015 and BH019- Woodstock and Hilltop Nurseries (Strategic Reserve)**

14.1 The Inspector stated "On balance, I consider that these sites should be treated as a strategic reserve for residential development in the Area Plan. A development brief should require that they be developed together in accordance with a masterplan; that access should be from the existing roundabout adjacent to site BH019; and that the sites should provide an aggregate of about 15 dwellings."

14.2 Cabinet Office accepts the draft suggested by the Inspector (below) as a Modification.

### **Development Brief**

1. The two sites would provide for a strategic reserve for residential development.
2. They shall be developed in accordance with a Master Plan for the whole of the site. This would include details of proposed phasing; areas of public open space; arrangements for safe access; sustainable transport options which recognise the need to encourage active travel; landscaping and layout
3. The combined development should include provision for no more than around 15 dwellings.
4. The access to the development shall be from the existing roundabout adjacent to BH019.
5. An Environmental Impact Assessment will be needed for any development proposed on this site.

## **15 Development Brief for GM001 Field off Baldrine Road, Baldrine**

15.1 In his report the Inspector concluded that, "in view of the capacity problem in primary schools in parts of the East, I consider that it would be prudent to retain the allocation of part of Site GM001 for educational purposes, as shown in the Laxey and Lonan Area Plan 2005. However, I do not consider that any part of this site should be allocated for housing, or shown as a strategic reserve for future residential development."

15.2 Site GM001, to the south west of Baldrine Road, Baldrine is therefore designated for educational uses, comprising of fields 614733 and 614729.

### **Development Brief**

1. The site shall be reserved for Educational use.

2. Any planning application for the development of any part of site GM001 must be accompanied by a Master Plan for the whole of that site. This must show all spatial elements, including areas intended for education buildings, open spaces, sports pitches, landscape areas, parking and circulation arrangements.
3. The northerly field, 614729 is more visible and prominent than the lower field. Buildings should be concentrated in field 614733 and field 614729 should remain free from buildings with playing fields and public open space included on this part of the site.
4. Development of a new school on this site must provide suitable access points to the Main Road.
5. A Travel Plan must be submitted as part of any planning application which sets out a strategy for the delivery of sustainable transport objectives, and demonstrates how these are to be achieved and updated over time.
6. Development of a new school on this site should ensure incorporation of adequate drainage measures.
7. There must be no net loss of biodiversity as a result of the development of this site.
8. An Environmental Impact Assessment will be needed for any development proposed on this site.