



15 April 2026

Committee Chair: Councillor R Kinnear

Committee Vice-Chair: Councillor S Flanagan

Committee Members: Aldermen – L Boyle, T Campbell and M Magill

Councillors – J Archibald-Brown, A Bennington, S Cosgrove, H Cushinan, R Foster, AM Logue, and B Mallon

Dear Member

**MEETING OF THE PLANNING COMMITTEE**

A meeting of the Planning Committee will be held in the **Council Chamber, Mossley Mill on Monday 20 April 2026 at 6.00 pm.**

You are requested to attend.

Yours sincerely

A handwritten signature in black ink, appearing to read "Richard Baker".

Richard Baker, GM, MSc  
**Chief Executive, Antrim & Newtownabbey Borough Council**

**PLEASE NOTE: Refreshments will be available from 5.00 pm in the Café**

**For any queries please contact Member Services:**

Tel: 028 9448 1301/ 028 9034 0107

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## **AGENDA FOR PLANNING COMMITTEE – 20 APRIL 2026**

**Part One** - The Planning Committee has the full delegated authority of the Council to make decisions on planning applications and related development management and enforcement matters. Therefore, the decisions of the Planning Committee in relation to this part of the Planning Committee agenda do not require ratification by the full Council.

**Part Two** - Any matter brought before the Committee included in this part of the Planning Committee agenda, including decisions relating to the Local Development Plan, will require ratification by the full Council.

- 1 Apologies
- 2 Declarations of Interest
- 3 Report on business to be considered:
  - 3.1 Planning Application: **LA03/2025/0716/F**

Proposed subdivision, partial change of use and reconfiguration of Unit 6 to provide 3 no. units, to accommodate bulky goods retail (6a) and leisure swim facility (6b) on the ground floor and the use of the first floor (6c) as leisure, including alterations to external elevations at Unit 6 Longwood Retail Park, Newtownabbey, BT37 9UF.

- 3.2 Planning Application: **LA03/2025/0078/F**

Upgrade of existing sports facilities to provide synthetic pitches, replacement floodlighting, canopy covering to cricket training area and associated works at Ballyclare Rugby Football Club, Doagh Road, Ballyclare.

- 3.3 Planning Application: **LA03/2025/0512/F**

Erection of a Tourist Facility (Langarve Cycle Hub) including accommodation, solar panels and associated structures (incl. cycle storage pods/underground rainwater tank), construction of new access taken from Lurgan Road, along with new access road, cycle paths and associated landscaping/amenity areas/carparking at land approx. 360m SE of 43 Lurgan Road, Crumlin, BT29 4LA.

- 3.4 Planning Application: **LA03/2025/0529/F**

Proposed equestrian hub and associated development (incl. farm manager's dwelling/stables/outdoor menage/yard/horsewalker), access roads/cyclepaths and associated landscaping/amenity areas/carparking at land approx 540m SW of 40 Glenavy Road, Crumlin, BT29 4LA.

### 3.5 Planning Application: **LA03/2025/0122/F**

Retention of coffee dock, external seating, landscaped accessible entrance to football grounds and coffee dock, new club office and registration point and equipment stores, including proposed changing facilities within a shipping container 15m east of 51 Castle Road, Antrim, BT41 4NA.

### 3.6 Planning Application: **LA03/2025/0720/F**

Retrospective application for retention of hard standing, fencing and associated works for extension to external vehicle display and sales area associated with existing vehicle dealership at J D Forktrucks Ltd, 5 Sentry Lane, Newtownabbey, BT36 4XX.

### 3.7 Planning Application: **LA03/2026/0078/S54**

Proposed residential development comprising 41 no. units including associated road layout, car parking and landscaping. (Variation of Condition 2 from planning approval LA03/2021/0914/F) regarding mains sewer and Wastewater Treatment Works) at Land 30m Northeast of no.146 and opposite Nos. 141-147 Staffordstown Road, Randalstown, BT41 3LH.

### 3.8 Planning Application: **LA03/2026/0042/F**

Proposed infill dwelling at land approximately 45m southwest of No. 95 Craigstown Road, Randalstown.

### 3.9 Planning Application: **LA03/2025/0850/O**

Offsite replacement dwelling and garage (replacement of 17A Cloghogue Road, Toomebridge, Antrim, BT41 3PW) at 35m south of 15 Cloghogue Road, Toomebridge, Antrim, BT41 3PW.

### 3.10 Planning Application: **LA03/2026/0066/A**

Erection of a freestanding Street Hub, comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk approx. 5m west of No.5 Ballyclare Road, Glengormley, BT36 5EU.

### 3.11 Planning Application: **LA03/2026/0065/F**

Erection of a freestanding Street Hub, comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk approx. 5m west of No.5 Ballyclare Road, Glengormley, BT36 5EU

### 3.12 Planning Application: **LA03/2026/0053/F**

Installation of access control barriers and 2 No. ticketing machines at Antrim and Newtownabbey Borough Council, Mossley Mill Civic Centre, Carnmoney Road North, Newtownabbey, BT36 5QA.

3.13 Planning Application: **LA03/2026/0054/LBC**

Installation of access control barriers and 2 No. ticketing machines at Antrim and Newtownabbey Borough Council, Mossley Mill Civic Centre, Carnmoney Road North, Newtownabbey, BT36 5QA.

**PART TWO – Other Planning Matters**

3.14 Delegated Planning Decisions and Appeals March 2026

3.15 Proposal of Application Notices March 2026

3.16 NISRA Third Quarter Planning Statistics October to December 2025

3.17 Department for Infrastructure Correspondence Planning Reference  
LA03/2018/0605/O, SPD/2024/0052/F

3.18 Planning and Building Control Directorate Business Plan 2026/27

3.19 Any Other Relevant Business

**PART TWO – Other Planning Matters – In Confidence**

3.20 Local Development Plan Update

3.21 Craighill Planning Appeals

**PART ONE - Decisions on Enforcement Cases - In Confidence**

3.22 Enforcement Case LA03/2025/0059/CA – In Confidence

**REPORT ON BUSINESS TO BE CONSIDERED AT THE MEETING OF THE  
PLANNING COMMITTEE ON 20 APRIL 2026**

**PART ONE  
PLANNING APPLICATIONS**

<b>COMMITTEE ITEM</b>	<b>3.1</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0716/F</b>
<b>DEA</b>	<b>MACEDON</b>
<b>COMMITTEE INTEREST</b>	<b>MAJOR DEVELOPMENT</b>
<b>RECOMMENDATION</b>	<b>GRANT PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Proposed subdivision, partial change of use and reconfiguration of Unit 6 to provide 3 no. units, to accommodate bulky goods retail (6a) and leisure swim facility (6b) on the ground floor and the use of the first floor (6c) as leisure, including alterations to external elevations
<b>SITE/LOCATION</b>	Unit 6 Longwood Retail Park, Newtownabbey, BT37 9UF
<b>APPLICANT</b>	Longwood Park Limited
<b>AGENT</b>	TSA Planning
<b>LAST SITE VISIT</b>	17 <sup>th</sup> February 2026
<b>CASE OFFICER</b>	Alicia Leathem Tel: 028 90340416 Email: <a href="mailto:Alicia.leathem@antrimandnewtownabbey.gov.uk">Alicia.leathem@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Northern Ireland Planning Portal</b>  <a href="https://planningregister.planningsystemni.gov.uk/application/703242">https://planningregister.planningsystemni.gov.uk/application/703242</a></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located within the settlement limit of Metropolitan Newtownabbey as defined within the Belfast Urban Area Plan (BUAP) and draft Belfast Metropolitan Area Plan (dBMAP) and on lands zoned as Major Area of Existing Employment/ Industry (MNY 11) as defined within dBMAP (2004).</p> <p>The site is located within Longwood Retail Park and forms part of a wider commercial building. The existing building covers two floors which were both previously occupied by DW Sports. The use of the building was utilised as a mix of retail and leisure with a swimming pool located on the ground floor. Access to the site is achieved via the Longwood Road and Mill Road with an area of parking located immediately adjacent to the building serving the wider Longwood Retail Park.</p> <p>The wider area is defined by mostly retail and commercial uses with Abbey Centre located opposite the site. Residential properties are located to the rear of the site along Mill Road.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Reference: LA03/2025/0393/PAN  Location: Unit 6 Longwood Retail Park, Newtownabbey, BT37 9UF  Proposal: Proposed reconfiguration and subdivision of Unit 6 to provide 3 no. units, comprised of a ground floor bulky goods retail (6a) and leisure swim facility (6b) and a first-floor gym (6c), including alterations to external elevations.  Decision: PAN Acceptable (17/06/2025)</p> <p>Planning Reference: LA03/2025/0897/A</p>	

Location: Unit 5b Longwood Retail Park, Longwood Road, Newtownabbey, BT37 9UL  
Proposal: Unit 6B Longwood Retail Park, Newtownabbey, BT37 9UH, (previously part of DW Sports and now being split into 3 units).  
Decision: Application Pending

Planning Reference: LA03/2019/0489/F

Location: Unit 5b Longwood Retail Park, Longwood Road, Newtownabbey, BT37 9UL

Proposal: Site for 4no retail units, 1no retail & leisure unit & 1no DIY store with mezzanine floor & garden centre with associated car parking, landscaping & general site works (Variation of condition 6 of U/2004/0796/O regarding "bulky good" floorspace restriction to allow the floorspace within Unit 5b to be used by an Arts and Craft & Hobby Goods retailer)

Decision: Permission Granted (06/09/2019)

Planning Reference: U/2006/0053/RM

Location: Site at Longwood Road, Shore Road, Mill Road, Whitehouse, Newtownabbey.

Proposal: Construction of phase 1 of an approved retail development, as defined under condition 10 of planning approval ref: U/2004/0796/O, to include construction of units 5, 6, and 7 with customer access being provided via Longwood Road and service access via Mill Road. Unit 5 is to be subdivided into units 5a and 5b of 1000sqm gross floorspace each.

Decision: Permission Granted (01/08/2006)

Planning Reference: U/2004/0796/O

Location: Site bounded by Longwood Road, Shore Road and Mill Road, Whitehouse, Newtownabbey

Proposal: Site for 4no retail units, 1no retail & leisure unit & 1no DIY store with mezzanine floor & garden centre with associated car parking, landscaping & general site works (proposal includes demolition of 3 no existing retail units)

Decision: Article 31 Permission Granted (20/12/2005)

#### **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

Until the Council adopts its new Local Development Plan, most planning applications will continue to be assessed against the provisions of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Draft Belfast Metropolitan Area Plan together with relevant provisions of Planning Policy Statements (PPSs) which contain the main operational planning policies for the consideration of development proposals.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) published in September 2015 confirms that until such time as a Plan Strategy for the whole of the Council Area has been adopted the Council should continue to apply existing policy and guidance contained in retained PPSs and other relevant documents together with the provisions of the SPPS itself.

SPPS Edition 2– Strategic Planning Policy Statement for Northern Ireland: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SPG 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 2 – Employment (SP 2)**: aims to encourage growth and investment to support enterprise and increase employment benefits. SP2 is supported by Policies:

- Policy DM 6: Development within Centres

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP 3 is supported by Policies:

- Policy DM 10 Access and Parking
- Policy DM 11 Active Travel (Walking and Cycling)
- Policy DM 14 Public Utilities and Infrastructure

**Strategic Policy 6 - Placemaking and Good Design (SP 6)**: sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP 6 is supported by relevant operational policies:

- Policy DM 25 Urban Design
- Policy DM 28 Amenity Impact

**Strategic Policy 10 - Environmental Resilience and Protection (SP 10)**: seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SP 10 is supported by Policies:

- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems

Belfast Urban Area Plan 2001 (BUAP): The application site is located on unzoned land within the settlement limit designated by the plan which offer no specific policy or guidance pertinent to this proposal.

Draft Belfast Metropolitan Area Plan: The application site is located within the settlement limit of Metropolitan Newtownabbey and is zoned as a major area of existing employment/industry (MNY 12) as designated by the plan.

## CONSULTATION

**Council Environmental Health Section:** No objection, subject to conditions.

**Northern Ireland Water:** Refusal recommended.

**DfI Roads:** No objection, subject to conditions.

**DAERA Water Management Unit:** No objection.

## REPRESENTATION

Forty-Five (45) neighbouring properties were notified and no letters of representation have been received.

Any feedback received during the Pre-Application Community Consultation (PACC) is provided and summarised with the PACC report (Document 03).

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Legislative Framework
- Policy Context and Principle of Development
- Design, Layout and Appearance
- Neighbour Amenity
- Road Safety, Traffic, and Parking
- Other Matters

### **Legislative Framework**

#### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017, nor is it located within a sensitive area, therefore there is no requirement for an EIA screening determination.

#### Habitats Regulation Assessment

The subject site is located along the Longwood Retail Park in Metropolitan Newtownabbey; there are no relevant designated sites close by. The proposed development comprises a change of use and reconfiguration of internal floorspace to the existing building, having considered the nature, scale and location of the project, there is no conceivable risk to any European Site.

The reason for this conclusion is as follows:

- Nature of the development
- Distance from nearest European site and lack of connections.

It is therefore concluded that on the basis of objective information, that the proposed development would not have a likely significant effect on any European Site either alone or in combination with other plans or projects. Likely significant effects are excluded and therefore Appropriate Assessment is not required.

#### Pre-Application Notice

The application falls within the major category as prescribed in the Development Management Regulations. Section 27 of the Planning Act (NI) 2011 places a statutory duty on applicants for planning permission to consult the community in advance of submitting an application. Section 27 also

requires that a prospective applicant, prior to submitting a major application must give notice, known as a 'Proposal of Application Notice' (PAN) that an application for planning permission for the development is to be submitted.

A PAN (ref: LA03/2025/0393/PAN) was submitted to the Council and was deemed to be acceptable on 17<sup>th</sup> June 2025. The Pre-Application Community Consultation Report (PACC) (Document 03) submitted has demonstrated that the applicant has carried out their duty under Section 27 of the Planning Act (NI) 2011 to consult the community in advance of submitting an application.

### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough.

The Antrim and Newtownabbey Plan Strategy (ANPS) does not include the Abbey Centre within the retail hierarchy as the Department of Infrastructure (DfI) under Section 12 of the Planning Act 2011, required the Council to remove its designation as a 'Large Town Centre'. Following this DfI issued a Section 14 Direction which directs the Council to designate Abbey Centre as a District Centre.

The ANPS retail hierarchy refers to the role and function of district centres being defined as 'provides (or has the potential to provide) a range of shops, services, business and community facilities to a suburban community'. Policy SP 2 of the ANPS states that the Council will identify the detailed boundaries of the Borough's retail centres in the LPP.

However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply. The site is defined as being within the settlement limit of Metropolitan Newtownabbey within both Belfast Urban Area Plan (BUAP) and draft Belfast Metropolitan Area Plan (dBMAP). The application site is located on lands zoned as a Major Area of Existing Employment/ Industry (MNY 11) as defined within dBMAP (2004).

Following the Planning Appeals Commission Public Local Inquiry Report (the PAC report) into draft BMAP 2004, the PAC discussed the argument made that the entire extent of Longwood Retail Park should be drawn into the District Centre designation. Subsequently, within the adopted BMAP 2014, the entire extent of Longwood Retail Park was contained within the Abbey Centre District Centre designation (MNY 20/01). However, the adoption of BMAP 2014 was declared unlawful by the Court of Appeal on 18<sup>th</sup> May 2017.

Notwithstanding the differences of the zonings within the BUAP, dBMAP together with intention of the ANPS, the planning history is an important consideration in this instance. Planning permission was granted on 30<sup>th</sup> December 2005 (Ref: U/2004/0796/O) on lands including the application site for, 4 retail units, 1 retail and leisure unit and 1 DIY store with mezzanine floor & garden centre. A Reserved Matters permission was subsequently granted (Ref: U/2006/0053/RM) for phase 1 to include construction of units 5, 6 and 7 with Unit 5 to be subdivided into units 5a and 5b of 1000sqm floorspace each. The building subject of the current application is known as 'Unit 6' and the approved plans identify Unit 6 to be utilised for leisure and retail use. The use of leisure and retail at this location was therefore accepted under the core permission. However, condition 6 of the core permission (Ref: U/2004/0796/O) restricted 'retail' sale and ancillary storage to specific items which are generally seen as 'bulky goods' in order to control the nature, range and scale of the commercial activity to be carried on at this location and to secure a satisfactory mix of land uses.

Supporting information (Document 02) outlines that the existing building although currently vacant, was formerly occupied by DW Sports until the company's closure in 2020. It is indicated that the existing building covers two floors, which were both occupied by DW Sports and comprised of two main functions, a sports retailer and gym operator. The ground floor level of the existing unit was mainly comprised of leisure / gym facilities with the swimming pool and associated changing facilities located to the rear of the building. The first floor mainly operated for retail use with a number of gym studios located to the front portion of the building.

The application seeks full planning permission for the subdivision, partial change of use and reconfiguration of Unit 6 to provide 3 no. units, to accommodate bulky goods retail (6a) a leisure swim facility (6b) on the ground floor and the use of the first floor (6c) as a gym, including alterations to external elevations. The Strategic Planning Policy Statement (SPPS) states that in determining planning applications, planning authorities should progress proposals which can improve the health and wellbeing of local communities and help build a shared and strong society. The proposal comprises two principal elements: retail use and leisure use. The SPPS defines "town centre uses" to include leisure facilities and promotes a 'town centre first' approach. Accordingly, when considered in combination, the proposal as a whole (retail and leisure) is to be assessed as a town centre use.

Taking into consideration the planning history and the historical use of the site it is accepted that both leisure and retail use at this location has been established with no new use being introduced. The fundamental issue therefore relates the quantum of floorspace for each of the identified uses. It is indicated that previous operations consisted of 1814sqm of retail floorspace and 2742sqm of leisure use across both floors. The current proposal results in 1285sqm of retail floorspace, and 3278sqm of leisure floorspace resulting in an increase of 536sqm of leisure floorspace and a reduction of 529sqm of retail floorspace. It is also important to note that the proposal seeks permission for 'bulky goods' retail thereby satisfying condition 6 of the core permission (Ref: U/2004/0796/O).

In relation to the loss of 529sqm of retail floorspace within The Abbey District Centre, Policy DM 6 of the ANPS addresses Development within Centres which is inclusive of Districts Centres and states that proposals that result in the loss of retail units will only be permitted where it is demonstrated that the retail use of the unit is no longer viable (e.g. evidence to show that despite marketing of the unit/building for at least

6 months there has been no interest shown). However, Policy DM 6 goes on to indicate that on the upper floors of premises, particularly where property is underutilised the Council will support the retention of housing and other complementary town centre uses. In this case the loss of retail is from the upper floor of the premises with the change of use being to a leisure use which is considered as a complementary town centre use. Furthermore, it is accepted that the property has been underutilised given the closure of DW Fitness in 2020 and the unit being vacant since that date.

Policy DM 6.5 of the ANPS requires a Retail Assessment for any development proposal that involves an increase of more than 1000sqm of retail floorspace within District and Local Centres. It is considered that the retail floorspace of the proposal does not fall under this threshold, although the retail floorspace amounts to 1285sqm, it is not an increase in the provision of retail floorspace previously approved for the unit. As such a retail assessment is not required in this instance.

Given the plan context of the site, the planning history and ongoing operations together with the scale and proposed uses, it is considered that the principle of development with the inclusion of conditions to control the use of the retail floorspace is acceptable subject to all other policy and environmental considerations being met.

#### **Design, Layout and Impact on Character and Appearance of the Area**

The SP6S indicates that good design identifies and makes positive use of the assets of a site and the characteristics of its surroundings to determine the most appropriate form of development. Additionally, SP6 of the ANPS seeks to ensure that the principles of placemaking and good design are central to the consideration of all new development proposals. Policy DM 27 'Urban Design' supports Policy SP 6 and stipulates that development within settlements will be required to demonstrate a clear understanding of the characteristics of the site, its wider context and how the proposal will connect with the surrounding area. Policy DM 25 goes on to require that all development will be expected to deliver high quality design in its layout and appearance and demonstrate a number of stipulated criterion.

The proposal includes changes to the internal layout across the ground floor and first floor along with minor changes to the elevations. The external changes include the addition of a front projection to accommodate an entrance into Unit 6A which provides access the ground floor retail unit. The front projection is reflective of the existing entrance lobby which is proposed to serve the leisure use on the first floor known as Unit 6C, the finishes include glazing and cladding panels which are reflective of the wider building. The proposal also includes the replacement of a single pedestrian door to double doors which will provide access to Unit 6B and the replacement of double doors to the rear.

The ground floor use includes both retail and leisure use, the leisure use is utilised as a swimming pool with the proposed internal reconfiguration including changes to the changing areas, reception area and ancillary accommodation. Other changes to the ground floor include the removal of a leisure studio and the relocation of a stairwell. As indicated the ground floor floorspace amounts to 1285sqm of retail floorspace and 1123sqm of leisure floorspace. The internal changes to the first floor include a subdivided area to the rear changing areas and ancillary accommodation

and the removal of the leisure studios. The first floor provides 2155sqm of floorspace to be utilised as a gym.

The subject building is a central unit in the wider building which accommodates other retail and commercial units and forms part of the Longwood Retail Park, both the use and design of the subject building is in keeping with the wider area.

For the reasons outlined above it is considered that the design, layout, and appearance of the proposed extension including its scale and massing are considered acceptable within the context of the site and surrounding area.

### **Neighbour Amenity**

The SPPS requires that there is no unacceptable impact on the amenities of occupants of nearby properties due to the proposed development. It is acknowledged that the adjacent premises are commercial in use, with residential properties located approximately 45 metres northeast along the Mill Road. It is notable that the leisure use on the first floor is a gym which can be associated with high noise levels from the playing of amplified music, dropping of weights, as well as public address systems used to give verbal instruction during exercise classes or shouting to encourage clients during training sessions. Low frequency beats of music can be a particular annoyance to nearby noise-sensitive receptors. Initial consultation was carried out with the Councils Environment Health Section (EHS) who sought the submission of a Noise Impact Assessment (NIA) in order to address any potential impacts on neighbour amenity. A NIA and a subsequent addendum (Document 05/2) were submitted and re-consultation was carried out with EHS who raised no objections to the proposal subject to recommended conditions. Taking into consideration the context of the wider site and the separation distance from any residential neighbouring properties it is considered that the proposal will have minimum impact on the amenity of nearby residents.

### **Road Safety, Traffic, and Parking**

With regards to transportation the SPPS aims to secure improved integration with land-use planning, to facilitate safe and efficient access, movement and parking. Additionally Planning Policy Statement 3 Access, Movement and Parking PPS 3 seeks to ensure that prejudice to road safety does not occur as a result of development. Policy AMP 2 of PPS 3 requires that any proposal will not prejudice road safety or significantly inconvenience the flow of traffic.

The application site can be accessed via the existing access arrangements, to the southeast via Mill Road and to the north via Longwood Road, the proposal does not include any changes to the existing access arrangement. A Transport Assessment Form (TAF) (Document 04) was submitted in support of the application, which provides a breakdown of the expected trip generation based on the TRICS database, however, it is summarised that the proposal is similar to that of the previous use, that being retail and leisure with the number of trips anticipated to be on a like for like basis and therefore no increase in trip generation is expected to occur. It is also highlighted that the trips generated do not take into consideration the shared trips by visitors utilising facilities within the wider Longwood Retail Park. In addition, it is also noted that the peak hour periods for the proposed leisure use falls outside the traditional commuter peak hour periods and therefore the impact upon the surrounding road network will be minimal. Consultation was carried out with DfI Roads who raised no objections to the proposal.

Collectively Policies AMP 1, AMP 7 and AMP 9 of PPS 3 require that an accessible environment is created with adequate provision for car parking and appropriate service arrangements and the design of car parking is of a high standard of design, layout and landscaping. A shared surface parking area is located immediately adjacent to the subject building which serves the units within Longwood Retail Park. Longwood Retail Park is served by established public transport provision, pedestrian pavements and cycle lanes which will continue to operate.

**Other Matters**

NI Water Infrastructure

The applicant proposes to discharge via an NIW foul sewer, as such DAERA Water Management Unit (WMU) has raised no objections in relation to the discharge. However, NI Water has indicated a refusal of the application due to the development potentially giving rise to network capacity issues. The issue of a water connection is a matter controlled by separate legislation, namely, Articles 79 to 82 (inclusive) and Article 85 Water and Sewerage Services (Northern Ireland) Order 2006. The role of the planning system is not to duplicate the regulatory controls of other statutory bodies and matters which lie outside the control of planning should not form part of the decision-making process, unless it is demonstrated that the development would result in adverse impacts on the environment. In this case, the adverse impacts would arise from the development causing water pressure issues in the system.

NI Water can make an assessment of whether the water infrastructure has sufficient capacity to cope with the development and then decide to grant or refuse consent to connect to the water main. Provided that no development can commence until such times as the necessary consent has been obtained, then no adverse impacts would arise. This is a matter which could be negatively conditioned should planning permission be forthcoming and therefore a reason for refusal on this issue could not be sustained.

**CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of the development has previously been established;
- The design, layout and appearance of the proposal is acceptable;
- There are no significant neighbour amenity concerns;
- There is no significant flood risk associated with this development;
- There are no significant natural and built heritage concerns;
- There are no significant access concerns, with the parking provision within the context of the site considered acceptable;

**RECOMMENDATION**

**GRANT PLANNING PERMISSION**

**PROPOSED CONDITIONS**

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.

2. The gross retail floorspace for Unit 6A hereby approved shall not exceed 1285 square metres with no retailing permitted in Units 6B or 6C.

Reason: to control the nature, range and scale of the commercial activity to be carried on at this location and to secure a satisfactory mix of land uses.

3. The floorspace comprised in the units 6a shall be used only for the retail sale and ancillary storage of the items listed hereunder and for no other purpose, including any other purpose in Class A1 of the Schedule to the Planning (Use Classes) Order (NI) 2015;
  - (a) DIY materials, products and equipment;
  - (b) Garden materials, plant and equipment;
  - (c) Furniture and soft furnishings, carpets and floor coverings and electrical goods;
  - (d) Such other items as may be determined in writing by the Council as generally falling within the category of 'bulky goods'.

Reason: To control the nature, range and scale of the commercial activity to be carried on at this location and to secure a satisfactory mix of land uses.

4. The floorspace hereby approved shall not be subdivided to form separate retail units.

Reason: To enable the Council to retain control the nature, range and scale of the retailing activity to be carried out at this location and to secure a satisfactory mix of land uses.

5. No internal operations increasing the floorspace available for retail use shall be carried out without the prior written consent of the Council.

Reason: To enable the Council to retain control over the nature, range and scale of retailing activity so as not to prejudice the continued vitality and vitality of existing retail centres.

6. No change of use should take place on-site until the method of sewage disposal has been agreed in writing with Northern Ireland Water (NIW) or a Consent to discharge has been granted under the terms of the Water (NI) Order 1999.

Reason: to ensure protection of the aquatic environment and to ensure that a suitable method of sewage disposal is available.

7. Doors serving the permitted development shall remain in the closed position at all times, except for ingress, egress and emergencies.

Reason: In order to protect amenity at nearby sensitive receptors.

8. Health and fitness activity noise from Unit 6C shall not exceed the G50 G-Curve values (stipulated in Table G1 ProPG: Gym Acoustics Guidance (GAG) March 2023) when measured in any structurally adjoining premises. This shall be achieved by the installation of an absorbent rubber flooring and underlay where required, as detailed in Document 05/2 date stamped 23/03/2026 prior to the operation of the development. The absorbent rubber flooring and any underlay required shall be maintained for the lifetime of the development.

Reason: To ensure noise and vibration impact arising from weight-lifting and other exercise activities is suitably controlled.

9. Within 4 weeks of a written request by the Council, following a noise complaint from the occupant of an adjoining unit which lawfully exists or has planning permission at the date of this consent, the site operator shall, at his/her expense employ a suitably qualified and competent person, to assess the level of noise arising from Unit 6C, at the complainant's premises. Details of the noise monitoring survey shall be submitted to the Council for written approval prior to any monitoring commencing. The Council shall be notified not less than 2 weeks in advance of the date of commencement of the noise monitoring.

Reason: In order to protect amenity at nearby sensitive receptors.

10. The site operator shall provide to the Council the results, assessment and conclusions regarding the noise monitoring required by Condition 9, including all calculations, and the raw data upon which that assessment and conclusions are based. Such information shall be provided within 1 month of the date of the written request of the Council unless otherwise extended in writing by the Council.

Reason: In order to protect amenity at nearby sensitive receptors.

11. Should the level of noise arising from Unit 6C, measured within Condition 9 exceed the level referenced within Condition 8, then mitigation measures to reduce noise levels shall be agreed in writing and carried out within a time frame specified by the Council. Within one month of the completion of further works, a noise survey shall be completed and submitted to the Council to demonstrate the noise levels referenced within condition 8 are not exceeded.

Reason: In order to protect amenity at nearby sensitive receptors.

12. Unit 6C shall operate in line with the Noise Management Plan at Section 3.1 of Document Number 05/2 date stamped 23/03/2026.

Reason: In order to protect amenity at nearby sensitive receptors.

13. All amplified music speakers shall be structurally independent/acoustically isolated from the building structure.

Reason: In order to prevent structure borne noise and vibration transmission to the adjoining premises.

14. Equipment bolted along party walls and the floor within Unit 6C, shall be resiliently mounted and shall be maintained for the lifetime of the development.

Reason: In order to prevent structure-borne noise and vibration transmission to the adjoining premises.

15. Internal music sound levels within Unit 6C, shall not exceed the levels detailed within Tables 21 and 22 of Document Number 05 date stamped 27/01/2026.

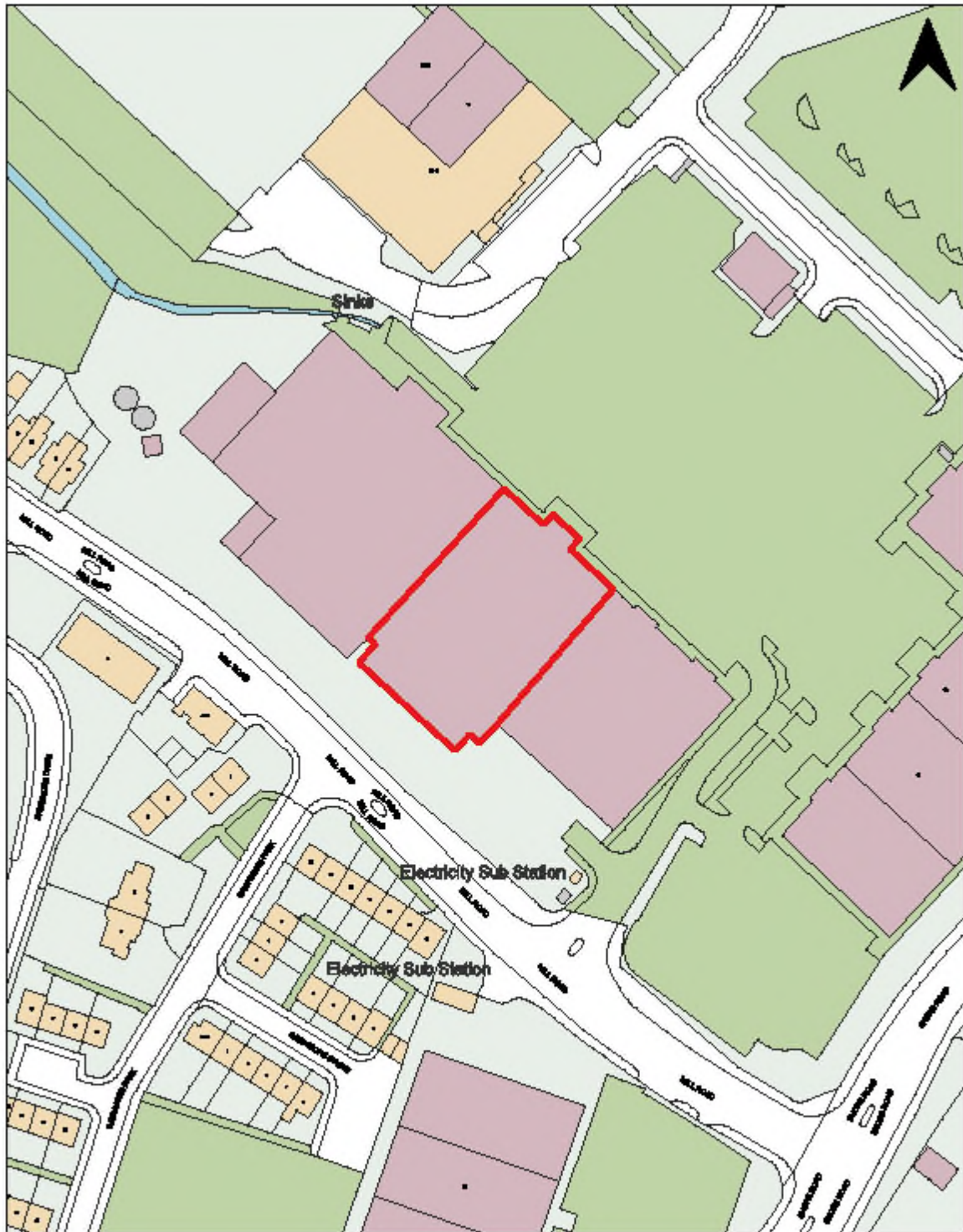
Reason: In order to protect amenity at nearby sensitive receptors.

16. No servicing of the site including deliveries or the loading and unloading of vehicles or the external movement of vehicles stores or equipment shall take place outside 0730 and 2200 hours Monday to Friday, 0900 and 2200 hours on Saturday and at no time on Sunday.

Reason: In order to protect amenity at nearby sensitive receptors

17. No loudspeakers shall be fitted to any facade facing residential properties.

Reason: In order to protect amenity at nearby sensitive receptors



Legend

Site Boundary 

LA03/2025/0716/F



1:1,250

<b>SCOMMITTEE ITEM</b>	<b>3.2</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0078/F</b>
<b>DEA</b>	<b>BALLYCLARE</b>
<b>COMMITTEE INTEREST</b>	<b>MAJOR APPLICATION and COUNCIL APPLICATION</b>
<b>RECOMMENDATION</b>	<b>GRANT PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Upgrade of existing sports facilities to provide synthetic pitches, replacement floodlighting; canopy covering to cricket training area and associated works.
<b>SITE/LOCATION</b>	Ballyclare Rugby Football Club, The Cloughan, Doagh Road, Ballyclare, BT39 9JD
<b>APPLICANT</b>	Antrim and Newtownabbey Borough Council
<b>AGENT</b>	Braniff Associates
<b>LAST SITE VISIT</b>	18 <sup>th</sup> September 2025
<b>CASE OFFICER</b>	Alicia Leathem Tel: 028 90340416 Email: <a href="mailto:alicia.leathem@antrimandnewtownabbey.gov.uk">alicia.leathem@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Northern Ireland Planning Portal</b></p> <p><a href="https://planningregister.planningsystemni.gov.uk/application/700319">https://planningregister.planningsystemni.gov.uk/application/700319</a></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located in the countryside outside of the settlement limits of Ballyclare as defined within draft Belfast Metropolitan Area Plan (dBMAP). The site is an extensive site measuring some 12 hectares.</p> <p>The site comprises Ballyclare Rugby Club, with existing facilities at the site including a clubhouse, rugby pitches with floodlighting, cricket pitch, hockey pitch with floodlighting, training areas, parking areas, and internal access road. The site is defined by a mix of mature trees and hedgerows around the periphery of the site. The topography of the site is generally flat with the lands to the north (to the rear of the clubhouse) sitting at a higher level. An extensive private laneway extends from the Doagh Road and provides the sole access to the site.</p> <p>The wider area has a mix of land uses, including agricultural land to the east with residential uses to the north, south and west a number of properties are currently under construction along the Ballyclare Relief Road located to the west of the site.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Reference: LA03/2023/0173/PAN Location: Ballyclare Rugby Football Club, Doagh Road, Ballyclare, BT39 9JD Proposal: Proposed development of multi-sports hub at Ballyclare Rugby Football Club consisting of: upgrade of existing rugby pitch and permitted floodlighting to 3G multi-sports pitch; upgrade of existing all-weather hockey pitch to synthetic pitch, including replacement floodlighting; roof covering to existing cricket training area; provision of trim trail; additional car parking; road access to permitted relief road; and all associated site works. Decision: Pre-Application Notice Acceptable (04/04/2023)</p>	

Reference: LA03/2024/0774/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare, BT39 9JD

Proposal: Proposed 2 storey rear extension to include new changing facilities and extension to existing function room

Decision: Permission Granted (28/01/2025)

Reference: LA03/2023/0820/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare, BT39 9JD

Proposal: Erection of 30m x 10m Steel framed storage shed as ancillary building for sports clubs.

Decision: Permission Granted (25/01/2024)

Reference: LA03/2021/0440/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare, BT39 9JD

Proposal: Covered Outdoor BBQ & Meeting Area

Decision: Permission Granted (15/07/2021)

Reference: LA03/2020/0193/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare

Proposal: Erection of 6no 12m floodlighting columns with LED floodlights

Decision: Permission Granted (15/09/2020)

Reference: U/1997/0507/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare

Proposal: Floodlight installation to existing rugby pitch.

Decision: Permission Granted (03/02/1998)

Reference: U/19974/0526/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare

Proposal: Erection of cricket score hut.

Decision: Permission Granted (04/03/1998)

Reference: U/1994/0109/F

Location: Ballyclare RFC, The Cloughan, Doagh Road, Ballyclare

Proposal: Provision of floodlit all weather hockey pitch.

Decision: Permission Granted (03/05/1994)

## **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3<sup>rd</sup> July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

SPPS – Strategic Planning Policy Statement for Northern Ireland: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Draft Newtownabbey Area Plan (dNAP): The application site is located within the countryside, outside any development limit as designated by the Plan which offers no specific policy or guidance on this proposal.

Draft Metropolitan Area Plan (dBMAP): The application site is located within the countryside outside any development limit as designated by the Plan which offers no specific policy or guidance on this proposal.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SPG 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP 3 is supported by Policies:

- Policy DM 10 Access and Parking
- Policy DM 12 Active Travel (Walking and Cycling)
- Policy DM 16 Telecommunication Facilities and Digital Services

**Strategic Policy 5 – Community Infrastructure (SP 5)**: sets out that the Council's aims of seeking to promote access to community services and the protection of areas of open space areas. SP5 is supported by Policies:

- Policy DM 23 Protection of Open Space
- Policy DM 24 Community Facilities

**Strategic Policy 6 - Placemaking and Good Design (SP 6)**: sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP 6 is supported by relevant operational policies:

- Policy DM 27 Rural Design and Character
- Policy DM 28 Amenity Impact

**Strategic Policy 7 – Historic Environment (SP 7)**: Indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by relevant operational policy:

- Policy DM 30 Archaeology

**Strategic Policy 8 - Natural Heritage (SP 8):** seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features.

- Policy DM 37 Designated Sites of Nature Conservation Importance;
- Policy DM 38 Protected Species;
- Policy DM 39 Habitats, Species & Features of Natural Heritage Importance;
- DM 40 Landscape Protection; and
- Policy DM 42 Trees and Development.

**Strategic Policy 9 – Natural Resources (SP 9):** sets out that the Council will seek to ensure the sustainable use of our natural resources. SP 9 is supported by relevant operational policy:

- Policy DM 45 Renewable Energy Development

**Strategic Policy 10 - Environmental Resilience and Protection (SP 10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SP 10 is supported by Policies:

- Policy DM 46 The Control of Development in Flood Plains
- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems
- Policy DM 49 Artificial Modification of Watercourses
- Policy DM 50 Pollution
- Policy DM 52 Contaminated Land

## CONSULTATION

**Council Environmental Health Section** – No objection

**Northern Ireland Water** – No objections.

**Department for Infrastructure Roads**- No objection subject to conditions.

**Department for Infrastructure Rivers**- No objections

**Department for Communities Historic Monuments** - No objection subject to conditions.

**DAERA Water Management Unit** – No objections, subject to condition.

**DAERA Regulation Unit Land & Groundwater** – No objection subject to conditions.

**DAERA Natural Environment Division** – No objection subject to condition.

**Shared Environmental Services** – Advice provided.

## REPRESENTATION

Forty (40) neighbouring properties were notified, and no letters of representation were received.

It is worth noting that any issues raised during the pre-community consultation are noted within the Pre-Application Community Consultation Report (PACC) (Document 02).

## **ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS**

The main issues to consider in the determination of this application are:

- Legislative Framework
- Plan, Policy and Principle of Development
- Design, layout and Impact on Character and Appearance of the Area
- Neighbour Amenity
- Access, Movement and Parking
- Flooding, Groundwater and Drainage
- Natural Heritage
- Archaeology and Built Heritage

### **Legislative Framework**

#### Pre-Application Notice

The application falls within the Major category as prescribed in the Development Management Regulations. Section 27 of the Planning Act (NI) 2011 places a statutory duty on applicants for planning permission to consult with the community in advance of submitting an application. Section 27 also requires that a prospective applicant, prior to submitting a Major application must give notice, known as a 'Proposal of Application Notice' (PAN) that an application for planning permission for the development is to be submitted.

A PAN application (Ref: LA03/2023/0173/PAN) was submitted to the Council and was deemed to be acceptable on 4<sup>th</sup> April 2023. The Pre-Application Community Consultation Report (PACC) (Document 02) submitted has demonstrated that the applicant has carried out the consultation requirements set out in Section 27 of the Planning Act (NI) 2011.

#### Environmental Impact Assessment

As the development falls within Schedule 2, Category 2, 10 (b) urban development projects of the Environmental Impact Assessment Regulations (Northern Ireland) 2017, the Council is obliged under Regulation 12 (1) of these Regulations to make a determination as to whether an application is or is not EIA development. An EIA Screening Determination was carried out and it was determined that the planning application does not require to be accompanied by an Environmental Statement.

#### Habitats Regulation Assessment

This planning application was considered in light of the assessment requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended). The Council in its role as the Competent Authority under the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended), and in accordance with its duty under Regulation 43, has completed the HRA report, dated 10<sup>th</sup> April 2026. This found that the project would not have any adverse effect on the integrity of any European site.

### **Plan, Policy and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations.

Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply. The site is defined as being within the countryside in the draft Belfast Metropolitan Area Plan 2015 (dBMAP). In line with the transitional arrangements set out in the SPPS, the dBMAP and the ANPS must be read together. Any conflict between the policies in the Plans must be resolved in favour of the ANPS.

The application seeks full planning permission for the upgrade of existing sports facilities to provide synthetic pitches, replacement floodlighting, a canopy covering to the cricket training area and other associated works. The application includes a portion of the Ballyclare Rugby Club grounds and comprises of the existing sports pitches including rugby, cricket and hockey disciplines, training areas, floodlighting and parking together with an associated clubhouse. Supporting information (Document 01) indicates that Ballyclare Rugby Club have carried out extensive research on the need for additional sports-based facilities within Ballyclare with the research concluding the need for the enhancement of the existing facilities.

The Strategic Planning Policy Statement (SPPS) states that in determining planning applications, planning authorities should progress proposals which can improve the health and wellbeing of local communities and help build a shared and strong society. The core planning principles of the SPPS are, Improving Health and Wellbeing; Creating and Enhancing Shared Space; Supporting Sustainable Economic Growth; Supporting Good Design and Positive Place Making; and Preserving and Improving the Built and Natural Environment.

Paragraph 6.207 of the SPPS states that the precise location of intensive sport facilities can be contentious, and by their very nature and scale can give rise to particularly complex planning considerations. For the purpose of the SPPS, footnote 49 goes on to define an 'intensive sport facility' as a purpose built indoor or outdoor resource which facilitates one or more activity which are fundamental to maintain individual health and fitness. This may include stadia, sports halls, leisure centres, swimming pools and other indoor and outdoor sports facilities and can also serve as a focus for the community. Given that the proposal seeks the enhancement of sports facilities to include rugby, hockey and other multi sports it is concluded that the proposal is a 'intensive sports facility' as defined by the SPPS.

Policy SP 5 of the ANPS deals with Community Infrastructure and indicates that the Council will continue to support the enhancement of recreational opportunities afforded by the further development of multi-use games area and the dual use of educational sporting facilities to benefit local communities. In addition, Policy DM 24 applies to Community Facilities with a breakdown of policy into Development within Settlements; Development in the Countryside; Reuse of Existing Community Facilities or Community Facilities within Residential Developments. Policy DM 24 requirements

for development within the countryside is further divided into Edge of Settlement and Other Countryside Locations. In this case the application site is located within the countryside, however, it is located immediately on the periphery of the settlement boundary as defined within dBMAP. As such it is considered that the appropriate policy context is development within the countryside and edge of settlement.

Policy DM 24 of the ANPS indicates that in exceptional circumstances where it is demonstrated that there is no alternative site within a settlement, the Council will support a community facility, including intensive sports facilities, at an accessible location on the edge of a settlement limit where the proposal fulfils a number of criteria. In this instance the presence of Ballyclare Rugby Club has been established on this site for a number of years, the level of existing facilities and infrastructure is extensive, the enhancement of the facilities are contained within the lands currently associated with the rugby club and there are no proposals to encroach further into the countryside. For these reasons it is considered that a sequential test is not required in this instance and the location outside of the settlement limit is considered acceptable.

Policy DM 24 of the ANPS also requires that the proposal represents a logical extension to the built-up area, as indicated Ballyclare Rugby Club has been present on this site for a number of years, thereby the proposal does not introduce the development of a greenfield site. In addition, the lands are bounded by residential development to the north, south and west. The enhancement of the site therefore appears as a logical redevelopment of the previously developed site. It is also required that any proposal is of an appropriate scale in relation to the size of the settlement, in this case Ballyclare is a large town with the scale of the proposed development is considered appropriate in relation to the number of residents it could potentially serve. Additionally, the site area is not proposed to extend beyond the existing curtilage.

The final element of Policy DM 24 is that any proposal will not cause any significant adverse effect on the landscape setting or character of the settlement. The impacts on the character and appearance of the site and the surrounding area are considered in more detail below. In conclusion, this proposal is essentially an enhancement of an existing sports and recreation facility, it is considered that the principle of development has already been established, however the proposed works need to be assessed against all other policy and environmental considerations.

### **Design, Layout and Impact on Character and Appearance of the Area**

Policy SP 6 'Placemaking and Good Design' seeks to ensure that the principles of placemaking and good design are central to the consideration of all new development proposals. There will be a presumption in favour of well-designed proposals that meet the requirements of Policy SP 6 and other relevant policies and provisions of the ANPS.

Policy DM 25 'Urban Design' supports SP 6 and stipulates that development within settlements will be required to demonstrate a clear understanding of the characteristics of the site, its wider context and how the proposal will connect with the surrounding area. Policy DM 25 goes on to require that all development will be expected to deliver high quality design in its layout and appearance and must demonstrate a number of stipulated criteria. The proposal was accompanied by a Design and Access Statement (Document 01).

The enhancement and upgrade of the existing facilities comprises of a number of different elements including the upgrade of the existing rugby pitch to a 3G multi sports pitch, upgrade of the existing all-weather hockey pitch to a 2G sand dressed pitch including replacement floodlighting and a canopy covering to the existing cricket training area and associated site works.

The existing rugby pitch (located to the southeast of the site) is proposed to be upgraded to a 3G multi sports pitch, the proposal also includes the partial repositioning and height increase of the previously approved floodlights by 3 metres from 12 metres to 15 metres in height. A 12ft by 8ft storage container ancillary to the 3G pitch is proposed to the northwestern corner of the pitch. A footpath is proposed around the periphery of the pitch with the exception of the eastern boundary which has an area of hardstanding located along the northwestern boundary of the pitch to accommodate six car parking spaces inclusive of three accessible spaces. The 3G pitch is defined by a 5-metre-high paladin fence along the eastern boundary, and to the outer edge of the footpath along the southern boundary. The inner edge of the footpath is defined by a 1.2 metre paladin fence. A 10-metre-high ball stop netting is proposed behind each of the goals at either end of the pitch.

The second element of the proposal is the upgrade of the existing all weather hockey pitch to a 2G sand dressed pitch which is to be enclosed by a 3-metre-high paladin fence and asphalt path to the southern and eastern boundaries of the hockey pitch is also proposed. In addition, eight 15 metre collapsable floodlights are proposed around the periphery of the hockey pitch. The third and final element of the proposal is a canopy covering to the existing cricket training area measuring 47.2 metres in length by 18.3 metres in width with a maximum height of approximately 6.5 metres above proposed ground level. The cricket training area is to be enclosed by a 3-metre-high boundary fence with a storage container located to the southeast.

Access to the site is taken from an existing laneway which accesses from the Doagh Road and serves the existing rugby club. Policy DM 25 of the ANPS also requires the incorporation of an appropriate landscaping scheme to include the treatment and retention of existing trees and landscape features. Additionally, Policies DM 40 and DM 42 addresses 'Landscape protection and Trees and Development'. A number of mature trees are evident around the periphery of the site. It is noted that a number of trees within the site have been removed as a result of storm damage, additionally a number of trees are proposed to be removed due to the development. Additional planting is proposed in substitution for the loss of the existing planting as indicated on Drawing No. 03/1.

Policy DM 25 of the ANPS requires account to be taken of 'Living Places: An Urban Stewardship and Design Guide for Rural Northern Ireland' as indicated above the proposal forms part of an existing rugby club and sporting provision, the proposal is an upgrade to the outdoor sporting facilities. The proposal will enhance the overall facility and is maximising the existing use of land within Ballyclare, the site is accessible due to the central location and pedestrian links, improves car parking provision on site and is hospitable in providing a more welcoming environment on site.

Critical views of the site are limited given the setback nature from the Doagh Road and the enclosure by the surrounding built form. It is acknowledged that during winter months there will be a level of light intrusion given the floodlighting, however,

floodlighting is previously approved on the site and therefore the inclusion of lighting is acceptable subject to the impact on neighbour amenity which is addressed below.

It is considered that the layout, design and appearance is acceptable. It is also considered that the proposal will not create a detrimental impact on the character or appearance of the area and will improve the overall sporting facility currently on the site.

### **Neighbour Amenity**

The SPPS indicates that the planning system has a role to play in minimising potential adverse impacts such as noise or light pollution on sensitive receptors by means of its influence on the location, layout and design of new development. Policy DM 28 of the ANPS highlights that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties. Whilst Policy DM 50 of the ANPS indicates that the Council will support development proposals with the potential to cause significant pollution including noise pollution where an assessment report has been provided and concluded that the proposal will not have an unacceptable adverse impact on local amenity and how any proposal will be appropriately mitigated. It is noted that neighbouring properties are located to the south and west of the application site. It is indicated that the development will operate on bank holidays, and weekends including Sundays, however, will only operate during daytime hours only.

### Noise

A Noise Impact Assessment and supporting noise information (Documents 10 and 13) was submitted in support of the proposal. Consultation was carried out with the Councils Environmental Health Section (EHS) who have reviewed the supporting noise information. EHS highlight that the noise consultant stated that the predicted operational noise of the proposed pitches would not likely exceed the existing operational sound levels, as shown in table one of Document Number 13, during training periods. Monitoring measured between 52dB(A)LAeq and 56dB(A)LAeq, therefore, the level of predicted noise associated with the pitches would be within the existing operational sound levels and would not be expected to cause an adverse effect.

Mitigation measures are proposed to reduce sound impact emanating from the upgraded hockey pitch. Document No. 14 has stated that the proposed mitigation measures to absorb ball impact noise, would include, hockey goal backboard padding and hockey pitch perimeter padding (low level strip). EHS note within Drawing No. 19, that kickboards will be covered in synthetic carpet with shock padding applied to the front.

### Artificial Light

Drawing No. 17 shows the vertical illuminance to be over the recommended limit which could potentially affect a dwelling to the west/southwest of the hockey pitch. However, clarification from the lighting consultant confirmed that the software the lighting engineers use does not allow for the inputting of mitigation measures, however, they are satisfied that the relevant limit will be met with the mitigation measures in place. EHS raised no objections in this regard, a condition to control the lux levels is recommended if planning permission is forthcoming.

The Council's Environmental Health Section (EHS) reviewed the data contained within the NIA and light drawings and are content that the amenity of nearby residents can be suitably protected with the inclusion of recommended conditions.

### **Access, Movement and Parking**

The SPPS aims to secure improved integration with land-use planning, to facilitate safe and efficient access, movement and parking. Additionally, Policies SP 3.10 and DM 10 states that access arrangements must not prejudice road safety or significantly inconvenience the flow of traffic and that the development proposal will provide adequate parking provision.

Access to the site is achieved via an existing access from the Doagh Road. A Transport Assessment Form (TAF) (Document 03) was submitted in support of the application which indicates that the proposal primarily involves the enhancement of existing facilities through the replacement of existing pitches including the existing grass rugby pitch which is to be replaced with a 3G Multi sports pitch for football and rugby. It is also indicated that the proposal will see hockey, football and school use being played on a more regular basis at the Club. The Rugby Club currently has approximately 550 members of which 50% are under 18. The club envisages that membership will increase by around 15% as a result of the enhanced facilities with a target of increasing overall users by 20%.

The TRICS database is typically used to assess trip generation for new developments, however, the database does not have survey data appropriate to the bespoke development proposal. For this reason, the TAF outlines that trips have been assessed based on traffic survey and information provided by the Rugby Club. A typical existing and proposed peak week timetable help understand and quantify activities, demonstrating how the use of the site will change and how activities are spread through the week and the day. Estimates of cars and people on site during these activities has also been provided, inclusive of adults, children, players, coaches and spectators.

A peak scenario has been considered for the assessment with the peak occurring on Saturdays when there are several home games coinciding at the same time. It is indicated that this scenario would not be typical and only occurs once a month during, September to March. The Rugby Club expects that the number of cars at the site could increase by a third during the peak. A traffic survey was carried out on Saturday 4 November 0830-1730 on a day which was deemed to represent the peak based on current facilities at the Club. The survey included a full junction turning count of the access at the Doagh Road junction, a queue length survey at the junction and a car park occupancy survey.

The surveys were carried out during a 1st XV home match which attracts significantly more traffic than any other home match and is limited to 10 -12 days per year. It is indicated that the existing number of cars/vans attracted to the site on a peak Saturday is 1178 with 69 HGVs. The proposal sees an increase of 236 (cars /vans) and 14 (HGV's). The increase in numbers is a net increase based on an estimated 20% uplift that the Club is targeting with the proposed enhancement of facilities. A survey was also carried out on Tuesday 7 November between 1830-2100 which is representative of a typical Club mid-week. The peak hour recorded in the traffic survey on the Saturday was 0930-1030 (drop off/pick up for mini rugby), in the afternoon there were peaks at 1230-1330 and 1530-1630, with all matches usually

finished by 1630. Mid-week the recorded peak hour was 2000-2100 (training is 1900-2030). Queue length traffic surveys were also carried out to assess any congestion issues at the site. Maximum queue lengths were recorded every 5 minutes for the right turn off Doagh Road and traffic exiting the rugby club access road. There was no significant congestion issues observed on the day of the survey. It is indicated that the maximum queue for traffic turning right was 1 vehicle and the maximum queue for vehicles exiting (within the private access) was 8 vehicles. Queuing within the private access for vehicles exiting was typically 4 – 6 vehicles during the busier peak times.

It is recognised that the enhanced facilities may attract an increase in 20% in visitor numbers, however, evidence indicates that any rise in traffic will be confined to specific periods within the rugby calendar and to peak times on busier days. It is further noted that no significant congestion impacts on the public road network are anticipated. Any internal traffic movements associated with the club's schedule can be effectively managed through established event management procedures already in place.

Consultation was carried out with DfI Roads who have no objections to the proposal. Based on the information provided and DfI Roads response, it is considered that the proposal will not prejudice road safety or significantly inconvenience the flow of traffic.

Policy SP 3.10 of ANPS requires sufficient car parking provision to be provided with Policy DM 10 reiterating this and requiring that parking arrangements will continue to take account of supplementary planning guidance including 'Parking Standards' (DoE, 2005). The rugby club has two hardstanding areas that it uses for car parking, the existing main car park has capacity for approximately 75 cars and the second overflow car park has capacity for approximately 130 cars.

A car parking occupancy survey was carried out at half hour beats during the traffic survey period on both days (Saturday 4<sup>th</sup> November & Tuesday 7<sup>th</sup> November). As indicated above the survey days were the busiest peak day at the club which occur approximately 10 -12 days per year. The parking surveys demonstrated that the main car park had a maximum capacity of 97% at 1445-1500 and the second overflow car park had a maximum capacity of 99% at 1515-1530. The main car park had over 85% occupancy during the hours 0945-1000; 1315-1615 and the overflow car park had over 85% occupancy between 1430-1545. There was no observation of parking spill over outside the site.

There are no changes proposed to the car parking provision within the main car park or overflow car park, however, additional parking has been provided adjacent to the proposed 3G pitch for 6 spaces inclusive of 3 disabled parking spaces, providing a slight enhancement in the overall parking provision. Although it is indicated that due to the enhancement in facilities, the rugby club foresees a 20% increase in visitors attracted to the site, with evidence indicated that at peak periods the car parking provision is near capacity. Supporting information (Document 03) provides a number of measures that the rugby club will engage in order to help alleviate any parking overflow. These additional measures include the rugby club managing car parking and encouraging travel by a variety of modes other than the private car and will include a number of measures including bicycle storage, proximity of pedestrian

linkages and public transport, the promotion of car sharing and staggered kick off times for fixtures.

It is considered that the combination of parking provision provided to serve the existing site, the additional parking provision and the inclusion of parking management measures will help alleviate parking issues on peak days and times. As such the parking provision is considered appropriate, DfI Roads have not raised any concerns with the parking arrangements.

### **Flooding and Drainage**

Policy SP 10 of the ANPS recognises the need to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on the natural and built environment while SP 10.2 states that there will be a strong presumption against development proposals in floodplains. SP 10.3 requires the submission of a Drainage Assessment and promotes the use of Sustainable Urban Drainage Systems (SUDS) which is supported by Policy DM 47.

The Flood Maps (NI) indicates that the southern boundary of the site lies within the 1 in 100-year Strategic Fluvial Flood Plain. Policy DM 46 deals with the Control of Development in Flood Plains and has a general presumption against development in floodplains save for a number of exceptions, the applicable exception in this case is the use of land for sport and outdoor recreation. Policy DM 46 of the ANPS also requires where an exception has been accepted that an FRA is provided which identifies all sources of flood risk and adequate measures to manage and mitigate any increase in flood risk from the development. A Flood Risk Assessment (FRA) (Document 15) was submitted to understand the full extent of the floodplain and consultation was carried out with DfI Rivers. As indicated a small portion of the southern boundary lies within the floodplain and DfI Rivers note that as a result of redevelopment to the hockey pitch there would be a loss of floodplain storage capacity of approximately 3.35m<sup>3</sup> due to the proposed goal storage area of the hockey pitch being in the floodplain. As a consequence, the goal storage area of the hockey pitch has been removed as indicated on the amended site layout plan (Drawing 04/2) and supporting information (Document 19). Following the amendments, DfI Rivers concludes that while not being responsible for the preparation of the Flood Risk Assessment, they accept its logic and have no reason to disagree with its conclusions.

The nature of the flood risk relates to the area of the hockey pitch and measures to manage the risk to the persons using the pitch are not outlined within the FRA. However, it is considered that the safety measures are not required to be specifically outlined in this case given the limited level of flood risk, the fact that the area is an area of outdoor recreation and any risk to the users of the site will be managed by the rugby club's internal risk assessment.

SP 10.3 of the ANPS requires the submission of a Drainage Assessment (DA) and promotes the use of Sustainable Urban Drainage Systems which is supported by Policy DM 47. DfI Rivers note that the DA has provided a detailed drainage design that demonstrates that the issue of out of sewer flooding will be managed by attenuating the 1 in 100 flood year event including allowances for climate change within the proposed drainage network and surface water will be safely disposed of at a limited rate. If this was achieved, it is considered that it would satisfy the

requirement under Policy DM 47 to provide adequate measures to mitigate the flood risk from the development to elsewhere.

Policy DM 49 of the ANPS indicates that the Council will operate a general presumption against the artificial modification of a watercourse save for a number of exceptions. One of which is for engineering reasons where no practicable or alternative course of action is reasonable. A number of watercourses traverse the site including east to west and another adjacent to the northwestern site boundary and the southeastern boundary. In this case a stretch of watercourse along the southeastern boundary is proposed to be culverted. The need for the culvert is as a result of the 3G pitch being extended to provide enhanced community facilities. The length of the proposed culvert is limited to the section of lands that is incorporated into the proposed pitch which will then connect to an existing culvert which crosses the access lane. DfI Rivers has raised no objections in this regard, it is also worth noting that permission to culvert a length of the watercourse will require separate legislative permission from Rivers Directorate. As such for the reasons outlined above it is considered that the proposed modification of the stretch of watercourse in this instance is considered acceptable.

### **Natural Heritage**

Policy SP 8 of the ANPS indicates that the Council will work in partnership with DAERA, environmental organisations and developers to protect, conserve and promote the enhancement and restoration of the diversity of the Boroughs natural heritage comprised of its habitats, species, landscapes and earth science features. SP 8.3 of the ANPS requires appropriate weight to be afforded to the protection of designated sites, protected species and priority habitats and species together with other features of biodiversity and geological interest within the wider environment. Policy SP 8 is supported by Policies DM 37 – DM 39 and DM 42 of the ANPS.

### Designated Sites

The application site is not situated within any nationally or internationally designated sites, however, an undesignated watercourse traverses the site (east to west and another adjacent to the northwestern site boundary with an area of Q100 fluvial flood zone located to the southwestern corner). The site is therefore hydrologically linked to Lough Neagh & Lough Beg Ramsar, which is designated under the Convention on Wetlands of International Importance, Lough Neagh & Lough Beg Ramsar; Lough Neagh & Lough Beg SPA and Rea's Wood & Farr's Bay SAC, which are designated under the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended); Lough Neagh ASSI, which is declared under the Environment Order (Northern Ireland) 2002.

The Council is the Competent Authority and must undertake as much of the assessment process as required under Regulation 43 of the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended). A Shadow Habitats Regulation Screening Assessment (sHRA, Document 08/1) was submitted with the application which was reviewed for advice and guidance by Shared Environmental Services (SES).

SES note that according to the European Union (EU), the granular infill material used on artificial sport surfaces is the largest source of intentional microplastics in the environment. Hydrological links could potentially provide downstream egression of granular rubber infill "rubber crumb" to designated sites associated with Lough

Neagh. Applicants therefore must be able to demonstrate robust and effective mitigation in the protection of the aquatic environment. SES note the submission of the sHRA and Outline Environmental Management Plan (oCEMP, Document 05/2) and had concerns in relation to adequate drainage and mitigation to prevent infill crumb from entering the drainage system particularly in the absence of Water Management Unit (WMU) satisfaction.

Following SES concerns with the sHRA, additional information was submitted which has satisfied WMU and DfI Rivers in relation to the drainage regime and the maintenance programme which will protect the infill crumb from entering the drainage network. The Council as the Competent Authority has completed a stage 2 HRA which found that the project would not have any adverse effect on the integrity of any European site.

#### Priority Habitats & Protected Species

The applicant has submitted a Preliminary Ecological Appraisal (PEA) (Document 04) a Bat Survey (Document 06) in support of their application. The PEA indicates that a number of trees around the periphery of the proposed 3G pitch may have bat roost potential which are proposed to be removed as part of the proposal. Consultation was carried out with DAERA Natural Environment Division (NED) who indicated concerns in relation to the impact on bat roost with the absence of a sufficient bat emergence survey together with the impact of lux levels from the proposed floodlighting on the adjacent trees due to them acting as a commuting and foraging corridor. In response to the concerns raised, further information in the form of a Bat Tree Assessment (Document 17 and Document 18) was submitted.

The Bat Tree Assessment has provided further information in relation to the potential for bats using the site for roosting with a particular focus on 5 trees which were identified to have moderate roost potential. All trees were re-surveyed in detail in different conditions and in line with the updated Bat Conservation Trust Guidelines. The ecologist has assessed the five trees, previously assessed as having moderate bat roost potential and has found following a more in-depth investigation that the five trees have a suitable rating of nil. NED acknowledges the additional information and has indicated that they are content that the proposed development is unlikely to significantly impact bat roosts, however, should evidence of roosting bats be found during works all works must stop and advice sought from NIEA Wildlife Licencing Team.

With regards to the potential impacts on the bat population from the proposed floodlighting, NED refers to Document 18 and has concerns regarding the suggestion by the consultant that post-installation lux measurements could be taken prior to the first use of the floodlights. NED highlight that this is likely to result in a negative condition and are therefore not satisfied with this approach. However, NED recommend that a condition could be imposed requiring timing restrictions limiting floodlighting operation to avoid light spill of over 1 lux on the roosting/ foraging and commuting features during the periods of bat activity. The condition recommends the use of floodlighting is restricted between sunset and sunrise between April to October (inclusive), with the maximum operating hours for lighting outside of these restrictions from 15:00 to 22:00 on any given day.

NED also notes that some vegetation may need to be removed and advises that the vegetation on the site may support breeding birds. All wild birds and their nests are

protected under the Wildlife (Northern Ireland) Order 1985 (as amended), known as the Wildlife Order. NED thus advises that any removal of buildings/structures and vegetation on site should be undertaken outside the bird breeding season which occurs from 1st March to 31st August, or alternatively they are checked by a suitably qualified ecologist with protective measures undertaken if any active nest is found.

#### Water Contamination

As indicated above a number of watercourses traverse the site, consultation was carried out with WMU who note that the Drainage Assessment states that an open ditch to the east of the site will be culverted and diverted to accommodate the construction of the 3G pitch. WMU go on to note that micro filters will be fitted to all drainage inlets to prevent the inflow entering the surface water drainage network which is also included within the DA and drainage design. There will also be a silt trap fitted manhole (S5) prior to water discharging from the outfall. WMU are content with such an approach. WMU highlight that the Maintenance Guide of Synthetic Pitches does not include specific mention of inspection for and removal of any rubber crumb that enters the drainage system. The applicant must maintain a regular cleaning/maintenance regime for the removal of particulate matter that enters the micro filters / silt trap / surface water system.

WMU make reference to the oCEMP and indicates that certain elements are generic and as such indicated that the final CEMP for the project will require input from the contractors conducting the works to adequately reflect the actual works that will be undertaken as part of this project. It is therefore considered that if planning permission is forthcoming a condition requiring the submission of a final CEMP specific to the project shall be submitted and approved by the Council prior to works commencing on site.

#### Land Contamination

Policy DM 52 of the ANPS requires consideration to be given to the potential of any proposal to cause land pollution or contamination. Consultation was carried out with DAERA Regulation Unit (RU) who have responded indicating that there are no significant sources of previous potentially contaminating land uses identified on this application site or in the adjacent area. The proposed development is therefore considered likely to be of a low risk to the water environment. RU would have no objection to any planning application subject to the recommended conditions.

#### **Archaeology and Built Heritage**

The SPPS and Policy SP 7 of the ANPS requires that all proposals protect, conserve and promote the enhancement of the historic environment. Policy DM 32 seeks the protection, conservation, enhancement and appropriate active use of listed buildings.

Consultation was carried out with HED who indicated that the application site is located within close proximity to a number of recorded and some unlocated archaeological monuments, with a focus on the early medieval period. The recorded archaeological sites and monuments nearby are indicators of a high archaeological potential for further, previously unrecorded archaeological remains which may be encountered within the application site. HED have no objections to the proposed development subject to recommended conditions for the agreement and implementation of a developer-funded programme of archaeological works. This is

to identify and record any archaeological remains in advance of new construction, or to provide for their preservation in situ as per Policy DM 30.5 of the ANPS.

## **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of the development is acceptable;
- The visual impact on character and appearance of the area is considered acceptable;
- The impact on neighbour amenity is considered acceptable;
- There are no natural heritage concerns with regard to the proposal;
- The means of access, movement and parking are acceptable;
- There are no flood risk or drainage concerns associated with this development;
- There are no significant concerns in relation to archaeology or built heritage.

## **RECOMMENDATION**

## **GRANT PLANNING PERMISSION**

## **PROPOSED CONDITIONS**

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.

2. The operating hours for the floodlighting shall be limited to between 15:00 to 22:00 on any given day.

Reason: In order to protect amenity at nearby sensitive receptors and to safeguard bats.

3. Light intrusion from the development into windows at nearby sensitive properties shall not exceed 5 Ev (lux) on anytime between 07:00 and 22:00hrs

Reason: In order to protect amenity at nearby sensitive receptors.

4. The 3.0m high paladin fencing panels located around the hockey pitch as marked in blue on Drawing Number 04/2 date stamped 6<sup>th</sup> February 2026 shall be fixed to supporting posts with resilient fixings.

Reason: In order to protect amenity at nearby sensitive receptors from rattling noises from impact noise.

5. Kickboards, marked in red, shall be covered in synthetic carpet with shock padding applied to the front, as shown on Drawing Number 19 date stamped 14<sup>th</sup> November 2025.

Reason: In order to protect amenity at nearby sensitive receptors.

6. Kickboards as marked in light blue surrounding the hockey pitch shown on Drawing Number 04/2 date stamped 6<sup>th</sup> February 2026 shall be installed and maintained as per the specification outlined within Document Number 16 date stamped 14<sup>th</sup> November 2025.

Reason: In order to protect amenity at nearby sensitive receptors.

7. Kickboards as marked in light blue surrounding the hockey pitch as shown on Drawing Number 04/2 date stamped 6<sup>th</sup> February 2026 shall be maintained for the lifetime of the development.

Reason: In order to protect amenity at nearby sensitive receptors.

8. A final Construction Method Statement, agreed with the appointed contractor, must be submitted to the Council at least eight weeks prior to any works commencing. This must identify all potential risks to the adjacent watercourses and designated sites and appropriate mitigation to eliminate these risks. Appropriate areas for the storage of construction machinery, fuels/oils, refuelling areas, must be identified. The Construction Method Statement shall include a section on proposed mitigation measures to be implemented during construction and the development shall be carried out in accordance with the mitigation measures, unless otherwise agreed in writing by the Council.

Reason: To ensure that the appointed contractor undertaking the work is well informed of all the risks associated with the proposal and to provide effective mitigation ensuring there are no adverse impacts on the integrity of Lough Neagh and Lough Beg SPA/Ramsar.

9. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Council shall be notified immediately. This new contamination shall be fully investigated in accordance with the Land Contamination: Risk Management (LCRM) guidance.

In the event of unacceptable risks being identified, a Remediation Strategy shall be agreed with the Council in writing and subsequently implemented and verified to its satisfaction. This strategy should be completed by competent persons in accordance with Land Contamination: Risk Management (LCRM) guidance, available at: <https://www.gov.uk/guidance/landcontamination-how-to-manage-the-risks>

Reason: Protection of environmental receptors to ensure the site is suitable for use.

10. After completing the remediation works under Condition 10 and prior to operation of the development, a Verification Report needs to be submitted in writing and agreed with the Council. This report should be completed by competent persons in accordance with the Model Procedures for the Land Contamination: Risk Management (LCRM) guidance. The Verification Report should present all the remediation and monitoring works undertaken and demonstrate the effectiveness of the works in managing all the risks and achieving the remedial objectives.

Reason: Protection of environmental receptors to ensure the site is suitable for use.

11. No site works of any nature or development shall take place until a programme of archaeological work (POW) has been prepared by a qualified archaeologist, submitted by the applicant and approved in writing by the Council. The POW shall provide for:

- The identification and evaluation of archaeological remains within the site;
- Mitigation of the impacts of development through licensed excavation recording or by preservation of remains in-situ;
- Post-excavation analysis sufficient to prepare an archaeological report, to publication standard if necessary; and
- Preparation of the digital, documentary and material archive for deposition.

Reason: to ensure that archaeological remains within the application site are properly identified and protected or appropriately recorded.

12. No site works of any nature or development shall take place other than in accordance with the programme of archaeological work approved under condition 18.

Reason: to ensure that archaeological remains within the application site are properly identified and protected or appropriately recorded.

13. A programme of post-excavation analysis, preparation of an archaeological report, dissemination of results and preparation of the excavation archive shall be undertaken in accordance with the programme of archaeological work approved under condition 18. These measures shall be implemented and a final archaeological report shall be submitted to the Council within 12 months of the completion of archaeological site works, or as otherwise agreed in writing with The Council.

Reason: To ensure that the results of archaeological works are appropriately analysed and disseminated and the excavation archive is prepared to a suitable standard for deposition.

14. The existing natural screenings of the site shall be retained as indicated on Drawing 03/1 date stamped 9<sup>th</sup> September 2025 unless necessary to prevent danger to the public in which case a full explanation along with a scheme for compensatory planting shall be submitted to and agreed in writing with the Council, prior to removal.

Reason: To safeguard the amenities of neighbouring occupiers and in the interests of visual amenity and to ensure that the proposed development does not prejudice the appearance of the locality.

15. If within a period of 5 years any existing tree, shrub or hedge, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Council, seriously damaged or defective, another tree, shrub or hedge of the same species and size as that originally planted shall be planted at the same place, unless the Council gives its written consent to any variation.

Reason: To ensure the provision, establishment and maintenance of a high standard of landscape.

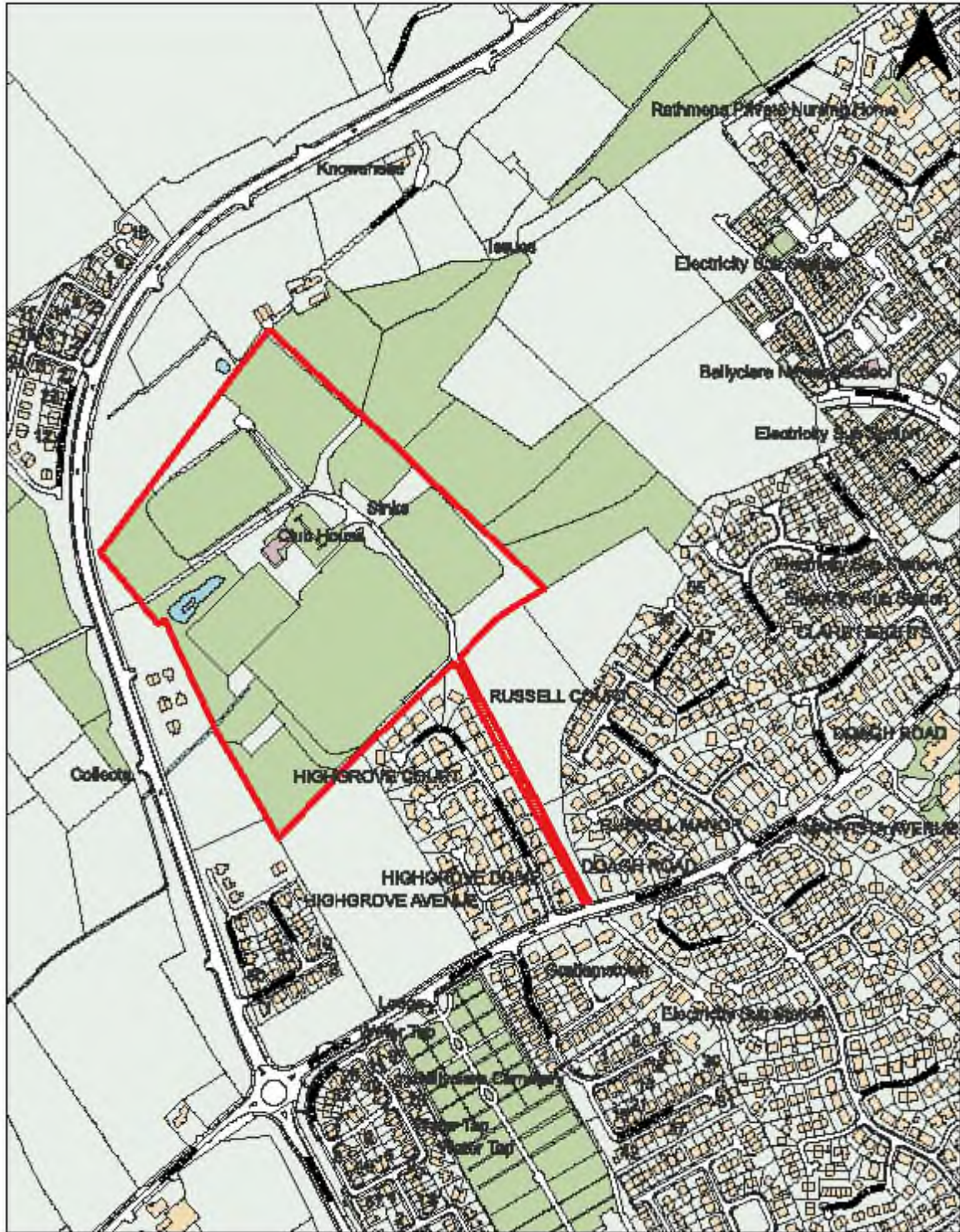
16. The proposed landscaping works as indicated on Drawing No. 03/1 date stamped 9<sup>th</sup> September 2025 shall be carried out in accordance with the approved details and the appropriate British Standard or other recognised Codes of Practice. The proposed landscaping shall be retained thereafter at a

minimum height of 2 metres for shrubs/hedges and existing trees as shown shall be retained at a minimum height of 6 metres unless necessary to prevent danger to the public in which case a full explanation along with a scheme for compensatory planting shall be given to the Council in writing prior to their removal.

Reason: To ensure the provision, establishment, and maintenance of a high standard of landscape.


17. Notwithstanding the detail on Drawing No. 03/1 date stamped 9<sup>th</sup> September 2025 all works to the hockey pitch hereby approved shall be carried out in accordance with Drawing Number 04/2 date stamped 6<sup>th</sup> February 2026 and thereafter retained for the lifetime of the development.

Reason: To safeguard against flood risk and in the interests of residential amenity.



LA03/2025/0078/F

Legend

Site Boundary 



1:5,000

<b>COMMITTEE ITEM</b>	<b>3.3</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0512/F</b>
<b>DEA</b>	<b>AIRPORT</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Erection of a Tourist Facility (Langarve Cycle Hub) including accommodation, solar panels and associated structures (incl. Cycle Storage Pods/Underground Rainwater Tank), construction of new access taken from Lurgan Road, along with new access road, cycle paths and associated landscaping/amenity areas/carparking.
<b>SITE/LOCATION</b>	Land approx. 360m SE of 43 Lurgan Road, Crumlin, BT29 4LA
<b>APPLICANT</b>	Langarve Cycle Hub
<b>AGENT</b>	Nigel Whitehead
<b>LAST SITE VISIT</b>	27 <sup>th</sup> August 2025
<b>CASE OFFICER</b>	Morgan Poots Tel: 028 90340419 Email: <a href="mailto:morgan.poots@antrimandnewtownabbey.gov.uk">morgan.poots@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Northern Ireland Planning Portal</b></p> <p><a href="https://planningregister.planningsystemni.gov.uk/application/700952">https://planningregister.planningsystemni.gov.uk/application/700952</a></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located at lands approximately 360m southeast of No. 43 Lurgan Road, Crumlin. The application site is within the countryside as defined within Antrim Area Plan 1984-2001 (AAP).</p> <p>The application site spans over 3no. agricultural fields, adjacent to No. 43 Lurgan Road. The proposal involves the construction of 2no. new accesses on to the Lurgan Road. The northern and eastern boundaries of the site are defined by large mature trees and hedging.</p> <p>A small roadside hedge separates the eastern boundary from the Lurgan Road, whilst the southern boundary remains undefined as it adjoins the remainder of the agricultural field. The surrounding area is rural in nature, with the immediate area comprising of agricultural fields beyond the northern, eastern and southern boundaries, with the western boundary abutting the Lurgan Road which comprises of single dwellings and agricultural holdings.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Reference: LA03/2025/0529/F  Location: Land approx. 540m SW of 40 Glenavy Road, Crumlin, BT29 4LA  Proposal: Proposed Equestrian Hub and associated development (incl. Farm Manager's Dwelling/Stables/Outdoor Menage/Yard/Horsewalker), access roads/cyclepaths and associated landscaping/amenity areas/carparking)  Decision: Current Application</p>	

## PLANNING POLICY AND GUIDANCE

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3<sup>rd</sup> July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Antrim Area Plan 1984 - 2001: The site is located outside any development limit and lies within the countryside as designated by the Plan.

Strategic Planning Policy Statement for Northern Ireland Edition 2 (SPPS): sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030 (ANPS): sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 2 – Employment (SP 2)**: aims to encourage growth and investment to support enterprise and increase employment benefits. SP2 is supported by Policies:

- Policy DM 2 Economic Development – Countryside;
- Policy DM 5 Farm Diversification; and
- Policy DM 9 Tourism Development

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM 10 Access and Parking;
- Policy DM 12 Active Travel (Walking and Cycling); and
- Policy DM 15 Development Relying on Non-Mains Sewerage

**Strategic Policy 6 - Placemaking and Good Design (SP6):** sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 27 Rural Design and Character; and
- Policy DM 28 Amenity Impact

**Strategic Policy 7 - Historic Environment (SPG7):** Indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by Policy:

- Policy DM 30 Archaeology

**Strategic Policy 8 - Natural Heritage (SPG8):** seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features. SP 8 is supported by Policies:

- Policy DM 37 Designated Sites of Nature Conservation Importance;
- Policy DM 38 Protected Species;
- Policy DM 39 Habitats, Species & Features of Natural Heritage Importance; and
- Policy DM 42 Trees and Development.

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG10 is supported by Policies:

- Policy DM 46 The Control of Development in Flood Plains;
- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems; and
- Policy DM 50 Pollution.

## CONSULTATION

**Department for Agriculture, Environment and Rural Affairs:** Confirmed that the ID was allocated on the 23<sup>rd</sup> May 2013 and has claimed payment through the Basic Payment Scheme or Agri Environment Scheme in each of the last 6 years.

**Historic Environment Division:** No objection

**DfI Rivers:** Further information required

**DfI Roads:** No objection subject to conditions

**Council's Environmental Health Section:** No objection

**Northern Ireland Water Strategic:** No objection

**DAERA Water Management Unit:** Advice

**DAERA Natural Environment Division:** No objection subject to conditions

**Shared Environmental Services:** No objection subject to conditions

## REPRESENTATION

Three (3) neighbouring properties were notified of the proposal and seven (7) letters of support, and nine (9) letters of objection from sixteen (16) properties have been received.

The full representations made regarding the proposal are available to view on the Planning Portal <https://planningregister.planningsystemni.gov.uk/application/700952>

The main issues raised in the letters of support include:

- Proposal represents a high-quality scheme and appears to integrate into the rural area;
- Proposal links with existing cycle routes around the Lough;
- Employment benefits;
- Will bring business to Crumlin traders;
- Lack of harm to surrounding area; and
- Promotes a sustainable form of tourism.

The main issues raised in the letters of objection include:

- Non-compliance with planning policy;
- Road safety concerns;
- Insufficient infrastructure; including no wastewater or drainage infrastructure;
- Increased noise and lighting;
- Environmental and ecological concerns;
- Lack of need;
- Fails to integrate and will result in a suburban effect;
- Dispute over the farm business ID date of allocation; and
- Dispute over the farm business to be diversified.

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Preliminary Matters;
- Policy Context;
- Principle of Development;
- Design and Impact on the Character and Appearance of the Area;
- Neighbour Amenity;
- Access, Movement and Parking;
- Flood Risk and Drainage;
- Natural and Built Heritage; and
- Sewage Disposal.

### **Preliminary Matters**

#### Environmental Impact Assessment

The proposed development falls within Category 2, 10(B) of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017. Regulation 12 of the Planning (Environmental Impact Assessment) Regulations (NI) 2017, requires the Council to make a determination as to whether the proposed development would or would not be deemed EIA development. In this case the development falls to be considered within Category 2(10) (B) of the Planning (EIA) Regulations (NI) 2017: 'Urban development projects, including the construction of

shopping centres and car parks'. An EIA is required where the area of the development exceeds 0.5 Hectares. In this case the application site measures 0.85 hectares and in accordance with the Regulations, a screening exercise must be carried out in order to determine whether or not an Environmental Statement is required. It was concluded that an Environmental Statement was not necessary on this occasion as it is considered that the environmental impacts will not be so significant to warrant an Environmental Statement.

#### Habitat Regulations Assessment

This planning application was considered in light of the assessment requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended) by Shared Environmental Service on behalf of the Council. The Council in its role as the Competent Authority under the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended), and in accordance with its duty under Regulation 43, has adopted the HRA report, and conclusions therein, prepared by Shared Environmental Service, dated 7<sup>th</sup> January 2026. This found that the project would not have any adverse effect on the integrity of any European site.

#### Concurrent Application

It is noted that there is a concurrent planning application, Ref: LA03/2025/0529/F for a proposed equestrian hub on lands approximately 540m southwest of No. 40 Glenavy Road. Both proposals are to be linked via a controlled pedestrian gate.

#### Engagement with the Agent

- The agent was contacted on the 12<sup>th</sup> August 2025 and invited to submit an updated Planning Statement to reflect the Council's recently adopted Plan Strategy and detail how the proposal meets with the policies contained within it. The agent was also made aware of the concerns raised by DfI Roads.
- An updated Planning Statement, Document 02/1 was received on the 23<sup>rd</sup> September 2025.
- The agent was contacted on the 7<sup>th</sup> October and farm maps were requested in order to fully assess the principle of development given that Document 02/1 refers to farm diversification. Farm maps and additional supporting information was received on the 22<sup>nd</sup> October 2025.
- The agent was contacted again on the 6<sup>th</sup> November 2025 to raise concerns with the principle of development and the outstanding information required for DfI Roads and DfI Rivers.
- The agent responded with an email dated 7<sup>th</sup> November along with additional information received on the 19<sup>th</sup> January 2026. However, there are concerns remaining as discussed in detail within the report.

#### **Policy Context**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under

the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply.

The application site is located outside of any development limit and is within the countryside as designated within the Antrim Area Plan 1984-2001. In line with the transitional arrangements set out in the SPPS, AAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

### **Principle of Development**

Strategic Policy SP 1.11 of the ANPS indicates that development proposals in the countryside will be supported in principle provided that they accord with the relevant policies applicable to the development type otherwise it will not be permitted unless there are overriding reasons why it is essential in a countryside location and cannot be located within a settlement.

Policy DM 2 of the ANPS indicates that the Council will support a range of employment uses in the countryside where it respects rural character, will not adversely affect the environment and accords with other relevant policies. Policy DM 2.2 of the ANPS states that the Council will support an employment use associated with a suitable farm diversification proposal where it complies with the criteria set out within Policy DM 5.

Concerns were raised from letters of objection that the proposal fails to comply with planning policy and there is no need for the proposal. The agent detailed within an updated Planning Statement (Document 02/1, date stamped 23<sup>rd</sup> September 2025 and Document 11, date stamped 19<sup>th</sup> January 2026), that the proposal falls to be considered under Policy DM 5 of the ANPS in relation to farm diversification but also Policy DM 9 in relation to tourism development. Each has been considered in turn below.

### Farm Diversification

Policy DM 5 of the ANPS 'Farm Diversification' indicates that the Council will support the reuse/and or adaptation of farm buildings as part of a farm diversification scheme to be run in conjunction with existing agricultural operations where the farm business has been established and operational for a continuous period of 6 years.

However, exceptionally a new building may be permitted where it has been demonstrated that there is no existing building available to accommodate the proposal, either because they are essential for the operation of the existing farm business or their reuse, even with adaptation, is not feasible.

The proposal involves the construction of a new building to accommodate a ground floor bicycle hire area, workshop repairs and storage along with lockers, changing rooms and ancillary office/reception areas, with accommodation on the first floor along with kitchen facilities and shower areas. Externally, there is a coffee dock trailer proposed along with seating areas, amenity space and associated car and bicycle parking areas.

Concerns were raised through letters of objection regarding the farm business to be diversified and also the date on which the Farm Business ID was allocated. In order to seek to demonstrate that the farm business has been established and operational for a continuous period of 6 years, the applicant has supplied a Farm Business ID Number. The Countryside Management Inspectorate Branch of the Department of Agriculture, Environment and Rural Affairs (DAERA) were consulted with the Farm ID Number and confirmed that the ID was allocated on the 23<sup>rd</sup> May 2013 and has claimed payment through the Basic Payment Scheme or Agri Environment Scheme in each of the last 6 years and therefore the farm business is considered to have been active and established for more than six years. The proposal is considered to comply with criterion (a) of DM 5.1 in this regard. Criterion (b) of DM 5.1 in relation to rural character and amenity will be discussed in detail within the relevant sections of the report below.

As the proposal relates to a new building, the proposal must comply with DM 5.2 of the ANPS in relation to demonstrating that no existing building is available to accommodate the proposal. In addition, DM 5.3 requires that new buildings are sited to cluster with the existing farm group unless this would be prejudicial to the operation of the farm or there are sound environmental or amenity reasons to justify a suitable alternative site.

The site location plan (Drawing Number 01, date stamped 10<sup>th</sup> July 2025), shows 2no. buildings within the blue lands under the ownership of the applicant. It is noted that these are referred to as 'former non-listed dwellings'. Clarification was sought from the agent regarding these 2no. buildings and it was confirmed within Document 08 (date stamped 22<sup>nd</sup> October 2025) that these buildings were formerly used in conjunction with the working farm, however, they are now only sub-surface wall steads and offer no opportunity for reuse.

Further information was sought from the agent to assess the extent of the land owned within the farm holding to determine if any other buildings are available to accommodate the proposal. The agent submitted farm maps associated with the farm holding contained within Document 08 (date stamped 22<sup>nd</sup> October 2025).

Farm maps and associated DAERA attributed tables were submitted and indicate that the farm holding is extensive, covering over 40ha of agricultural land. The farm holding contains over 35ha of land surrounding the application site, accessed from both the Lurgan Road and Glenavy Road. A further 6.7ha of land is located along the Aghnadarragh Road which is approximately 1.7km south of the application site.

The agent has indicated within Document 08 (date stamped 22<sup>nd</sup> October 2025) that the farm holding associated with the applicant does not contain any buildings which would be available to accommodate the development. The agent notes that the parcels of land within the farm holding are focused around, Landgarve

House, No. 5 Aghnadarragh Road, Glenavy and the dwelling and associated outbuilding outside of the farm holding. The agent further contends in an email dated 7<sup>th</sup> November 2025 that Policy DM 5 does not address a scenario where there are no existing buildings on a farm holding.

However, it is noted that Landgarve House is the applicant's dwelling and does contain an associated outbuilding which takes the form of a former barn style building. It is further noted that the dwelling and outbuilding are directly adjacent to the agricultural fields within the farm holding as identified on the farm maps.

It is stated within Documents 08 and 11 that the small scale and layout of the outbuilding would make it unsuitable for reuse or conversion even with adaption and that the location of the outbuilding would make it unsuitable for the use of a cycle hub due to the lack of footpaths along the Aghnadarragh Road. However, the Lurgan Road where the applicant seeks to locate their proposal also has no footpaths due to its rural location.

Supporting images have been submitted of the outbuilding to show that it is used for farm machinery storage. The agent further states that the existing outbuilding could not be used for the cycle hub as the proposal requires 24hr full time presence for monitoring and management of the accommodation and argues that this function could not be carried out at Landgarve House. It is accepted that both the dwelling and outbuilding could not be reused or converted given the dwelling is currently in use and the outbuilding is small in scale and used for storage purposes.

It is therefore accepted that a new building would be required to accommodate the proposal and DM 5.3 of the ANPS requires that new buildings are sited to cluster with the existing farm group unless this would be prejudicial to the operation of the farm or there are sound environmental or amenity reasons to justify a suitable alternative site. As noted above, the application site is located approximately 1.7km north of Landgarve House which is the applicant's dwelling and is sited directly adjacent to the agricultural fields within the farm holding as identified on the farm maps.

Landgarve House consists of a single detached dwelling and outbuilding and the proposed site which is set approximately 1.7km north is not considered to cluster with the existing farm group given the large separation distance which spans over a number of agricultural fields. The agent has indicated that whilst new development at Landgarve House may be deemed to cluster with the existing farm group, the proposed location has been chosen to integrate sympathetically into the rural area given its established boundary treatments.

The agent has submitted additional information to justify that adjacent to Landgarve House there are a number of site-specific constraints that would prohibit development at this site.

Firstly, it is stated that the rear of Landgarve House has heritage constraints associated with a scheduled monument 'Whitesides Fort' (Mound, Historic Monuments Ref: ANT059:069) and a 40m wide exclusion zone for the mound is shown within Document 16, date stamped 3<sup>rd</sup> February 2026.

Whilst it is acknowledged that the presence of the mound may restrict development within the site, as shown on Drawing Number 17, date stamped 3<sup>rd</sup> February 2026, the applicant owns a considerable portion of land surrounding Landgarve House, the majority of which is outside of the exclusion zone for Whiteside Fort. This would offer an opportunity to cluster with the existing farm group. The presence of the scheduled monument is not considered to prohibit the erection of the tourist facility within a suitable location around the existing farm group,

Secondly, the agent indicates that siting within the existing farm group at Aghnadarragh Road would give rise to roads and access issues in relation to visibility splays from the existing access, particularly when turning right out of the existing access due to the presence of a blind summit. However, an appropriately designed access could be achieved at this site which would cluster with the existing farm group. Further concerns arise from the site not offering direct access to the Loughshore Trail Route, the site at Aghnadarragh Road is located approximately 400m from the Lurgan Road which is not a considerable distance for cyclists to travel.

The proposal is considered contrary to Policy DM 5.3 of the ANPS in that it is not considered that the new building proposed clusters with the existing farm group and insufficient evidence has been submitted to determine that this would prejudice the operation of the farm or that there are any sound environmental or amenity reasons to justify a suitable alternative site.

#### Tourism Development

SP 2.15 of the ANPS indicates that the Council will promote the growth of the sustainable tourism economy in the Borough through supporting proposals for new or enhanced tourist amenities and complementary facilities in appropriate locations. Policy DM 9.2 of the ANPS provides policy for tourism development in the countryside and indicates that the Council will support new or enhanced tourist amenities, attractions and recreational facilities where this will result in a sustainable form of development that supports rural communities and promotes a healthy rural economy and tourism sector, and the proposal is physically associated with an existing tourist facility.

Policy DM 9.2 also allows for new tourism amenities and recreational facilities relating to farm diversification where an existing rural building is being re-used. However, in this case, no building is being re-used. The agent contends that the site is physically linked to Lough Neagh and the Loughshore Trail National Cycle Route. Whilst it is noted that the Lurgan Road does form part of the cycle route, this in itself is not considered to be an existing tourist facility.

In addition, the proposal is contrary to the provisions contained within the SPPS and Policies SP 1.11 and DM 2 'Economic Development – Countryside' of the ANPS in that there is no overriding reason why the proposal is essential within this rural location and cannot be located within a settlement.

#### **Design and Impact on the Character and Appearance of the Area**

The SPPS paragraph 6.70 states that all development in the countryside must integrate into its setting, respect rural character and be appropriately designed. Policy DM 27 'Rural Design and Character' of the ANPS, states that the aim of this

policy is to promote high quality forms of development which are designed to sympathetically integrate into their surroundings, assist the promotion of biodiversity and to protect the amenity and character of our countryside.

Policy DM 27.1 of the ANPS states that the Council will support development in the countryside where it is sited to integrate sympathetically into its surroundings and respects rural character. In addition to this, criterion (b) of DM 5.1 requires that the scale and nature of the proposal respects the established rural character.

Policies DM 27.2 and DM 27.3 of the ANPS adds to the policy requirements for integration and the protection of rural character requiring any new building to have a suitable means of enclosure, that it must not be a prominent feature in the landscape and must not result in a build up or a ribbon of development. It is also noted that Policy DM 27.2 requires that proposals do not rely on the use of substantial new landscaping for integration and do not appear prominent in the landscape.

The proposal relates to the construction of a detached, two storey building with solar panels located to the front elevation. The building is to be located in the eastern corner of the site, set back approximately 300m from the Lurgan Road. The building is to be finished in white roughcast render walls, timber window frames and bangor blue roof slates.

The building itself consists of a number of elements, including ground floor bicycle and scooter hire area, changing facilities and office, whilst the first floor consists of accommodation for up to 10no. people, canteen and shower facilities. Whilst externally, there are a number of ancillary elements including a coffee dock trailer, amenity and seating area, 4no. bicycle pod stands, a bicycle wash pod and a bin store.

The proposed building and ancillary elements are set back from the Lurgan Road by approximately 300m, whilst the proposal also includes the erection of a new laneway taken from a new access point from the Lurgan Road. This runs over a length of 300m to the northern boundary of the site, running parallel to the existing field boundaries.

In relation to landscaping, Policy DM 42.1 of the ANPS requires that proposals promote additional tree planting of native species and maintain existing vegetation where possible. The site itself benefits from dense mature vegetation along the northern boundary which is to be retained, along with a significant level of planting surrounding the proposed building and car parking areas to provide screening from the roadside.

Policy DM 42.1 of the ANPS requires that proposals promote a mixture of planting and provide details for the maintenance of the planting. The agent has submitted a suitable landscape plan (Drawing Number 03/1, date stamped 17<sup>th</sup> November 2025) which also contains a synopsis of the management and maintenance regime for the planting.

The proposal seeks to augment existing planting along the roadside boundary and along the access road to aid integration. Given that the development is set back

approximately 300m from the roadside, it is considered that there will be limited views available of the proposed development, with the exception of the new access road which will be visible when passing the site.

Letters of support state that the proposal represents a high-quality scheme, appears to integrate into the rural area, whilst letters of objection raise concerns that the proposal fails to integrate and will result in a suburban effect.

In relation to rural character, Criterion (a) of Policy DM 27.3 indicates that proposals should not cause a detrimental change to the rural character of an area by causing a sub-urban style build-up of development when viewed with existing and approved buildings. The application site is bounded by agricultural fields directly north, south, east and west of the site where the character is predominately agricultural in nature, with virtually no development within this portion of land between the Lurgan Road and the Glenavy Road.

The proposal itself has been designed to appear as a two-storey detached dwelling which is relatively modest in design. Whilst the proposal will undoubtedly alter the appearance of the application site, it is not considered that this will result in a sub-urban build-up of development given the setback distance from the road and the significant landscaping works proposed.

Overall, the proposal is considered to comply with Policies DM 27.2 and DM 27.3 of the ANPS in that the proposal will integrate into the rural area and will not cause a prominent feature in the landscape due to the landscaping works proposed.

### **Neighbour Amenity**

Policy DM 28 of the ANPS deals with impact on amenity and states that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties by way of overlooking, loss of privacy, dominance, overshadowing, or other form of disturbance. In addition to this, criterion (b) of DM 5.1 requires that proposals do not result in any significant adverse amenity impacts.

Concerns were raised through letters of objections regarding the increase in noise and lighting resulting from the proposal.

As noted above, the application site is located within the rural area and relates to a tourist cycle facility. The proposed main building consisting of accommodation, ancillary offices and bicycle rental is located approximately 360m southeast of No. 43 Lurgan Road, which is the nearest residential property to the application site.

Additional residential properties are located over 370m northwest to the site at Nos 38 and 40 Lurgan Road and 380m southwest at No. 50 Lurgan Road. It is noted that first floor accommodation windows are proposed on the building along with external lighting, however, the separation distance between the site and neighbouring properties is considered sufficient to ameliorate any concerns with regards to overlooking, loss of privacy or light pollution.

The proposal itself is not considered to give rise to any significant neighbour amenity impacts given the proposed use as a cycle hub and accommodation and the separation distance from the site and neighbouring properties.

The Council's Environmental Health Section were consulted on the proposal and offered no objections.

It is considered that the proposal complies with Policy DM 28 and criterion (b) of DM 5.1 of the ANPS in that it has been demonstrated that the proposal will not result in an unacceptable adverse impact to neighbouring properties.

### **Access, Movement and Parking**

Policy SP 3.10 of the ANPS sets out that the Council will seek to ensure that all new development provides safe access arrangements that will not significantly inhibit the free flow of traffic, and that sufficient car and cycle parking is provided. SP 3 is supported by Policy DM 10.

Policy DM 10.1 of the ANPS 'Access and Parking' requires that there is the capacity on the road network to accommodate the type and amount of traffic likely to be generated, and access arrangements do not prejudice road safety or significantly inconvenience the flow of people or goods. In addition, Policy DM 10.1 requires adequate provision is made for car and cycle parking and any necessary servicing arrangements.

Concerns were raised from letters of objection regarding the impact of road safety as a result of the proposal.

The proposal seeks to construct a new access on to the Lurgan Road. Drawing No. 13 (date stamped 17<sup>th</sup> November 2025) has been submitted which shows that 4.5m by 180m visibility splays are provided. It is noted that the proposed access is on to the Lurgan Road which is a national speed limit road of 60mph for a single carriageway. However, the agent has submitted a Traffic Count Survey (Document 09, date stamped 17<sup>th</sup> November 2025), which has shown that the actual speed limit on the road is 58/59mph based on data collected between Friday 10<sup>th</sup> October to Monday 13<sup>th</sup> October 2025. DfI Roads were consulted on the proposal and offered no objection, subject to conditions. The proposal is considered to comply with Policy DM 10 in this regard.

Policy DM 12 of the ANPS addresses active travel and the site proposes a cycle hub and pods. In terms of public transport provision, the site is not served by regular public services, however the site is located within a rural location. Regular bus services can be accessed from Crumlin, which is five (5) minutes away by car.

### **Flood Risk and Drainage**

SP 10.2 of the ANPS applies a strong presumption against development proposals within floodplains as set out in Policy DM 46 of the ANPS. Policy DM 46 provides further policy on development in floodplains, which will only be permitted where it is found to be an exception as listed within Policy DM 46.1.

A review of DfI Flood Maps has confirmed that the proposed access road is partially located within the modelled floodplain of the Ballyshanaghy Stream which runs along the northern boundary of the site.

A Flood Risk and Drainage Assessment (Document 05, date stamped 10<sup>th</sup> July 2025) was submitted alongside the application. DfI Rivers were consulted with the above information and indicated that development will not be permitted within the

above-mentioned flood plain unless the Council deem the application an exception, in line with Policy DM 46. DfI Rivers have not reviewed the information in relation to drainage, detailing that it may result in nugatory work without the proposal being declared an exception in relation to flood risk.

Policy DM 46 does allow for exceptions to the policy within 'Undefended Areas' including transport infrastructure which, for operational reasons, has to be located within the floodplain.

Revised access arrangements were submitted showing the access road moved south of the site. The agent contends that this is thought to remove the access road out of the floodplain and therefore addressing DfI Rivers response without the need to declare the proposal an exception under Policy DM 46.

However, a large portion of the gravel access road itself still runs along the northern boundary which is located within the floodplain. DfI Rivers confirmed that their response remains unchanged in this regard. The proposal is not considered to be an exception to Policy DM 46.1 and therefore DfI Rivers were not asked to review the Flood Risk Assessment submitted by the agent.

The proposal is contrary to Paragraph 6.104 of the Strategic Planning Policy Statement and Policies SP 10.2 and Policy DM 46 of the ANPS in that it has not been demonstrated that the proposal is an exception for development in a fluvial flood plain.

Policy DM 47.2 of the ANPS sets out the threshold where a Drainage Assessment is required. As outlined above, a Flood Risk and Drainage Assessment (Document 05, date stamped 10<sup>th</sup> July 2025) was submitted alongside the application.

DfI Rivers indicated that they have not reviewed this information as it may result in nugatory work without the proposal being deemed an exception in line with DM 46.1 of the ANPS. The proposal is not considered to comply with Policy DM 47 in that it has not been demonstrated that surface water can be appropriately dealt with to avoid an increase in flooding to the site or elsewhere.

## **Natural and Built Heritage**

### Built Heritage

Policy DM 30.2 of the ANPS 'Archaeological Remains of Regional Importance' indicates that proposals should not adversely affect any scheduled monuments or other important sites. The application site lies within the consultation zone for Historic Monument, Ref: ANT059:098 which is a historic enclosure situated directly south of the site. Historic Environment Division were consulted on the proposal and offered no objection. The proposal is considered to comply with Policy DM 30.2 in this regard.

### Natural Heritage

SP 1.4 of the ANPS states that the Council will adopt a precautionary approach where there are significant risks of damage to the environment while Policy SP 8.3 requires that appropriate weight in the decision-making process is given to the protection of designated sites, priority habitats, protected species and other features of biodiversity interest. Specific policies for protected species are also provided under Policy DM 38 whilst Policy DM 39 addresses other Habitats, Species and Features of Natural Heritage Importance.

Policy DM 38 of the ANPS covers protected species, whilst DM 38.1 indicates that development that is likely to have an adverse effect on a European protected species will not be permitted, unless it is demonstrated to meet with Criteria (a)-(d).

Concerns were raised by third parties regarding the impact on ecology and the environment as a result of the proposal whilst letters of support detail that the proposal will not negatively impact biodiversity.

A Northern Ireland Biodiversity Checklist and Ecological Statement (Document 06 date stamped 10<sup>th</sup> July 2025) was submitted alongside the application which indicated that a number of trees surrounding the site hosted bat roost potential ranging from low to high.

It is noted that five trees were assessed as having moderate or high Bat Roost Potential (BRP), identified as Trees No.1 (Ash), No.34 (Ash), No.37 (Oak), No.38 (Ash), and No.43 (Ash). Given that proposals will see the felling of a number of trees, the ecologist has undertaken additional bat survey work on the trees to be impacted.

A Bat Survey (Document 07, date stamped 10<sup>th</sup> July 2025) was submitted which indicates that no bat roost was found or indicated in any of the trees surveyed. DAERA Natural Environment Division were consulted with the above documents, and they offered no objection to the proposal, subject to a condition regarding protective fencing around the trees to be retained. The proposal is therefore not considered to have an adverse effect on bats and therefore complies with Policy DM 38 of the ANPS.

Policy DM 37 of the ANPS provides additional policy criteria for assessing developments which could impact upon designated sites. Whilst the application site itself is not located within any designated site, it is located approximately 2.5km east of Lough Neagh SPA and Ramsar Site. In addition, the application site is hydrologically linked to Lough Neagh through the Ballyshanaghy Stream to the north of the site.

An Outline Construction Environmental Management Plan (oCEMP) (Document 04, date stamped 10<sup>th</sup> July 2025) has been submitted alongside the application which details that best practice should be employed during the construction and operational phases. This will seek to minimise the potential for polluted run-off or sediment to the adjacent watercourse to the north which is hydrologically linked to Lough Neagh SPA/Ramsar Site.

However, DAERA Water Management Unit were consulted and indicated that the oCEMP is generic with little in the way of specific information regarding the aquatic environment. DAERA Water Management Unit have provided comments for a final CEMP which could be conditioned should planning permission be forthcoming.

SES considered the application in light of the assessment requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended) and the Council in accordance with its duty under Regulation 43, has adopted the HRA report, and conclusions therein, prepared by Shared Environmental Service, dated 7<sup>th</sup> January 2026. This found that the project would not

have an adverse effect on the integrity of any European site either alone or in combination with any other plans or projects.

### **Sewage Disposal**

Concerns were raised through letters of objection regarding the lack of wastewater infrastructure to serve the development.

Policy DM 15 'Development Relying on Non-Mains Sewerage' of the ANPS indicates that development proposals relying on non mains sewage will be supported where they do not create or add to a pollution problem. Sufficient information will also be required to allow for a proper assessment of such proposals.

As noted in the application form, the water supply to serve the development is coming from both mains pipes and a rainwater harvesting tank whilst foul sewage is to be disposed of via septic tank given the rural location.

The location of the septic tank is shown on the proposed drainage layout (Drawing Number 07/1, date stamped 17<sup>th</sup> November 2025). The proposal is considered to comply with Policy DM 15 of the ANPS in this regard.

### **Other Matters**

#### Letters of Support

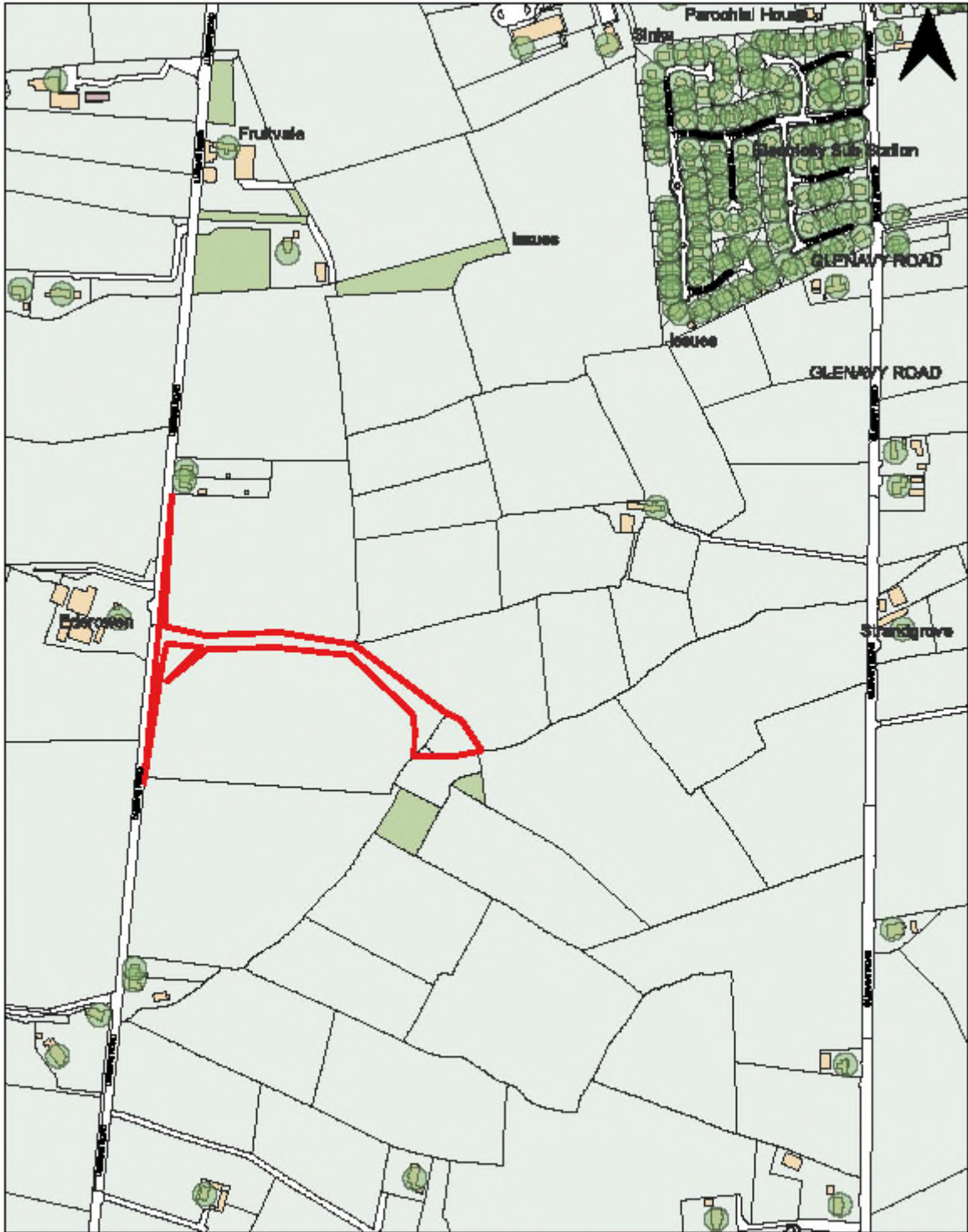
Letters of support refer to the employment benefits as a result of the proposal which will provide local jobs along with economic benefits to traders within Crumlin. It is acknowledged that the proposal has a number of economic benefits, however, the economic benefits are not considered to outweigh the policy concerns with the proposal.

**RECOMMENDATION**

**REFUSE PLANNING PERMISSION**


#### **PROPOSED REASONS FOR REFUSAL**

1. The proposal is contrary to paragraph 6.87 of the Strategic Planning Policy Statement and in Policies SP 1.11 and DM 2 'Economic Development – Countryside' of the Antrim and Newtownabbey Plan Strategy in that there is no overriding reason why the proposal is essential within this rural location and cannot be located within a settlement.
2. The proposal is considered contrary to the DM 5.3 of the Antrim and Newtownabbey Plan Strategy in that the proposed new building fails to cluster with the existing farm group and it has not been demonstrated that this would be prejudicial to the operation of the farm or there are sound environmental or amenity reasons to justify a suitable alternative site.
3. The proposal is considered contrary to DM 9.2 of the Council's Plan Strategy in that the proposal is not physically associated with an existing tourist facility or involve the re-use of an existing rural building.
4. The proposal is contrary to paragraph 6.104 of the Strategic Planning Policy Statement, SP 10.2 and Policy DM 46 of the Antrim and Newtownabbey Plan Strategy in that the proposal is located partially in the fluvial floodplain.



LA03-2025-0512-F

Legend

Site Boundary 



1:5,000

<b>COMMITTEE ITEM</b>	<b>3.4</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0529/F</b>
<b>DEA</b>	<b>AIRPORT</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Proposed Equestrian Hub and associated development (incl. Farm Manager's Dwelling/Stables/Outdoor Menage/Yard/Horsewalker), access roads/cycle paths and associated landscaping/amenity areas/carparking
<b>SITE/LOCATION</b>	Land approx. 540m SW of 40 Glenavy Road, Crumlin, BT29 4LA
<b>APPLICANT</b>	Mr & Mrs BF & AR Mulholland
<b>AGENT</b>	Nigel Whitehead
<b>LAST SITE VISIT</b>	2 <sup>nd</sup> September 2025
<b>CASE OFFICER</b>	Harry Russell Tel: 028 903 40408 Email: <a href="mailto:harry.russell@antrimandnewtownabbey.gov.uk">harry.russell@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal: <a href="https://planningregister.planningsystemni.gov.uk/application/701696">https://planningregister.planningsystemni.gov.uk/application/701696</a></b></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located on lands approximately 540m southwest of 40 Glenavy Road, Crumlin which is located within the countryside and outside any development limit as defined in the Antrim Area Plan 1984-2001 (AAP).</p> <p>The application site is located on agricultural land set in between the Glenavy Road and Lurgan Road. It is set back approximately 260m from the Lurgan Road and approximately 400m from the Glenavy Road. Access to the site currently is gained through fields. The site is partially defined by mature hedgerow and trees to its western, eastern, and a portion of its southern boundary. The topography of the site is relatively flat.</p> <p>The surrounding area is rural in character with dwellings and outbuildings spread throughout intermittently.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Ref: LA03/2025/0512/F  Location: Land approx. 360m SE of 43 Lurgan Road, Crumlin, BT29 4LA  Proposal: Proposed Tourist Facility (Langarve Cycle Hub) and associated structures (incl. Cycle Storage Pods/Underground Rainwater Tank), access roads/cycle paths and associated landscaping/amenity areas/carparking. Main building consisting of offices/cafe/bunk-style accommodation  Decision: Current Application</p>	

## PLANNING POLICY AND GUIDANCE

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3<sup>rd</sup> July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Antrim Area Plan 1984-2001: The application site is located outside any settlement limit and lies in the countryside as designated by the Plan.

SPPS – Strategic Planning Policy Statement Edition 2: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 2 – Employment (SP 2)**: aims to encourage growth and investment to support enterprise and increase employment benefits. SP2 is supported by Policies:

- Policy DM 2 Economic Development - Countryside
- Policy DM 4 Agricultural and Forestry Development; and
- Policy DM 5 Farm Diversification.

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM10 Access and Parking;
- Policy DM 12 Active Travel; and
- Policy DM 15 Development Relying on Non-Mains Sewage.

**Strategic Policy 4 - Homes (SP 4):** sets out that the Councils aims of achieving quality in new residential development both within urban settlements and the countryside. SP4 is supported by Policies:

- Policy DM 18 Homes in the Countryside;
- Policy DM 18A Farm Dwellings; and
- Policy DM 18E Dwellings in exceptional circumstances.

**Strategic Policy 6 - Placemaking and Good Design (SP6):** sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 27 Rural Design and Character; and
- Policy DM 28 Amenity Impact.

**Strategic Policy 7 - Historic Environment (SPG7):** Indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by Policy:

- Policy DM 30 Archaeology.

**Strategic Policy 8 – Natural Heritage:** seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features. SP8 is supported by Policies:

- Policy DM 37 Designated Sites of Nature Conservation Importance;
- Policy DM 38 Protected Species;
- Policy DM 39 Habitats, Species & Features of Natural Heritage Importance; and
- Policy DM 42 Trees and Development.

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SP10 is supported by Policies:

- Policy DM 46 The Control of Development in Flood Plains;
- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems; and
- Policy DM 50 Pollution.

## CONSULTATION

**Department for Agriculture, Environment and Rural Affairs-** The Farm Business ID was allocated in May 2013. The business has claimed payments through the Basic Payment Scheme or Agri Environment Scheme in each of the last six years. The response also states that the proposed site is located on land for which payments are currently being claimed by the farm business

**Environmental Health-** No objection, subject to informative

**Department for Infrastructure Roads** – No objection, subject to conditions

**NI Water** – No objection

**NIEA Water Management Unit** – More information required

**NIEA Natural Environment Division** – More information required

**Historic Environment Division** – More information required

**Department for Infrastructure Rivers** – More information required

## **REPRESENTATION**

One (1) neighbouring property was notified and eight (8) letters of objection have been received from five (5) properties. Two (2) letters of support have been received from two (2) properties.

A summary of the key points raised in the letters of objection are listed below:

- Impact upon rural character from urban style infrastructure;
- Proposal does not integrate;
- Overdevelopment of rural location/loss of greenfield site;
- Not a farm related use or essential rural infrastructure;
- Road safety concerns;
- Concerns upon existing road network from increased traffic;
- Ecological concerns;
- Noise and light pollution;
- Potential water contamination;
- Disturbance to hedgerows, wildlife corridors and nesting birds habitats;
- No suitable water or drainage infrastructure;
- Limited emergency access provision;
- Lack of public transport availability to access the site;
- Amenity impact from increased light, noise and general activity;
- Proposal would increase flood risk;
- Loss of privacy;
- Impact upon livestock;
- The farm business is not active and established; and
- Equestrian centre situated away from applicant's dwelling.

A summary of the key points raised within the letters of support:

- Supports rural community and rural economy;
- Supports wider horse racing sector;
- Is an appropriate location for a farm diversification scheme;
- Provides local jobs;
- Does not harm the rural character, visual landscape or result in overdevelopment;
- Does not have an unacceptable impact upon local infrastructure;
- Does not have any significant biodiversity or ecological concerns; and

- There are no road safety concerns and improves existing road/cycleway.

## **ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS**

The main issues to consider in the determination of this application are:

- Preliminary Matters
- Policy Context and Principle of Development
- Design, Integration and Rural Character
- Neighbour Amenity
- Access and Parking
- Archaeology
- Flooding and Drainage
- Natural Heritage
- Sewerage

### **Preliminary Matters**

#### Engagement with the Agent

- Officers wrote to the agent on 5<sup>th</sup> November 2025 to highlight the Council's concerns relating to the principle of development. The concerns related to the erection of new buildings for the farm diversification scheme and their location a substantial distance from the existing farm group. Concerns were also raised with relation to the siting of the proposed dwelling.
- The agent responded with further information in December 2025 and January 2026. This satisfied the Council's concerns regarding the erection of new buildings for the diversification scheme, however there are still concerns regarding the siting of the diversification scheme and consequently the dwelling, as outlined below.

#### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017, nor is it located within a sensitive area, therefore there is no requirement for an EIA screening determination.

#### Appropriate Assessment

Manure will be produced from the development, given the nature of the proposal. This has the potential to affect designated sites from both surface runoff and nitrogen deposition. Information has not been submitted to assess or mitigate this impact and therefore, a precautionary refusal reason has been added as discussed further below under Natural Heritage.

### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must

be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply.

The site is defined as being within the countryside as per the Antrim Area Plan 1984-2001 (AAP). In line with the transitional arrangements set out in the SPPS, the AAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

Strategic Policy SP1.11 of the ANPS indicates that development proposals in the countryside will be supported in principle provided that they accord with the relevant policies applicable to the development type otherwise it will not be permitted unless there are overriding reasons why it is essential in a countryside location and cannot be located within a settlement.

The proposal involves two main elements, firstly the proposed equestrian hub and secondly, and associated farm managers dwelling.

Regarding the proposed equestrian hub, Policy SP 2 deals with employment and is supported by SP 2.11 of the ANPS which indicates the Council will support the ongoing operational needs of our Borough's agricultural sector and facilitate appropriate farm diversification schemes. Equestrian development is a distinct use from agricultural development and therefore the proposal cannot be considered under Policy DM 4 of the ANPS. Nonetheless, an equestrian development on a farm can be considered a farm diversification scheme. Policy DM 2.2 of the ANPS states that the Council will support an employment use associated with a suitable farm diversification proposal where it complies with the criteria set out within Policy DM 5.

Policy DM 5 indicates the Council will support the reuse and/or adaptation of farm buildings as part of a farm diversification scheme to be run in conjunction with existing agricultural operations subject to a number of criteria: Criterion (a) requires that the farm business has been established and active for a continuous period of 6 years and the Department for Agriculture, Environment and Rural Affairs (DAERA) advised in a consultation response that the Farm Business ID was allocated in May 2013. The business has claimed payments through the Basic Payment Scheme or Agri Environment Scheme in each of the last six years. The response also states that the proposed site is located on land for which payments are currently being claimed by the farm business. The proposal is therefore considered to meet policy criterion (a) of Policy DM5. Criterion (b) is discussed below under the heading Design, Integration and Rural Character and Rural Amenity.

The farm diversification scheme proposes two new buildings; a horse walker and stables alongside an outdoor menage. These buildings are situated approximately 900m away from the farm holding at 5 Aghnadarragh Road. DM 5.1 indicates the Council will support the reuse and/or adaptation of farm of existing buildings within the farm. However, this development proposes new buildings a substantial distance from the farm holding.

DM 5.2 of the ANPS indicates that exceptionally a new building may be permitted where it has been demonstrated that there is no existing building available to accommodate the proposal, either because they are essential for the operation of the existing farm business or their reuse, even with adaptation, is not feasible. DM 5.3 of the ANPS indicates new buildings should be sited to cluster with the existing farm group unless this would be prejudicial to the operation of the farm or there are sound environmental or amenity reasons to justify a suitable alternative site.

The agent has submitted a number of supporting statements in relation to the proposed siting Document 12 (date stamped 15<sup>th</sup> December 2025), Document 14, (date stamped 12<sup>th</sup> January 2026), Document 15 (date stamped 12<sup>th</sup> January 2026) and Document 16 (date stamped, 13<sup>th</sup> January 2026).

The site plan (Drawing 02, date stamped 18<sup>th</sup> July 2025) and site location plan (Drawing 01, date stamped 18<sup>th</sup> July 2025) indicate a former dwelling was located adjacent to the siting of the proposed development. Historic maps indicate there previously was a building at this location, however it has been demolished long ago and there is no apparent on-site evidence that there used to be a dwelling at this location. As such, this former building cannot be considered for the purposes of clustering or for purposes as a replacement dwelling under DM 18B.

The existing buildings on the farm, consists of a dwelling and outbuilding at No. 5 Aghnadarragh Road. The agent has indicated that both these buildings are necessary for farming/residential use and the proposal could not be physically accommodated within these outbuildings. It is considered that due to the type of farm diversification scheme, and the purpose-built nature of the buildings required (stables and horse walker), that the erection of new buildings for this scheme would be acceptable.

The agent has put forward a number of reasons for siting the diversification scheme away from the farm holding: heritage constraints, access and road safety, land and visual constraints, operational and spatial constraints, and amenity impact.

The agent notes the presence of a scheduled monument (Whiteside's Fort) which lies adjacent to No. 5 Aghnadarragh Road, and that clustering with the farm holding would impact this monument. However, informal consultation with HED indicated that they would have no objection in principle to the development being sited beside No. 5 Aghnadarragh Road. Furthermore, the proposed site is situated within proximity to a scheduled monument, which is discussed further under the heading

'Archaeology', and therefore there is no heritage benefit from siting at the proposed location rather than at the farm buildings.

In terms of access and road safety, this is not considered an environmental or amenity reason. Nonetheless, the site at the farm holding already benefits from an access onto the Agnadarragh Road, which would be upgraded to facilitate the development. Furthermore, the proposal results in a new access and new laneway.

In terms of landscape and visual constraints, while the proposed siting is considered to integrate as outlined within Design, Integration and Rural Character section of this report, it is considered a suitably designed scheme could integrate at the farm holding. Its visual impact would also be reduced from clustering with the existing buildings on the farm.

The operational and spatial reasons stated for siting away from the farm holding relate to the operational effectiveness of the farm diversification scheme and not the operational effectiveness of the farm. The agent notes the proposed siting provides easier access to fields already within the applicant's ownership. However, this siting is not concerned with the operational effectiveness of the existing farm. Furthermore, it is considered ample space exists adjacent to the farm holding for the proposed diversification scheme. In terms of amenity impact upon the farm holding at No. 5 Agnadarragh Road, as this is an existing farm business, it is not considered the amenity of this dwelling would be adversely impacted from the applicant's own farm diversification scheme. Accordingly, it is considered the proposal is contrary to Policy DM 5 of the ANPS.

The proposal also includes a farm dwelling in the description of development. Policy DM 18.1 of the ANPS indicates that the Council will support the development of new homes in the countryside provided that it meets with the range of development types permitted by policy. One such development type is for a farm dwelling as provided for by Policy DM 18A which sets criteria for the assessment of farm dwellings.

Criterion (a) requires that the farm business has been established and active for a continuous period of 6 years and that it has not been artificially divided solely to obtain planning permission. As indicated above the farm business has claimed single farm payments in each of the last 6 six years and is considered active and established. In addition, a history search of the site and farm business ID has not indicated the farm business has been artificially divided. The proposal is therefore considered to meet policy criterion (a) of Policy DM 18A of the ANPS.

Criterion (b) requires that no dwellings or residential development opportunities have been sold off or transferred from the farm holding within a period of 10 years from the date of the application and no previous permissions have been granted for a farm dwelling during the same period. The applicant has confirmed in the PIC form accompanying the application that no dwellings or development opportunities have been sold-off from the farm holding. A history search of the ownership maps a search of the farm Business ID, a history search on the applicant's name have found no

development opportunities having been sold off from the farm holding within the last 10 years.

The third criterion requires the proposed dwelling to be positioned to sensitively cluster with an established group of buildings on the farm holding and where practicable access to the dwelling should be obtained from an existing lane. In this instance, the proposed dwelling is situated approximately 900m away from the buildings on the farm, adjacent to the proposed equestrian hub. Access to the site is gained by a new access laneway from the Glenavy Road which extends over 400m and also serves the proposed equestrian hub. The proposed dwelling does not cluster with the existing buildings on the farm at No. 5 Aghnadarragh Road and as the principle is not considered acceptable for the equestrian hub, it cannot be considered to cluster with these buildings either. As such the proposal is contrary to criterion (c) of Policy DM 18A as the proposed dwelling does not cluster with the existing farm buildings and access is not taken from an existing lane.

The applicant also referenced Policy DM 18E within their Supporting Statement (Document 07, date stamped 22<sup>nd</sup> September 2025) in support of the proposed dwelling. Policy DM 18E indicates the Council will only support an application for a dwelling relating to exceptional circumstances in connection with an established non-agricultural business in the countryside where a compelling, site-specific need can be demonstrated that makes it essential for the proprietor, manager or one of the firm's employees to live at the site of their work and provided no dwellings or other residential opportunities have previously been sold off or transferred from the business.

In this regard, the equestrian hub has not been considered to be acceptable in principle and therefore a dwelling could not be supported under Policy DM 18E. Notwithstanding this, the proposed dwelling is to be associated with an equestrian hub which is a farm diversification scheme and is tied to an agricultural business. As such, given the scheme is related to an agricultural business, a dwelling could not be granted under this policy, as it is specifically in relation to a non-agricultural business enterprise. Furthermore, if the equestrian hub were sited beside the existing farm holding, it would be situated within proximity to an existing dwelling. This would negate the need for a dwelling to be erected as an essential need for the business.

### **Design, Integration and Rural Character**

DM 18.2 of the ANPS states that in all cases, the Council will expect proposals for new residential development to be sited and designed to integrate sympathetically with their surroundings and not to have an adverse impact on the landscape character or rural amenity of the countryside. Criterion (b) of Policy DM 5 of the ANPS indicates farm diversification schemes should respect the nature and scale of the established rural character. Furthermore, Policy DM 27 of the ANPS states the Council will support development in the countryside where it is sited to integrate sympathetically into its surroundings and respects rural character. New buildings will be expected to

demonstrate high quality rural design, appropriate to the proposed site and its context.

The proposed buildings are set back approximately 400m from the Glenavy Road and 270m from the Lurgan Road. In terms of design, the proposed dwelling is single storey and has rectangular body with a single storey porch projection. The dwelling measures 6.1m by 19.9m and has a ridge height of 5.5m from finished floor level. The dwelling also comprises a covered patio which extends out from the rear of the dwelling by 4.2m. It is finished in roughcast render, natural slate and timber sliding sash windows, and the windows on the proposal generally maintain a vertical emphasis.

The proposed equestrian hub element comprises a stable building, horsewalker, and a menage. The stable building measures 11.6m by 30.2m and has a mono-pitched roof with a maximum height from finished floor level of approximately 6.5m. The proposal is finished in roughcast render to the main walls and metal grey cladding to the upper walls and roof. This building also includes 3.9m tall roller shutter door on its eastern elevation. The building would have a similar appearance to a typical agricultural building would not appear out of character at this rural location.

The horsewalker has a 10m diameter and a height of approximately 2.9m. It is finished with vertical timber base, steel grey frame and a metal grey cladding roof to match the stable building. A native species hedge is to be planted around the base of the horsewalker to aid its integration.

In terms of integration and impact on the rural character, the site enjoys a degree of enclosure due to the western and eastern boundaries being defined by mature hedgerows and intermittent mature trees, and the southern and northern boundaries being partially defined by mature trees and mature hedgerows. In addition, the considerable set back distance of the site from both the Glenavy Road and Lurgan Road, the screening provided by the intervening boundary and roadside vegetation and the limited ridge height of the development which sits less than 6.5m assists the development to integrate at this location.

Most of the trees on the site are retained where possible and the proposal introduces a net gain to the number of trees on the site in accordance with Policy DM 42 of the ANPS. As required by Policy DM 27.5 of the ANPS a landscaping scheme is proposed with additional planting to augment the site boundaries which further aids the integration. A condition can be imposed if planning is to be granted, requiring the landscaping scheme to be implemented.

Access to the site is provided by a new access laneway which extends over 400m. However, the access laneway is run alongside existing trees and hedgerow for most of its length and by additional planting is proposed along the laneway to aid its integration.

It is considered the proposal integrates at this location, respects the rural character and therefore would not result in overdevelopment at this rural location. In summary, it is considered that the new development will satisfactorily integrate with its surroundings while respecting the rural character of the area. The proposal therefore meets the criteria of Policies DM 27 and DM 42 of the ANPS.

### **Neighbour Amenity**

Criterion (b) of DM 5 of the ANPS indicates that farm diversification development should not significantly impact nearby residential amenity. Furthermore, Policy DM 28 of the ANPS indicates the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties. Both the individual and cumulative impacts of proposals on amenity will be considered in assessing their acceptability.

Objection letters raised concerns regarding a loss of privacy, impacts from noise, light and general activity upon the neighbouring properties. However, the development site is situated some 250m from the nearest neighbouring property, and as such, it is considered the proposal would not unduly impact the amenity of neighbouring properties. The Environmental Health Section of the Council were consulted on the application and had no objection to the development and raised no concerns with regards to light and noise.

Objectors also raised concerns regarding the impact on livestock from the development. No information has been submitted which would demonstrate the proposal would impact upon livestock. It is also considered the proposed equestrian hub is a compatible use within the site's rural context.

### **Access and Parking**

Policies SP 3.10 and DM 3.10 of the ANPS indicate that any access for a dwelling must not prejudice road safety or significantly inconvenience the flow of traffic. Objectors raised concerns in relation to road safety, emergency access provision and increased traffic resulting from the site.

Access is proposed from the Glenavy Road via a new laneway. DfI Roads was consulted on the proposal and raised no objection subject to conditions relating to visibility splays and the implementation of hard surfaced parking and turning areas. Adequate parking is proposed within the site and DfI Roads raised no concerns regarding emergency access. Furthermore, while the site would likely increase traffic along the Glenavy Road, the proposal is not at a scale which would significantly increase traffic generation along this road.

Policy DM 12 of the ANPS addresses active travel and the site proposes a cycle track which links to the Glenavy Road. In terms of public transport provision, the site is not served by regular public services, however, the site is located within a rural location. Regular bus services can be accessed from Crumlin, which is five (5) minutes away by car.

### **Archaeology**

Policies SP 7 and DM 30 of the ANPS indicate the Council will protect, conserve and promote the enhancement of archaeological remains and will operate a presumption in favour of the physical preservation in situ of all archaeological remains and their settings. The application site lies within proximity to archaeological enclosure (ANT 059:098) and Historical Environment Division (HED) was consulted on the application. HED advised that it is possible that the enclosure may extend into the application site. It further advised it would require additional information from the developer to permit an informed and reasonable planning decision to be taken, HED advised an archaeological evaluation would be required to inform this decision.

Policy DM 30.4 of the ANPS indicates that where the impact of a development proposal on archaeological remains is unclear, or the relative importance of such remains is uncertain, the Council will require developers to provide further information in the form of an archaeological assessment or an archaeological evaluation. It further states where such information is requested but not made available, the Council will refuse planning permission. Furthermore, the adjacent enclosure is a monument of local importance, and DM 30.3 of the ANPS indicates that development proposals that would adversely affect archaeological remains of local importance or the integrity of their settings will only be permitted subject to a number of criteria being demonstrated.

As the principle of development was not considered acceptable, this information was not requested. As such a precautionary reason of refusal has been added to address this lack of information point.

### **Flooding and Drainage**

SP 10.2 of the ANPS states the Council will work in partnership with DfI Rivers, other infrastructure providers and developers to reduce flood risk and minimise the impact of all forms of flooding in the Borough. The Plan aims to achieve this by applying a strong presumption against development proposals within flood plains. Policy DM 46 of the ANPS indicates that the Council will not permit development within the flood plains of rivers unless it meets one of the exceptions sets out in DM 46.1.

A review of DfI Flood Maps has confirmed that the proposed access laneway runs adjacent to an undesignated watercourse. A Flood Risk and Drainage Assessment (FRDA) (Document 05, date stamped 17th July 2025) was submitted alongside the application which refers to this watercourse as the Glenavy Road Stream. The FRDA indicates that while the main site lies outside of the Q100 floodplain accounting for climate change, a large portion of the proposed gravel laneway falls within this floodplain.

DfI Rivers was consulted with the above information and indicated that development will not be permitted within the above-mentioned flood plain unless the Council deem the application an exception, in line with DM 46. DfI Rivers have not reviewed the information in relation to drainage, detailing that it may result in nugatory work without the proposal being declared an exception in relation to flood risk.

Policy DM 46 does allow for exceptions to the policy within 'Undefended Areas' including transport infrastructure which, for operational reasons, has to be located within the floodplain. The proposal is not considered to be an exception to Policy DM 46.1 and therefore DfI Rivers was not asked to review the FRDA submitted by the agent.

### **Natural Heritage and Pollution**

SP 1.4 of the ANPS states that the Council will adopt a precautionary approach where there are significant risks of damage to the environment while SP 8.3 of the ANPS requires that appropriate weight in the decision-making process is given to the protection of designated sites, priority habitats, protected species and other features of biodiversity interest. Specific policies are provided for designated sites in Policy DM 37, protected species in Policy DM 38 and policies for other habitats, species and features of natural heritage Importance are found in Policy DM 39 of the ANPS.

An Ecological Statement (Document 05, date stamped 18<sup>th</sup> July 2025) and Bat Survey (document 06) were submitted alongside the application. The Bat Survey indicated no bats were recorded emerging from the survey trees and they are unlikely to support roosting bats. In terms of priority habitat, additional native species planting is proposed to replace the trees and hedgerow to be removed. NIEA Natural Environment Division was consulted on the proposal and was content on the proposal from a protected species and priority species perspective. Regarding nesting birds, NED have recommended that vegetation removal on site should be undertaken outside the bird breeding season.

Given the nature of the proposal, manure will be produced because of the operations of the development. NED has requested an Air Quality Impact Assessment be provided by the applicant to include both nitrogen deposition and ammonia/NO<sub>x</sub> emissions from the facility and any associated land spreading (if applicable) to allow a full and robust assessment of designated site impacts. The proposal is located within 7.5km to a number of designated sites (Lough Neagh ASSI, Lough Neagh and Lough Beg SPA an RAMSAR, and Portmore Lough ASSI) and is hydrologically connected to Lough Neagh. NED also requested a nutrient management plan to be submitted if manure is to be spread within 7.5km of designated sites.

NIEA Water Management Unit (WMU) was also consulted on the proposal and advised that there is insufficient information provided to date on how livestock manure generated by this site will be managed and the type of flooring the proposed shed will have. WMU indicated it required updated plans and further information regarding water disposal and how manure generated by the development will be handled, stored, and disposed of.

Policy DM 50 of the ANPS indicates the Council will only support development proposals with the potential to cause significant air and water pollution where a detailed assessment report, on the levels, character and transmission of the potential pollution is undertaken by the developer. Such a report must demonstrate that the

development will not have an unacceptable adverse impact on local amenity or the environment and detail how any pollution arising will be appropriately mitigated. In this regard, information has not been submitted to demonstrate that the proposal will not cause significant air or water pollution by way of ammonia emission, nitrogen deposition, surface runoff or groundwater recharge.

As the principle of development was not established for this proposal, the above information was not requested and precautionary reasons for refusal have been added.

### **Sewerage**

Policy DM 15 states that the Council will only support development proposals for non-mains sewerage where it is demonstrated that this will not create or add to a pollution problem.

The site is not known to be located in an area known to be at risk from pollution risk. Details of the location of the sewage septic tank is indicated on Drawing 02 (date stamped 18<sup>th</sup> July 2025). The proposal includes details for a septic tank which requires a Discharge Consent to be granted by DAERA Water Management Unit.

### **Other Matters**

#### Letters of Support

Letters of support refer to the economic/employment benefits from the proposal, in that it supports the rural community and economy, supports the wider horse racing sector, and provides local jobs. It is acknowledged that the proposal has a number of economic benefits. However, the economic benefits are not considered to outweigh the concerns with the development.

### **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of development has not been established as the proposal does not cluster with the existing buildings on the farm and is contrary to Policies DM 18A and DM 18E.
- It is considered a dwelling could be accommodated within the site and integrate appropriately within the landscape, while respecting the rural character of the area;
- The proposal will not unduly affect the privacy or amenity of neighbouring residents;
- There are no concerns regarding road safety;
- It has not been demonstrated that the proposal will not adversely impact archaeological remains;
- The proposal is located within the Q100 CC floodplain and is not an exception to DM 46.1
- It has not been demonstrated the proposal will not contribute to flood risk
- It has not been demonstrated that the proposal will not adversely impact designated sites or cause significant water pollution

RECOMMENDATION	REFUSE PLANNING PERMISSION
<b>PROPOSED REASONS OF REFUSAL</b>	
<ol style="list-style-type: none"> <li data-bbox="199 398 1380 600">1. The proposed equestrian hub and associated development is contrary to Strategic Policy SP 2.11 and Policy DM 5.3 of the Antrim and Newtownabbey Plan Strategy in that the proposed new building fails to cluster with the existing farm group and it has not been demonstrated that this would be prejudicial to the operation of the farm or there are sound environmental or amenity reasons to justify a suitable alternative site.</li> <li data-bbox="199 640 1342 808">2. The proposed dwelling is contrary to paragraph 6.73 of the Strategic Planning Policy Statement Edition 2 and Strategic Policy SP 4.6 and criterion (c) of Policy DM 18A of the Antrim and Newtownabbey Plan Strategy, in that the proposal does not cluster with an existing group of buildings on a farm and access arrangements have not been obtained from an existing laneway.</li> <li data-bbox="199 848 1380 1016">3. The proposed equestrian hub and associated development is contrary to paragraph 6.73 of the Strategic Planning Policy Statement Edition 2 and Strategic Policy SP 4.6 and criterion (c) of Policy DM 18E of the Antrim and Newtownabbey Plan Strategy, in that the proposal does not relate to a non-agricultural business enterprise and it has not been demonstrated that it is essential for the business.</li> <li data-bbox="199 1057 1385 1258">4. The proposal is contrary to paragraph 6.9 of the Strategic Planning Policy Statement Edition 2, and Strategic Policy SP 7.1 and Policies DM 30.1, DM 30.3, and DM 30.4 of the Antrim and Newtownabbey Plan Strategy in that it has not been demonstrated that the proposal would not adversely affect Archaeological Remains of Local Importance or the integrity of their settings and in that an archaeological evaluation has not been provided.</li> <li data-bbox="199 1299 1380 1541">5. The proposal is contrary to paragraph 6.104 of the Strategic Planning Policy Statement Edition 2, and SP 10.2 and Policies DM 46 and DM 47 of the Antrim and Newtownabbey Plan Strategy in that it has not been demonstrated that the proposal is an exception for development in a fluvial flood plain and it has not been demonstrated that adequate measures will be put in place to effectively mitigate flood risk to the proposed development and from the development elsewhere.</li> <li data-bbox="199 1581 1358 1749">6. The proposal is contrary to paragraphs 6.176 and 6.183 of the Strategic Planning Policy Statement Edition 2, and Strategic Policy SP 8.3 and Policy DM 37 of the Antrim and Newtownabbey Plan Strategy in that it has not been demonstrated that the proposal will not have an adverse impact upon Designated Sites of Nature Conservation Importance.</li> <li data-bbox="199 1789 1366 1919">7. The proposed equestrian hub and associated development is contrary to Strategic Policy Sp10.6 and Policy DM 50 of the Antrim and Newtownabbey Plan Strategy in that it has not been demonstrated that the proposal will not cause significant water and air pollution.</li> </ol>	



Legend

Site Boundary 

Reference: LA03/2025/0529/F



1:5,000

<b>COMMITTEE ITEM</b>	<b>3.5</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0122/F</b>
<b>DEA</b>	<b>ANTRIM</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Retention of coffee dock, external seating, landscaped accessible entrance to football grounds and coffee dock, new club office and registration point and equipment stores, including proposed changing facilities within a shipping container
<b>SITE/LOCATION</b>	15m east of 51 Castle Road, Antrim, BT41 4NA
<b>APPLICANT</b>	Declan Donaghy
<b>AGENT</b>	Big Design Architecture
<b>LAST SITE VISIT</b>	02/06/2025
<b>CASE OFFICER</b>	Tierna Mc Veigh Tel: 028 90340401 Email: <a href="mailto:Tierna.mcveigh@antrimandnewtownabbey.gov.uk">Tierna.mcveigh@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal <a href="http://www.planningni.gov.uk">www.planningni.gov.uk</a></b></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is situated in a rural area approximately 15 metres east of 51 Castle Road, Antrim and is within the countryside as designated in the Antrim Area Plan 1984–2001. The site is located approximately 1.5 miles west of Antrim Town Centre.</p> <p>The application site is situated within the grounds of the Chimney Corner Football Club, occupying the northernmost corner of the premises. The development comprises five shipping containers positioned to create a courtyard-style arrangement. Within this courtyard, an outdoor seating area has been provided, partially sheltered by a teepee-style canopy. The ground finish throughout the area consists of a mix of gravel and concrete paving.</p> <p>One of the shipping containers, positioned along the southern front boundary, operates as a coffee dock. The front elevation of this container incorporates a raised, decked pergola, which provides additional external seating. Access to the rear outdoor seating area is achieved through the coffee dock unit.</p> <p>The site is enclosed on all sides by a combination of the shipping containers, the northern boundary wall of the football club and a 2-metre-high blue metal fencing to the southern and western frontage including a section of 1.8-metre-high fencing. Access is taken via an existing entrance onto the A6 Castle Road which is a designated protected route. On-site parking is available to the front on a gravelled area, which is also used by visitors of the Chimney Corner Football Club. The site is situated on relatively flat terrain. Surrounding land uses include residential properties, commercial premises (Swift Shift Removals), and leisure facilities (Allen Park Golf Club).</p>	

## RELEVANT PLANNING HISTORY

Planning Reference: T/2006/0546/F

Location: Chimney Corner Football Club, 51 Castle Road, Antrim

Proposal: Proposed 2no. 48 sheet freestanding advertising hoardings

Decision: Consent Refused (15/09/2006)

Planning Reference: T/1984/0308

Location: Randalstown Road, Antrim

Proposal: Shelter and turnstiles, walling and fencing to enclose playing area

Decision: Permission Granted (05/10/1984)

Planning Reference: T/1979/0216

Location: Randalstown Road, Antrim

Proposal: Clubhouse and playing field

Decision: Permission Granted (21/11/1979)

## PLANNING POLICY AND GUIDANCE

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts, Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3<sup>rd</sup> July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Antrim Area Plan 1984-2001: the application site is located within the countryside outside of any designated development limit. Paragraph 23.23 criteria (i) states that retailing and commercial activity will be strongly resisted in the open countryside as these uses are better located within existing built-up areas, both to serve the local community and to conserve landscape.

Strategic Planning Policy Statement 2<sup>nd</sup> Edition (SPPS): sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

SPPS "": Town Centres and Retailing sets out planning policies for town centres and retail development and incorporates a town centre first approach for retail and main town centre uses.

Antrim and Newtownabbey Plan Strategy 2015-2030 (ANPS): sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1):** sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 2 – Employment (SP 2):** aims to encourage the growth of indigenous business promote innovation and proactively attract investments into the Borough to support enterprise and increase employment for the benefit of all residents. SP2 is supported by Policies:

- Policy DM 7: Development outside Centres.

**Strategic Policy 3 – Transportation and Infrastructure (SP 3):** aims to encourage the continued development and growth of high quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM 10: Access and Parking;
- Policy DM 11: Access to Protected Routes; and
- Policy DM 12: Active Travel (Walking and Cycling).

**Strategic Policy 5 – Community Infrastructure (SP 5):** sets out that the Council's aims of seeking to promote access to community services and the protection of areas of open space areas. SP5 is supported by Policies:

- Policy DM 24 Community Facilities

**Strategic Policy 6 - Placemaking and Good Design (SP6):** sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 27 Rural Design and Character;
- Policy DM 28 Amenity Impact.

**Strategic Policy 8 - Natural Heritage (SPG8):** seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features. SP 8 is supported by Policies:

- Policy DM 42 Trees and Development.

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG10 is supported by Policies:

- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems.

#### CONSULTATION

- **Council Environmental Health Section** – Odour Impact Assessment requested
- **Northern Ireland Water** – No objection
- **Department for Infrastructure Roads**- Further information requested

## REPRESENTATION

Seven (7) neighbouring properties were notified of the application, and no objections have been received. There have been 292 letters of support received. These letters are available to view at the Northern Ireland Planning Portal.

<https://planningregister.planningsystemni.gov.uk/application/697865>

A summary of the key points of the support are provided below:

- **Community Hub:** Demonstrates a strong community focus; serves as a vital and welcoming social space for local residents, offering a safe, comfortable environment for socialising, meeting, and hosting various events that foster engagement and community spirit. Events include music nights, quiz nights, and pottery painting that foster engagement and community spirit.
- **Revitalisation:** Transformed an unused and unsightly site into a thriving community space, enhancing the local area and contributing to wider regeneration efforts, including partnerships with Chimney Corner FC.
- **Popular and Accessible:** Located in a convenient, easily accessible area with ample parking, attracting both locals and visitors.
- **Economic and Social Value:** A valued and innovative local business that plays a crucial role in the local economy and community life, meeting a clear need for such facilities in Antrim.
- **Enhancement of Football Club Operations:** The Coffee Dock is vital to the daily operations of Chimney Corner Football Club, it is a valuable and positive addition to the club. It benefits players, members, families and visitors and it fulfils a real community need by providing a social hub and food option; and
- The Tiny House does not increase vehicle movements or intensify site activity.

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Preliminary Matters
- Policy Context and Principle of Development
- Layout, Rural Design and Impact on Character of the Area
- Landscaping
- Amenity Impact
- Parking, Access and Road Safety
- Drainage and Sewage Disposal

### **Preliminary Matters**

#### Engagement with Agent/Applicant

- The agent was advised by Officers of concerns regarding the principle of the proposed development on 4th August 2025. The agent was afforded the opportunity to demonstrate how the proposal complies with the relevant policies of the *Antrim and Newtownabbey Plan Strategy (ANPS)*, with a submission deadline of 18th August 2025.
- On 2nd September 2025, the agent responded, stating that the proposal represented an extension to the Chimney Corner Football Club and provided updated drawings illustrating additional works proposed within the site, including proposed uses within the shipping containers.
- In an email dated 8th September 2025, Officers reiterated their concerns regarding the principle of development and requested that the agent identify

the specific ANPS policy considered applicable to the assessment. The agent subsequently advised that Policy DM 7.9 was the most relevant.

- At the agent's request, a meeting with the applicant and agent was held on the 22 September 2025 to discuss the proposal. During this meeting, Officers again expressed concern regarding the principle of development, particularly in relation to the requirements of Policy DM 7.9. Further issues were also raised regarding the siting of the coffee dock, with Officers questioning why it could not be incorporated within the existing football clubhouse.
- In response, the agent submitted extensive documentation in an effort to demonstrate compliance with Policy DM 7.9. However, having reviewed the information provided, the Officers concerns regarding the principle of the development remain.

### The Proposal

The original proposal sought permission for the retention of the coffee dock and its associated external seating area. However, during the course of the application, additional works were carried out on site, including the creation of a landscaped area which is now intended to serve as a community accessible entrance to the football pitches. The applicant has introduced further elements to the development, namely, the conversion of three shipping containers; one to accommodate a new football club office/registration area, one to provide changing and locker facilities, and another to be used as an equipment store for the Chimney Corner Football Club.

These additions have altered both the nature and scale of the original proposal submitted for assessment. Consequently, an updated P1 form has been submitted, the description of the development amended, a re-advertisement and re-neighbour notification process has also been undertaken.

### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply.

The site is defined as being within the countryside in the Antrim Area Plan 1984-2001 (AAP). In line with the transitional arrangements set out in the SPPS, the AAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

This application seeks to retain a coffee dock, external seating, landscaped accessible entrance to both the football grounds and coffee dock, proposed club office, equipment store and changing facilities. The site is located approximately 1.5 miles west from Antrim Town Centre and approximately 0.6 miles from the development limit of Antrim Town. The development comprises 5no. shipping containers arranged in a courtyard style layout, set within the grounds of Chimney Corner Football Club in its northernmost corner set back approximately 57 metres from the A6 Castle Road.

Policy SP 5 of the ANPS supports the provision of new community facilities and services in locations that promote accessibility and increased usage. While the application does not constitute a new community building or facility, three of the shipping containers relate to the existing football club, the principle of which has already been established through planning permission (Ref: T/1979/0216) and its long-established use. Clarification was sought from the agent regarding the need for further changing/locker room and club office facilities, with the agent verifying that the proposed changing rooms are to be used by minors, and that the club office doubles as a registration point for minors to sign in prior to matches and training sessions. These are considered ancillary elements to the Chimney Corner Football Club and acceptable in principle.

With regards to the proposed coffee dock, Paragraphs 6.277 and 6.278 of the SPPS establishes a town centre first approach for the location of retailing and other main town centre uses, including cultural, community, leisure, entertainment, and business. It further requires that a sequential test be applied to proposals for such uses that are not located within an existing town centre. Policy SP 2.12 of the ANPS reinforces this principle, requiring the application of the sequential test, as set out in Policy DM 7, to all proposals for main town centre uses located outside designated centres. DM 7.1 directs that such proposals should be considered in a sequentially preferable order of site selection.

The agent has advised that the coffee dock should be assessed under Policy DM 7.9 as it forms an integral and ancillary part of the Chimney Corner Football Club. Paragraph 6.286 of the SPPS and DM 7.9 permits appropriate small-scale retail, or ancillary commercial leisure uses in the countryside, such as farm shops, craft shops, and shops/cafes serving tourist or recreational facilities, where they are an integral part of and ancillary to an existing business or facility and encourages the reuse or conversion of existing buildings.

The agent submitted a substantial amount of information on behalf of the applicant in an attempt to demonstrate that the subject development is both integral and ancillary to Chimney Corner Football Club. Within the Planning Policy Supportive Statement (Document 03, dated 20th October 2025) the agent contends that Chimney Corner operates as both a football and social club, a dual role recognised through its entertainment license. Accordingly, the agent contends that the Chimney Corner Football Club should be assessed as a broader entity encompassing recreational, social, and community uses. Ancillary functions therefore include services beyond match-day refreshments, supporting the club's role as a community hub.

Within this context, the agent states that the coffee dock is not an independent café but an integral ancillary facility that supports both the sporting and community

functions of the club. While it serves spectators and the public during events, its primary purpose is to sustain the operations of the football and social club, and that an incidental public use does not alter its ancillary status.

The agent also notes that club members use the coffee dock, including the outdoor seating area, for team briefings and talks, while parents use the space as a waiting area. In addition, the coffee dock functions as a membership desk for renewals, subscriptions, and new registrations. The agent further contends that, as electricity and water are not separately metered, it is necessary for the coffee dock to remain part of the club, with all revenue reinvested into the maintenance of the clubhouse, thereby requiring it to be directly adjacent to the existing facilities.

The applicant states (Document 06, dated 6th October 2025) that while it would have been more cost effective to operate within the existing clubhouse building, COVID-19 public health considerations led to the decision to locate the Coffee Dock externally. As illustrated by the Google Street image dated August 2022 provided in Document 06, the Coffee Dock initially operated from a single shipping container. Since that time, additional development has occurred on site without the benefit of planning permission.

As noted in Document 01, (dated 3rd September 2025), a letter of support from Chimney Corner Football Club states that prior to the introduction of the coffee dock, the club's opening hours were irregular. It further claims that since the coffee dock was added in March 2022, the club has operated seven days per week from 9:00am to 6:00pm, which would not have been possible due to staffing requirements and associated costs. A number of the submitted letters of support endorsed the coffee dock as a standalone business.

Having carefully considered all relevant information submitted, it is concluded that, despite the agent's attempts to demonstrate that the coffee dock is an integral and ancillary to Chimney Corner Football Club, the evidence indicates that while the coffee dock adds to the services available at the football club, it also operates independently from it and represents a café in the countryside. The proposal constitutes a town centre use and is subject to the town centre first approach as required by paragraphs 6.277 and 6.280 of the SPPS and SP 2.12 of the ANPS. In accordance with criterion (a) of Policy DM 7.2, the applicant has not demonstrated that Antrim Town Centre or any other centre or edge-of-centre location has been appropriately assessed and discounted as unsuitable, unviable, or unavailable.

The proposal is therefore considered to be contrary to paragraphs 6.277 and 6.280 of the SPPS, and Policies SP 2.12 and DM 7 of the ANPS.

### **Layout, Rural Design and Impact on Character of the Area**

Paragraph 6.69 of the SPPS encourages new development in the countryside to be clustered, consolidated, and grouped with existing buildings. Paragraph 6.70 emphasises that such development must integrate appropriately into its setting, respect the character of the rural area, and feature a suitable design. This requirement is further reinforced by Policy DM 27 which promotes high-quality development that integrates sympathetically into its surroundings, protects the character and amenity of the countryside, and supports biodiversity. New buildings are expected to demonstrate appropriate rural design, respecting site context, building form, scale, height, massing, detailing, and finishes. Development should be absorbed into the landscape using existing site features, preserve visual amenity, and

maintain the traditional local pattern, avoiding obtrusive forms, ribbon development, or any erosion of rural character.

As illustrated on Drawing Number 05/2, dated 20th October 2025, the proposed development comprises 5no. shipping containers arranged in a courtyard-style. Within this courtyard, an outdoor seating area is provided, partially covered by a tepee-style canopy measuring approximately 4.2 metres at its highest point. A small caravan is located beneath the canopy adjoining the northern boundary of the site. The structure appears to function as a decorative element rather than an operational component and does not form part of the subject application. The ground surface across the development consists of a combination of gravel and concrete paving.

Container 1 accommodates the coffee dock, with a raised, decked pergola attached to its front elevation, providing additional external seating and forming the main entrance to the coffee dock. Container 2 functions as an ancillary kitchen and storage area, and together these two containers form an L-shaped arrangement at the front of the site. Each container measures approximately 6.1 metres in length, 2.5 metres in width, and 2.6 metres in height. To the west of Container 2 is a landscaped accessible entrance which measures approximately 57 sqm and is intended to function as a new entrance to the football pitch.

Container 3 is proposed as new changing/locker facilities, while Container 4 will function as the club office. Together, these units form an L-shaped arrangement, each measuring approximately 12.2 metres in length, 2.5 metres in width, and 2.5 metres in height. Container 5, located along the northern boundary, is labelled as an equipment store associated with the Chimney Corner Football Club measuring approximately 6.1 metres in length, 2.5 metres in width, and 2.5 metres in height.

The subject development is positioned approximately 57 metres back from the A6 Castle Road and is set behind the building line of the Chimney Corner Football Club by approximately 16 metres and occupies the northernmost corner of the premises. Travelling west along Castle Road, public viewpoints of the development are largely obscured by existing vegetation and buildings situated along the eastern boundary, which also extends to the public road. However, the site becomes more visually prominent when approaching the site from the east along Castle Road, due to the openness of its frontage and the absence of any defined road boundary treatments.

Although the proposal incorporates shipping containers which are generally not considered to be acceptable structures in the countryside, it is considered that a temporary permission could be granted for such structures to be used by the football club for changing facilities provided that some screening was provided and painted a dark green colour to help improve the visual cohesion with the adjacent commercial sheds to the east. This is a matter which could be conditioned if planning permission was forthcoming.

### **Landscaping**

DM 27.5 of the ANPS requires all proposals for development in the countryside to address biodiversity impact and be accompanied by a detailed landscaping scheme, which retains or reinstates traditional boundaries and augments existing planting. This requirement is further supported by Policy DM 42, which requires development proposals to demonstrate how existing trees and hedgerows will be

protected and maintained, and for details of any new planting to be provided, ensuring adequate space is provided for future growth. The only existing vegetation on the site is located along the eastern boundary and consists of mature trees approximately 5 metres in height. This boundary is to be retained and is sufficiently dense and does not require augmentation.

Proposed new planting is indicated along the road frontage (Drawing Number 02/2, dated 20th October 2025). It is considered that the proposed landscaping would help to soften the visual impact of the development and enhance biodiversity. However, in accordance with DM 42.2 and DM 27.5 of the ANPS, no details have been provided regarding the long-term maintenance of the proposed landscaping, nor have detailed planting specifications been submitted. To ensure full compliance with DM 42.2, it is recommended that, should planning permission be granted, a condition should be attached requiring the submission of a detailed landscape management and maintenance plan, together with planting specifications.

### **Amenity Impact**

Paragraph 4.11 of the SPPS, requires that local planning authorities take account of environmental and amenity considerations when managing development.

Paragraph 4.12 specifically identifies the types of amenity impacts that may have potential implications for health and well-being. These include design quality, visual intrusion, general nuisance, loss of natural light, and overshadowing, all of which should be carefully considered in assessing development proposals.

Policy DM 28 of the ANPS states that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties by way of overlooking, loss of privacy, dominance, overshadowing, or other form of disturbance and odour, fumes and other forms of environmental pollution. The policy further stipulates that both the individual and cumulative impacts of proposals on amenity will be considered.

The surrounding area is characterised by a mix of commercial, leisure and residential uses. The nearest residential properties are; No. 53 Castle Road situated 34 metres to the southeast; No. 37 Castle Road situated 73 metres to the southeast and No. 57 Castle Road situated 82 metres to the northwest. A commercial premises known as 'Swift Removals' directly abuts the site to the east; whilst Allen Park is situated approximately 81 metres to the north of the application site. Given the size, scale, and separation distances between the proposed development and neighbouring properties, it is considered that residential amenity issues relating to overlooking, loss of privacy, dominance, and overshadowing are not significant.

The Council's Environmental Health Section (EHS) were consulted in relation to the proposal and, in its response dated 21st May 2025, advised that during a site visit and discussions with the applicant it was observed that hot food is being sold from an additional business within shipping container two, known as the '*Tiny Diner*'. EHS requested further information regarding the hot food activity, including hours of operation, cooking methods, details of any extractor units, and the anticipated number of patrons, in order to determine whether an Odour Impact Assessment would be required.

The agent, on behalf of the applicant, stated (Document 05 dated 20th October 2025) that 'Tiny Diner' operates Friday to Sunday, 9am–4pm (21 hours weekly), is of a very small scale (8.8 sqm) and ancillary to the primary coffee dock use. Food prepared on-site is served through a hatch into the coffee dock for on-premises consumption. Letters of support from immediate neighbouring residents at Nos. 53 and 57 Castle Road confirm no issues of noise, odour, or disturbance.

EHS was reconsulted following receipt of the additional information. Upon review of the details and noting the inclusion of commercial fryers and an associated extraction flue, EHS has concerns regarding potential odour impacts on nearby sensitive receptors and requested that an Odour Impact Assessment be undertaken to ensure the protection of residential amenity. The applicant submitted an Odour Impact Assessment (Document 08, dated 17th December 2025). EHS having reviewed the assessment are of the opinion that the proposed development can operate without adverse impact on amenity at nearby sensitive receptors, subject to conditions.

Overall, it is considered that the proposal would not have any adverse residential amenity impacts in terms of overlooking, loss of privacy, dominance, or overshadowing, noise, odour or disturbance.

#### **Parking, Access and Road Safety**

Paragraph 6.303 of the SPPS outlines that the overarching aim with regards to transportation is to facilitate safe and efficient access, movement, and parking. This is reinforced by the regional strategic objective set out in paragraph 6.304, which seeks to promote road safety for pedestrians, cyclists, and other vulnerable road users.

In assessing the appropriate level of car parking provision, paragraph 6.311 of the SPPS advises that consideration should be given to the nature and location of the development, with reference to the Department's published guidance *Parking Standards* (DOE, 2005).

Policy SP 3.10 of the ANPS requires that all new developments provide safe access arrangements that will not significantly inhibit the free flow of traffic, and that sufficient car and cycle parking is provided. DM 10.1 reiterates this requirement stating that the Council will support development proposals where it is demonstrated that the road network can accommodate traffic, that access arrangements do not prejudice road safety and adequate provision is made for parking and servicing. Policy DM 10.2 states the supplementary guidance set out in DCAN 15, Creating Places and Parking Standards will be taken into account.

The proposal will utilise the existing site access onto the A6 Castle Road, Antrim, which currently serves the main clubhouse and leads to a large hardcore parking area shared with the clubhouse. As detailed on the P1 Form, the site presently accommodates 57 on-site parking spaces, with an additional 12 spaces proposed, bringing the total provision to 69 spaces.

In terms of parking provision, a coffee shop is classified as a sui generis use under Part 3(4)(i) of the Planning (Use Classes) Order (Northern Ireland) 2015. Based on DfI Parking Standards, the proposed coffee dock requires 12 parking spaces. While these spaces are not specifically marked on the site layout plan, the proposal is considered

to comply with DM 10.1(c), as sufficient parking is available to adequately meet the needs of the development.

DfI Roads was consulted and, in its response, dated 15th May 2025 states that the proposal is intensifying the use of the existing access onto the A6 Castle Road, which is a protected route, and that the required visibility splays are not available. DfI Roads states that if the proposal meets the Council's Protected Routes Policy, then amendments are required to the location and proposed block plan showing the required visibility splays and the work required to provide them including an amended P1 application form.

Policy DM 11: Access to Protected Routes aims to restrict access onto Protected Routes in the interests of road safety and to ensure these key routes continue to operate efficiently. DM 11.3 states that the Council will restrict access onto Protected Routes in the countryside and will only support proposals in three (3) circumstances. At this location the sole access to the site is via the A6 Castle Road, Antrim and there are no minor roads which the proposal could utilise. The proposal complies with criteria (a) in that an access cannot be reasonably obtained from an adjacent minor road.

As the coffee dock is open to the general public, it has the potential to attract a customer base that is distinct from the football club. This concern was raised with the agent, who subsequently submitted an Access and Parking Supportive Statement, (Document 04, dated 20th October 2025). Within this document, the agent asserts that the proposal will not result in any intensification of use of the existing site access or car parking facilities as the proposal represents an alternative use, distinct from the club's licensed events, and is anticipated to generate a lower level of vehicular activity with a corresponding reduction in traffic movements to and from the site. To conclude, the agent maintains that the development will not lead to any intensification of use or adverse impact on the local road network, and therefore no mitigation measures are required.

Further supporting information with regards to intensification was submitted by the applicant within the 'Traffic and Parking Supporting Evidence' (Document 07, date stamped 18<sup>th</sup> December 2025). In this document, the applicant states that the sale of the club's second pitch to Allen Sports Club has reduced attendance at the site, leading to a de-intensification of activity. The statement includes a series of CCTV images showing parked vehicles within the car park on Mondays, Wednesdays, and Saturdays at the same times on each day. These images are intended to demonstrate that sufficient parking capacity remains available and that parking activity has not intensified. However, the matter under consideration is not the availability of spaces within the car park, but the intensification of the site's access.

While the sale of the pitch is acknowledged, the fact that it was disposed of indicates that it was surplus to operational requirements. The loss of a pitch cannot be assumed to lead to fewer people attending the site. As stated on the P1 Form, the proposal anticipates 82no. daily vehicle movements, with an average daily attendance of 162no. persons. However, the agent has not provided corresponding data on existing and proposed vehicle movements or attendance.

Whilst it is acknowledged that the coffee dock utilises the existing access, it is considered that the proposal would introduce a new and independent source of

vehicular trips, resulting in more frequent and regular traffic movements than those associated with the site's established activities. This would increase the use of the access and lead to an overall intensification of vehicular movements. These impacts are of particular concern on match and training days, when traffic levels at the site are already at their peak.

As the principle of development is not considered acceptable, the appellant was not asked to provide data on existing or proposed vehicle movements or attendance. Requesting such information would have resulted in nugatory work and unnecessary expense for the applicant. In the absence of this evidence, the proposal would intensify the existing access onto a protected route and thus a refusal reason on this issue should be added to the decision notice.

DfI Roads advised that amended visibility splays and an updated P1 Form would be necessary to address these concerns. In the absence of such information, the proposal is considered contrary to paragraph 6.77 of the SPPS and Policy DM 10.1(b).

Policy DM 12 of the ANPS promotes measures in the design and layout of developments that will support increased walking and cycling. Whilst the proposal does not include any specific measures within its design or layout to support walking and cycling, a shared-use path for walking and cycling is adjacent to the site's southern boundary across the public road. This route forms part of Route 94 of the National Cycle Network, which follows the A6 Castle Road to Randalstown. The path provides direct walking and cycling connections to Antrim Castle Gardens, Antrim Town Centre and Randalstown. Accordingly, the proposal is well served by existing walking and cycling infrastructure, ensuring accessibility by sustainable modes of transport.

### **Drainage and Sewage Disposal**

Policy DM 47 states that consideration of drainage issues is a requirement for all development proposals. Policy DM 47.2 criteria (a) requires the submission of a Drainage Assessment (DA) for proposals that involve a change of use involving buildings and/or hard surfacing of 1,000sqm or greater in area.

A review of DfI Flood Maps indicates that the application site is not affected by fluvial or pluvial Flooding for both present day and climate change prediction. The buildings on the site equate to some 120 sqm in floorspace and the ground material comprises of loose gravel and bare earth and therefore a DA has not been requested.

Paragraph 4.11 of the SPPS states that there are a wide range of amenity considerations that should be considered by planning authorities when managing development, including sewage. As stated on the P1 Form the proposal seeks to rely on main sewers for the disposal of sewerage. Consultation was carried out with NI Water (NIW) and in their response dated 9<sup>th</sup> May 2025 they have pointed out that although the P1 application form has identified public sewer as the means of foul sewage discharge, there is no public foul sewer within the vicinity of the site, and that the nearest public sewer is some distance from the site making a requisition cost prohibitive for this proposal.

Clarification was sought from the agent, who confirmed in an email dated 13th November 2025 that this question of the P1 Form was filled in error and that the clubhouse toilets are used by those attending the coffee dock. No toilets exist within

the development as confirmed by Drawing Number 02/2, dated 20 October 2025, therefore, there is no reliance on public sewers.

The P1 form further indicates that surface water is to be disposed of via soakaway. NIEA Water Management Unit (WMU) in its response dated 13<sup>th</sup> May 2025 has considered the impacts of the proposal on the surface water environment and, on the basis of the information provided is content with the proposal.

## **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of development is not acceptable;
- It has not been adequately demonstrated that the proposal is an integral part and ancillary to the existing Chimney Corner Football Club facility;
- The proposal is considered a town centre use and it has not been demonstrated that Antrim Town Centre, or any other centre or edge-of-centre location, has been properly assessed and discounted as unsuitable, unviable, or unavailable;
- The proposal albeit comprises of a mix of building forms and material would not appear incongruous within the surrounding rural character;
- The proposal is likely to result in an unacceptable adverse impact on the amenity of existing and future occupiers of adjoining and nearby properties in terms of odour nuisance;
- The proposal is considered to intensify the existing access arrangements onto the A6 Castle Road protected route and it has not been demonstrated that the required visibility splays can be achieved; and
- There is no flood risk associated with this development.

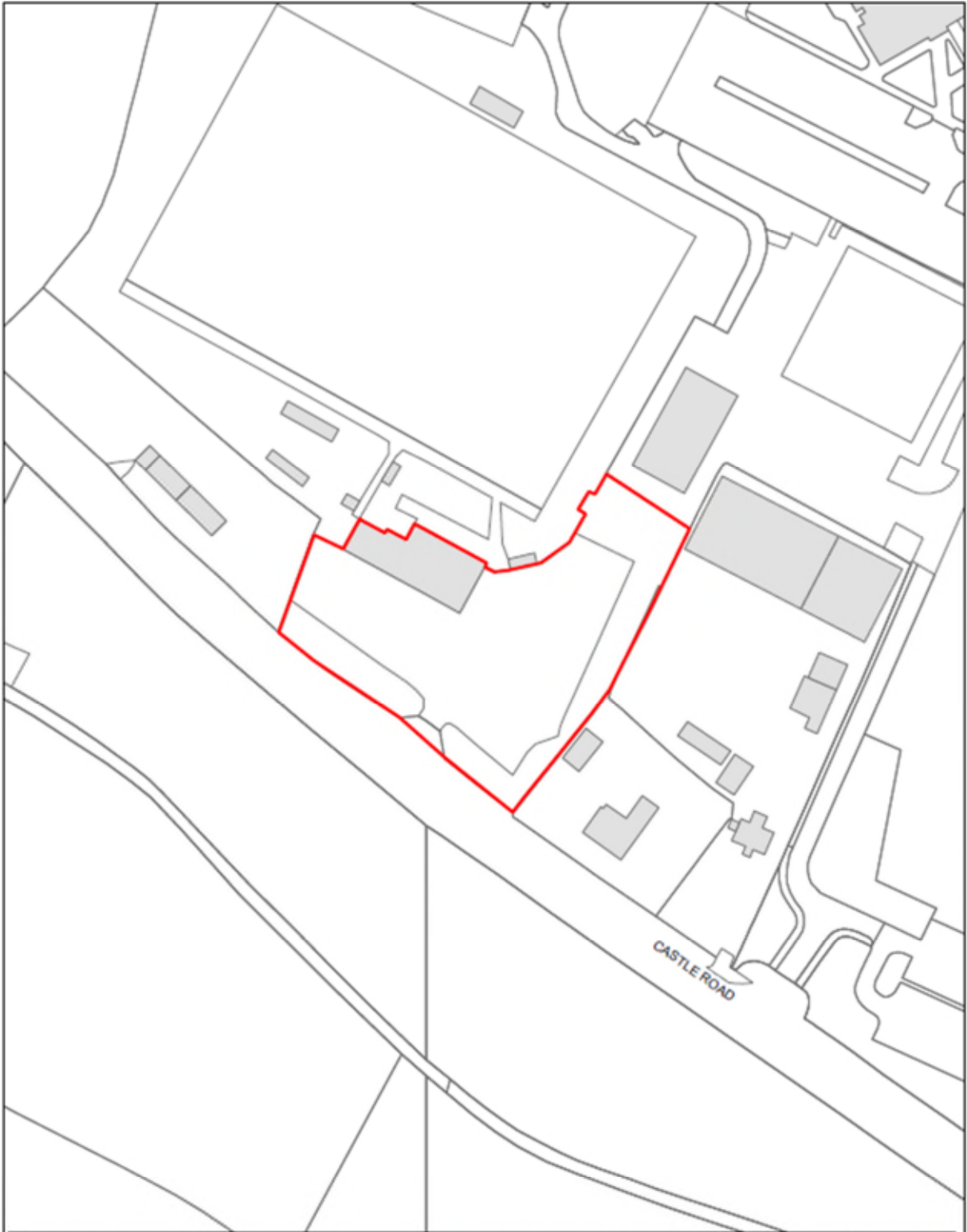
## **RECOMMENDATION**

## **REFUSE PLANNING PERMISSION**

## **PROPOSED REASONS FOR REFUSAL**

1. The proposal is contrary to Policy SP 1.11 of the Antrim and Newtownabbey Plan Strategy, in that there are no overriding reasons why this development is essential in this rural location and could not be located within a settlement.
2. The proposed development is contrary to paragraph 6.286 of the Strategic Planning Policy Statement and Policy DM 7.9 of the Antrim and Newtownabbey Plan Strategy as it has not been demonstrated that the proposal is an integral and ancillary part of the existing Chimney Corner Football Club facility, nor has it been shown that the existing clubhouse building could not be reused or adapted to accommodate the proposed facility.
3. The proposal is contrary to paragraph 6.280 and 6.281 of the Strategic Planning Policy Statement and Policies SP 2.12 and DM 7 of the Antrim and Newtownabbey Plan Strategy, as it has not been demonstrated that a suitable site does not exist within a town centre or edge of centre location.
4. The proposal is contrary to Paragraph 6.77 of the Strategic Planning Policy Statement, SP 3.10 and Policy DM 10 of the Antrim and Newtownabbey Plan Strategy as it has not been demonstrated that the development if permitted would not intensify the existing access onto a protected route and it has not been demonstrated that visibility splays of 4.5 metres x 190 metres can be provided in

accordance with the standards contained in Development Control Advice Note 15.




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**Site Location Plan**

1:1,250 

**Reference: LA03/2025/0122/F**

 Site Location



<b>COMMITTEE ITEM</b>	<b>3.6</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0720/F</b>
<b>DEA</b>	<b>AIRPORT</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Retrospective application for retention of hard standing, fencing and associated works for extension to external vehicle display and sales area associated with existing vehicle dealership
<b>SITE/LOCATION</b>	J D Forktrucks Ltd, 5 Sentry Lane, Newtownabbey, BT36 4XX
<b>APPLICANT</b>	JD Fork Trucks
<b>AGENT</b>	GM Design Associates Ltd
<b>LAST SITE VISIT</b>	28 <sup>th</sup> November 2025
<b>CASE OFFICER</b>	Harry Russell Tel: 028 903 40408 Email: <a href="mailto:harry.russell@antrimandnewtownabbey.gov.uk">harry.russell@antrimandnewtownabbey.gov.uk</a>
<b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal: <a href="https://planningregister.planningsystemni.gov.uk/application/704246">https://planningregister.planningsystemni.gov.uk/application/704246</a></b>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located at 5 Sentry Lane, Newtownabbey and is within the developments limits of Metropolitan Newtownabbey as indicated within the draft Belfast Metropolitan Area Plan, published 2004 (dBMAP).</p> <p>The application site consists of hardstanding and is occupied by a number of vehicles. The northeastern (roadside) and southeastern boundaries are defined by a 2.5m paladin fence and the southwestern boundary is defined by a 2.5m close boarded fence.</p> <p>The surrounding area predominantly consists of storage and industrial uses, however Rogan Manor, a residential area, is situated to the south and southwest of the site. A public footway abuts the southeastern boundary of the application site and provides pedestrian access between Rogan Manor and Sentry Lane.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Reference: LA03/2024/0460/F  Location: Approx 10m east of 62 Rogan Manor, Newtownabbey, BT36 4BB  Proposal: 2 No. semi-detached houses  Decision: Application Withdrawn (11/13/2024)</p> <p>Planning Reference: U/1979/0019  Location: HydePark Industrial Estate  Proposal: Factory Development  Decision: Permission Granted (04/24/1979)</p> <p>Planning Reference: U/1992/0088</p>	

Location: Sentry lane, HydePark industrial estate, Mallusk  
Proposal: Extension to existing road and services  
Decision: Permission Granted (04/09/1992)

Planning Reference: U/1995/0182  
Location: Land to the east and south of 1, 3 and 5 sentry lane and also including 578-582 Antrim road, Mallusk  
Proposal: Site for housing development (amended scheme)  
Decision: Permission Granted (10/11/1995)

Planning Reference: U/1996/0370  
Location: Lands to south of 578-580 Antrim Road and rear of sentry lane, Mallusk  
Proposal: Housing development  
Decision: Permission Granted (01/12/1998)

Planning Reference: U/1998/0481  
Location: Land to south of 576-580 Antrim Road and rear of sentry lane, Mallusk  
Proposal: Proposed housing development comprising 192 units including dwellings, apartments and townhouses  
Decision: Permission Granted (10/13/1999)

Planning Reference: U/2007/0043/F  
Location: 5 Sentry Lane, Newtownabbey, Co Antrim, BT36 4XX  
Proposal: Erection of single storey steel framed storage building, silver cladding, and the refurbishing of existing workshop/office building and replacement of roof and wall cladding  
Decision: Permission Granted (06/22/2007)

#### **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts, Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3<sup>rd</sup> July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Belfast Urban Area Plan (BUAP): The application site is located within the settlement limit of the Belfast Urban Area. The Plan offers no specific guidance on this proposal.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey and within an area zoned for housing (designation MNY 02/42).

SPPS – Strategic Planning Policy Statement Edition 2: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030 (ANPS): sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 2 – Employment (SP 2)**: aims to encourage growth and investment to support enterprise and increase employment benefits. SP2 is supported by Policy:

- Policy DM 1 Economic Development – Zoned Sites and Settlements

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM 10 Access and Parking; and
- Policy DM 12 Active Travel (Walking and Cycling)

**Strategic Policy 5 – Community Infrastructure (SP 5)**: sets out that the Council's aims of seeking to promote access to community services and the protection of areas of open space areas. SP5 is supported by Policy:

- Policy DM 23 Protection of Open Space

**Strategic Policy 6 - Placemaking and Good Design (SP6)**: sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 25 Urban Design; and
- Policy DM 28 Amenity Impact

**Strategic Policy 8 - Natural Heritage (SPG8)**: seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features. SP3 is supported by Policies:

- Policy DM 37 Designated Sites of Nature Conservation Importance;
- Policy DM 38 Protected Species;
- Policy DM 39 Habitats, Species & Features of Natural Heritage Importance; and
- Policy DM 42 Trees and Development.

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG10 is supported by Policies:

- Policy DM 46 The Control of Development in Flood Plains; and
- Policy DM 47 Surface Water Drainage & Sustainable Drainage System.

### **CONSULTATION**

**Dfl Roads** – No objection

**Environmental Health Section** – No objection subject to condition

**Dfl Rivers** – Refusal

### **REPRESENTATION**

Thirteen (13) neighbouring properties were notified of the proposal and seven (7) letters of representation were received from four (4) properties.

The full representations made regarding this proposal are available for Members to view online at the Planning Portal ([www.planningni.gov.uk](http://www.planningni.gov.uk)).

A summary of the key points of objection raised is provided below:

- Increase in vermin;
- Spoil piles created on neighbouring land resulting from development;
- The site forms communal land/open space as part of the approved Rogan Manor development;
- Previous application on adjacent site was withdrawn due to negative NI Water and Dfl Rivers responses;
- Trees and vegetation removed to facilitate the development;
- Ecological concerns due to proximity to river;
- Increase in water discharge from commercial wash area;
- Flooding and drainage concerns; and
- The vehicle dealership has only recently sold cars, previously only sold forklifts.

### **ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS**

The main issues to consider in the determination of this application are:

- Policy Context and Principle of Development;
- Siting, Design and Impact on the Character and Appearance of the area;
- Neighbour Amenities;
- Access and Parking;
- Natural Heritage and Trees; and

- Flooding and Drainage

### **Preliminary Matters**

Concerns were raised with the agent on 3<sup>rd</sup> December regarding the proposal being located on an area of open space and with the proposal being partly located within the fluvial floodplain. The agent was also advised at this time that a biodiversity checklist would be required, however it was not formally requested as the principle of development had not been established.

The agent responded with information on 20<sup>th</sup> January, however it did not mitigate the Council's concerns regarding the location of the development within an area of open space. The Council also made the agent aware on 5<sup>th</sup> March 2026, that the existing site which the proposal seeks to extend is not approved for vehicle sales. As such, the principle of development was not considered acceptable as is outlined within the report.

### **Legislative Context**

#### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017, nor is it located within a sensitive area, therefore there is no requirement for an EIA screening determination.

#### Appropriate Assessment

The subject site is located adjacent to a designated watercourse, which is hydrologically connected to Lough Neagh. Given the site's proximity to the watercourse, a biodiversity checklist would be required to be submitted and proposed mitigation measures. Such information would usually be required to complete the assessment and therefore a precautionary refusal reason has been added as discussed further below under Natural Heritage.

### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply.

The application site is defined as being within the settlement limit of Metropolitan Newtownabbey in the draft Belfast Metropolitan Area Plan, published 2004 (dBMAP). In line with the transitional arrangements set out in the SPPS, the BUAP, the dBMAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

The proposal is for the retention of hard standing, fencing and associated works for the extension to external vehicle display and sales area associated with existing vehicle dealership. It is worth noting that the 'vehicle dealership' referred to in the description of development does not have the benefit of planning permission or a Certificate of Lawfulness for such a use and this is discussed below.

Under the Planning (Use Classes) Order (Northern Ireland) 2015, development for the sale or display for sale of motor vehicles are a "Sui Generis" use which falls outside any specified use class. This is not an industrial or storage use, however it is considered an employment-related development. There is no specific zoning for the application site contained within the Belfast Urban Area Plan which is the extant plan for the area. Whilst the draft zoning within dBMAP is a material consideration and does indicate the site is zoned for residential use, given its draft status, more weight is attributed to the BUAP which operates as the extant plan for the area. In this instance, the site is located on unzoned lands within the BUAP and the surrounding uses are predominantly various forms of industry. As such, the proposal is considered to be compatible with the surrounding uses.

SP 2 of the ANPS addresses employment uses with SP 2.1 indicating that Council will operate a presumption in favour of employment-related development, provided it meets the requirements of Policy SP 2 and other relevant policies. Table 3 identifies 'South of Antrim Road' to be designated as a Strategic Employment Location (SEL), with the specific boundary to be defined through the Local Policies Plan (LPP). At present, the boundary of this SEL has not been confirmed, and it would be premature to speculate whether the application site will fall within it. Until the LPP establishes the definitive SEL boundary, the provisions of the current legacy development plans, both adopted and in draft form, continue to apply. As noted above, under dBMAP the site is located within land zoned for residential use within the settlement limit of Metropolitan Newtownabbey, however under the BUAP, the site is located on unzoned lands within the settlement limit of the Belfast Urban Area.

Policy DM 1 of the ANPS relates to zoned sites and development within settlements. Specifically, Policy DM 1.6 supports proposals for business and employment-related development in locations within settlements, provided they are located in accessible locations and are of a scale and nature appropriate to the location.

The Supporting Statement (Document 01, date stamped 20<sup>th</sup> January 2026) indicates the proposed development seeks to provide an extended vehicles sales/display area to the existing Forklifts business at 5 Sentry Lane. It is noted, the use of the word 'sales' clearly points to the use being a form of retail activity and Policy DM 7 indicates that proposals for retail use should be directed to the town centre. DM 7.1 indicates the

Council will apply the following sequential test which requires that locations for new development to be considered in the following order of preference: Centre sites; Edge of Centre sites; and Out of Centre locations that are, or can be made, accessible by walking, cycling and public transport. In this regard, it is considered that vehicle sales due to their differing nature, are not necessarily suited to a town centre location and can be better suited at an alternative location.

Nonetheless, the planning history of the site indicates the buildings on the site are a mixture of industrial use and storage and distribution use and no permission has been granted on the site for vehicles sales. The agent's Supporting Statement (Document 01, date stamped 20<sup>th</sup> January 2026) notes the business sells forklifts and other equipment, however, the most recent approval on the site application (Ref: U/2007/0043/F) indicates the site has approval for industrial and storage use. Forklift sales are a "sui generis" use class, and the proposal therefore falls into a different use class than the lawful use of the site. The proposal is seeking to extend a vehicle sales and display area which currently has no lawful use to be operated as a vehicle sales area. Furthermore, as the applicant is relying on the existing business for this extension, it has not been demonstrated why this form of retailing use would be acceptable at this out of centre location and that the edge of centre options have been assessed and discounted as unsuitable, unviable or unavailable.

Notwithstanding the above, the application site forms part of previous grant of planning permissions, Ref's: U/1996/0370 and U/1998/0481. On the Site Layout Plan, (Drawing No. 02) of the previous grant of planning permission (Ref: U/1998/0481), the application site is identified as 'position of existing planting to be retained'. It is acknowledged that prior to the development, this area does not appear to have been maintained. Nonetheless, owing to this planning history, this area is considered to be part of the open space provision for the wider Rogan Manor development.

Policies SP 5.2 and DM 23 of the ANPS indicates that the Council will operate a presumption against development that would result in the loss of, or have a significant adverse impact on, an area of open space irrespective of ownership, physical condition or appearance.

This matter was raised with the applicant, and they have submitted additional information to address the concerns. The submitted Supporting Statement (Document 01, date stamped 20<sup>th</sup> January 2026), advises that prior to the current use, this area was neglected and not maintained as part of the remaining amenity area of the Rogan Manor development. The agent states the space was inaccessible, overgrown, had ceased functioning as open space and is situated between commercial and industrial premises. The document further goes on to advise the development only encompasses a portion of this open space within the residential site and that a portion of this open space remains. Given the above, the agent states that the development delivers planning gain with a development compatible with the area and outweighs the loss of a small portion of neglected and derelict open space.

It is noted that many of the other areas of open spaces throughout the development (which do currently appear to be maintained) are also identified on Drawing No. 02 of application Ref: U/1998/0481 as also being 'position of existing planting to be retained'. This further demonstrates that despite not being specifically entitled 'open space', it was the intention of this permission to retain these spaces as areas of open space provision within the development. Policy DM 23.1 of the ANPS makes specific comment in relation to the physical condition and appearance of the open space and recommends that the policy provisions apply regardless of the current condition or appearance of the lands. Policy DM 23.2 also provides an exception to the policy where the development brings significant community benefits that clearly outweigh the loss of open space, or when the development is ancillary to the principle use and will enhance the use of the site for sport and recreation. The proposal does not meet either of these exceptions.

With the above considered, it is concluded that despite the application site being within the development limits, that the principle of development cannot be established as the proposal is located on an existing area of open space and would be contrary to Policies SP 5.2 and DM 23 of the ANPS and the proposal is contrary to paragraph 6.280 of the SPPS 2 and Policies SP 2.12 and DM 7 of the ANPS, in that it has not been demonstrated that the car sales use is acceptable at this location.

#### **Siting, Design and impact on Appearance of the area**

Policy SP6 of the ANPS seeks to promote good placemaking, high quality design practices and the importance of the development responding positively to the local context, in this case the wider community facility. Policy DM 25 of the ANPS provides the policy for urban design and requires proposals to make a positive contribution and relate well to the character, appearance and use of materials of the surrounding area.

The proposal consists of a hardstanding area measuring approximately 450sqm and is finished in concrete. The proposal is defined by a 2.5m high paladin fence to the northern (roadside) and most of the eastern boundary. The southern boundary and the southern section of the eastern boundary are defined by 2.5m close boarded timber fencing. The immediate surrounding area on Sentry Lane hosts industrial/commercial uses and tall security fencing characterises the boundaries of the area. As such, the design and the finishes of the proposal are considered acceptable given the context of the area.

#### **Neighbour Amenity**

Criterion (c) of DM 25 states that proposals should be designed as to not have a detrimental effect on the amenity of adjoining properties. Policy DM 28 deals with impact on amenity and states that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties by way of overlooking, loss of privacy, dominance, overshadowing, or other form of disturbance.

The development is located approximately 20m from the nearest residential property (No. 62 Rogan Manor). Given the separation distance and that the tallest element of the development relates to a 2.5m close boarded fence, it is not considered that there will be an adverse impact on the amenity of neighbouring properties by way of loss of privacy, loss of light or dominance.

The Council's Environmental Health Section was consulted and indicated that it has no objection to the proposal subject to a condition restricting the operating hours of the proposal. It is therefore considered that there will be no adverse impact by way of noise, subject to condition.

The objectors have raised concern regarding increased vermin from the development, and spoil piles being created on neighbouring land from the development. Regarding the increase in vermin, there is no evidence to suggest that the development would lead to an increase in vermin in the area. Furthermore, regarding the spoil piles on the neighbouring land, this area lies outside the application site and therefore falls outside the consideration of this application.

It is considered that the proposal will not result in an adverse impact on the privacy or amenity of residents of the adjacent residential properties and is compliant with the provisions of Policy DM 28.

#### **Access and Parking**

Policy SP 3.10 and DM 10 of the ANPS sets out that the Council will seek to ensure that all new development provides safe access arrangements that will not significantly inhibit the free flow of traffic. Access arrangements from the site to the Sentry Lane are unchanged in the proposal and are taken from the Sentry Lane through the existing site entrance. The current parking area is also retained and DfI Roads was consulted with regards to the development proposal and had no objection.

#### **Natural Heritage and Trees**

SP 1.4 of the ANPS states that the Council will adopt a precautionary approach where there are significant risks of damage to the environment while SP 8.3 of the ANPS requires that appropriate weight in the decision-making process is given to the protection of designated sites, priority habitats, protected species and other features of biodiversity interest. Specific policies are provided for designated sites in Policy DM 37, protected species in Policy DM 38 and policies for other habitats, species and features of natural heritage importance are found in Policy DM 39 of the ANPS. Policy DM 42 also deals with trees and development.

In order to facilitate development, it would appear that a large amount of vegetation was cleared from the site which included the removal of a number of mature trees. The site is also situated adjacent to a designated watercourse which is hydrologically connected to Lough Neagh. Given the loss of and proximity to a number of ecological features, such a development would normally require the submission of a bio-diversity checklist and proposed mitigation measures, however, in

this case none has been submitted. Furthermore, a replacement tree planting scheme has not been submitted as required by DM 42.3 of the ANPS.

Given that the principle of development is considered to be unacceptable, the above information was not requested as it would lead to nugatory work and unnecessary expense to the applicant. A reason for refusal has been added to address the lack of information on this point.

### **Flooding and Drainage**

SP 10.2 of the ANPS states the Council will work in partnership with DfI Rivers, other infrastructure providers and developers to reduce flood risk and minimise the impact of all forms of flooding in the Borough. The ANPS aims to achieve this by applying a strong presumption against development proposals within flood plains. Policy DM 46 of the ANPS indicates Council will not the permit development within the flood plains of rivers unless it meets one of the exceptions sets out in DM 46.1. DfI Rivers was consulted on the application and advised that part of the site lies within the 1 in 100 year fluvial flood plain including the most up to date allowance for climate change.

One of the exceptions set out under DM 46.1 of the ANPS is criterion (d) minor development which indicates extensions to non-residential premises (such as industrial and commercial premises) with a footprint less than 150sqm are considered minor development which is likely to have a negligible effect on flood risk. The proposed area of hardstanding is approximately 450sqm in area, however the area of hardstanding within the floodplain is under 100sqm and as such, would represent an exception to floodplain development. DM 46.2 indicates that in exceptional circumstances, where development proposals are considered acceptable in principle within a flood plain, a Flood Risk Assessment (FRA) which sets out adequate measures to manage and mitigate flood risk is required to be submitted. As the principle of development was not considered acceptable, this information was not requested from the applicant and a reason for refusal with regards to flood risk has therefore been added.

One of the objectors has also raised concerns regarding works to levels on the adjoining common ground area and the impact of this also has upon fluvial flooding. The land referred to by the third party lies outside the application site and is therefore outside the remit of this application.

Policy DM 47 states that consideration of drainage issues is a requirement for all development proposals. In this instance, the proposed hardstanding is under the 1000sqm threshold and DfI Rivers have indicated a Drainage Assessment is not required.

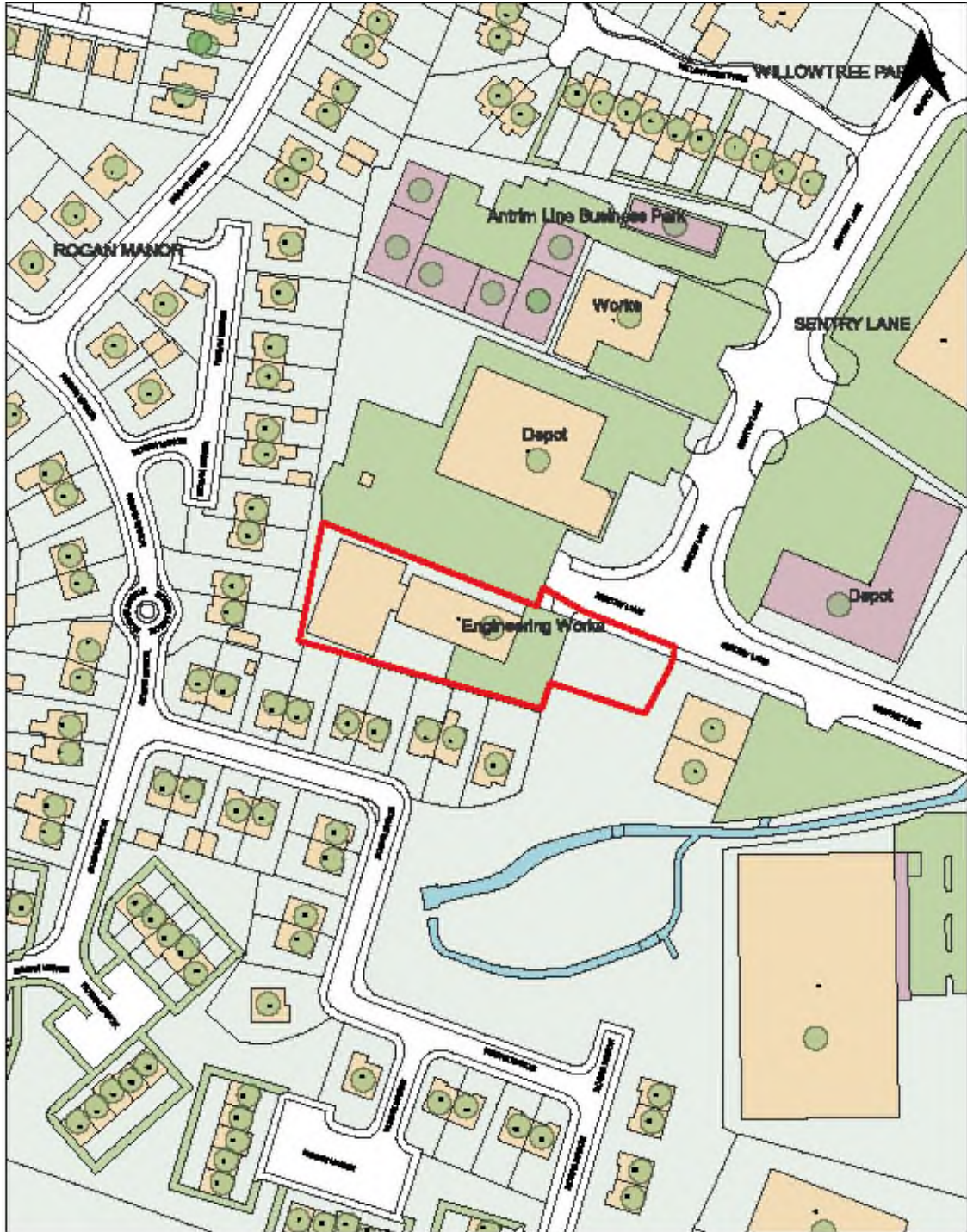
**CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of development is considered unacceptable as the subject development is located on an area of open space and it has not been demonstrated that the development is acceptable in an out of centre location;
- It is considered that the design of the proposal is acceptable within its context;
- The proposal is not considered to result in adverse impacts on neighbouring properties;
- There are no road safety concerns;
- It has not been demonstrated that the proposal does not mitigate flood risk
- Information has not been provided to mitigate the loss of a mature trees and its impact upon priority and protected species, or mitigate the potential impact upon designated sites

**RECOMMENDATION****REFUSE FULL PLANNING PERMISSION****PROPOSED REASONS FOR REFUSAL**

1. The proposal is contrary to paragraph 6.280 of the Strategic Planning Policy Statement (Edition 2) and policies SP 2.12 and DM 7 of the Antrim and Newtownabbey Plan Strategy, in that it has not been demonstrated that the development is acceptable in an out of centre location and that edge of centre options have been assessed and discounted as unsuitable, unviable or unavailable.
2. The proposal is contrary to paragraph 6.205 of the Strategic Planning Policy Statement (Edition 2) and policies SP 5.2 and DM 23 of the Antrim and Newtownabbey Plan Strategy, in that the development if permitted would result in a loss of an area of open space.
3. The proposal is contrary to paragraphs 6.107 and 6.111 of the Strategic Planning Policy Statement (Edition 2) and policies SP 10 and DM 47 of the Antrim and Newtownabbey Plan Strategy, in that it has not been demonstrated that the proposal would adequately mitigate flood risk.
4. The proposal is contrary to paragraphs 6.176, 6.180, 6.183, and 6.192 of the Strategic Planning Policy Statement (Edition 2) and policies SP 8, DM 37, DM 38, DM 39, and DM 42 of the Antrim and Newtownabbey Plan Strategy in that it has not been demonstrated that the proposal would not impact upon priority and protected species, and designated sites and in that the proposal would lead to a loss of mature trees and a replacement planting scheme has not been provided.



Legend

Site Boundary 

Reference: LA03/2025/0720/F



1:1,250

<b>COMMITTEE ITEM</b>	<b>3.7</b>
<b>APPLICATION NO</b>	<b>LA03/2026/0078/S54</b>
<b>DEA</b>	<b>DUNSILLY</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE SECTION 54 APPLICATION</b>
<b>PROPOSAL</b>	Proposed residential development comprising 41 no. units including associated road layout, car parking and landscaping. (Variation of Condition 2 from planning approval LA03/2021/0914/F) regarding mains sewer and Wastewater Treatment Works)
<b>SITE/LOCATION</b>	Land 30m Northeast of no.146 and opposite Nos. 141-147 Staffordstown Road, Randalstown, BT41 3LH
<b>APPLICANT</b>	Creeve Construction Ltd
<b>AGENT</b>	Doherty Architectural Services
<b>LAST SITE VISIT</b>	N/A
<b>CASE OFFICER</b>	Tierna Mc Veigh Tel: 028 90340401 Email: <a href="mailto:tierna.mcveigh@antrimandnewtownabbey.gov.uk">tierna.mcveigh@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Northern Ireland Planning Portal</b></p> <p><a href="https://planningregister.planningsystemni.gov.uk/application/707021">https://planningregister.planningsystemni.gov.uk/application/707021</a></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located on lands at Staffordstown Road, northeast of No. 146 and opposite Nos. 141-147 Staffordstown Road, Randalstown, within the development limits of Creggan-Cranfield as designated in the Antrim Area Plan 1984 – 2001.</p> <p>The application site consists of a roadside field enclosed by hedgerows ranging between 2 and 3 metres in height. Ground levels across the site fall gently by approximately 1–2 metres in a southwesterly direction along the full frontage, which measures around 170 metres in length. The northeastern boundary adjoins the archaeological monument known as 'Cranfield Cross'. Immediately north of the cross is a hard landscaped public seating area, accessed from the Staffordstown Road.</p> <p>To the west, opposite the site, are 6no. detached dwellings, most of which take direct access from Staffordstown Road. Located to the east of the site is a former playing field previously associated with Kickham's Gaelic Athletic Club. A dwelling and garage at No. 146 Staffordstown Road sit adjacent to the southwestern boundary, separated from the site by a laneway that also serves a dwelling and a cluster of agricultural buildings at No. 148 Staffordstown Road. Agricultural land lies to the south.</p>	

## RELEVANT PLANNING HISTORY

Planning Reference: LA03/2023/0546/S54

Location: Land 30m Northeast of no 146 and opposite no's 141-147 Staffordstown Road, Randalstown, BT41 3LH

Proposal: 41no dwelling (Variation of condition 2 from planning approval LA03/2021/0914/F regarding mains sewer and Wastewater Treatment Works)

Decision: Application Withdrawn !6th October 2023

Planning Reference: LA03/2021/0914/F

Location: Lands at Staffordstown Road, Northeast of No.146 and opposite No's 141 – 147, Staffordstown Road, Randalstown

Proposal: Residential development comprising 41 No. units (14 house types) including associated road layout, car parking and landscaping

Decision: Permission Granted (11/01/2023)

Planning Reference: LA03/2019/0256/RM

Location: Lands 120m SE of 141 Staffordstown Road, Creggan, Randalstown

Proposal: Proposed residential development comprising 24 units (semi-detached and detached), public and private amenity space, private sewage treatment plant, landscaping, access and ancillary site works.

Decision: Permission Granted (09/03/2020)

Planning Reference: LA03/2016/0090/O

Location: Lands 120 metres southeast of No. 141 Staffordstown Road, Randalstown

Proposal: Proposed residential development comprising 24 units (semi-detached and detached), public and private amenity space, private sewage treatment plant, landscaping, access and ancillary site works.

Decision: Permission Granted (01/08/2016)

Planning Reference: T/2005/0582/F

Location: Lands at Staffordstown Road, Creeve, Randalstown; Northeast of 146 and Opposite No 141-147 Staffordstown Road.

Proposal: Proposed residential housing development consisting of 3 No. detached 14 semi-detached & 29 No. Duplex apartments and 4 no. apartments. Total 50 No. Units.

Decision: Permission Granted (17/07/2007)

Planning Reference: T/2001/0957/F

Location: 144 Staffordstown Road, Randalstown

Proposal: Site of Housing Development

Decision: Permission Granted (07/01/2003)

## PLANNING POLICY AND GUIDANCE

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3rd July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings has not yet been published. As such the settlement limits, local designations and

zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Antrim Area Plan 1984 - 2001: The application site is located within the development limits of Creggan-Cranfield. There are no designations or zonings applicable. The Plan offers no specific guidance on this proposal.

Strategic Planning Policy Statement for Northern Ireland Edition 2 (SPPS): sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The Plan identifies Creggan/Cranfield as a Hamlet. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM 10 Access and Parking;
- Policy DM 12 Active Travel (Walking and Cycling); and
- Policy DM 16 Telecommunication Facilities and Digital Services

**Strategic Policy 4 - Homes (SP 4)**: sets out that the Council's aims of achieving quality in new residential development both within urban settlements and the countryside. SP4 is supported by Policy:

- Policy DM 17 Homes in Settlements

**Strategic Policy 6 - Placemaking and Good Design (SP6)**: sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 25 Urban Design; and
- Policy DM 28 Amenity Impact

**Strategic Policy 7 - Historic Environment (SPG7)**: Indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by Policy:

- Policy DM 30 Archaeology

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG10 is supported by Policy:

- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems; and
- Policy DM 50 Pollution.

#### **CONSULTATION**

**NI Water** – No viable developer-led solution available to achieve a foul connection.

#### **REPRESENTATION**

Fifteen (15) neighbouring properties were notified of the application and no representations have been received in respect of the proposal.

#### **ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS**

##### **Policy Context and Principle of Development**

Section 54 of the 2011 Act applies to applications for planning permission for the development of land without complying with conditions subject to which a previous planning permission was granted. On receipt of such an application, the Council may only consider the question of the conditions subject to which planning permission should be granted and it cannot revisit the principle of the development granted previously. The Council can grant such permission unconditionally or subject to different conditions, or it can refuse the application if it decides the original condition(s) should continue. The original planning permission will continue to exist whatever the outcome of the current application.

The principle of development on this site was established under planning application Ref: LA03/2021/0914/F, approved on 11 January 2023. The purpose of this application is solely to amend the wording of Condition 2 of that approval; therefore, the established principle of development cannot be reconsidered. Assessment will focus on the proposed modification to Condition 2 attached to planning permission, Ref: LA03/2021/0914/F and whether the requested variation of condition is acceptable.

Accompanying the application are the Site Location Plan (Drawing Number 01) and a Planning Support Statement (Document 01), each dated 14 February 2026.

##### **Condition to be Amended**

Condition 2 relates to the capacity of the main sewers and receiving Wastewater Treatment Works and reads:

*“No development shall commence until it has been demonstrated to the satisfaction of the Council that the mains sewer and the receiving Wastewater Treatment Works has the capacity to receive the wastewater and foul sewerage from the development. A connection to the public sewer will not be permitted until the Article 161 Agreement has been authorised.*”

*Reason: To ensure an adequate means of sewage disposal is provided and to ensure protection of the aquatic environment."*

The applicant is seeking permission to amend the wording of Condition 2 to read:

*"No development shall proceed beyond sub-floor construction of the dwelling units hereby approved until it has been demonstrated to the satisfaction of the Council that the mains sewer and the receiving Wastewater Treatment Works has the capacity to receive the wastewater and foul sewerage from the development.*

*Reason: To ensure an adequate means of sewage disposal is provided and to ensure protection of the aquatic environment."*

The condition was added initially as NI Water (NIW) raised concerns with the network and wastewater treatment capacity not being available to service the development. NIW had agreed to the condition to ensure no development takes place until the mains sewer and the receiving Wastewater Treatment Works (WWTW) has the capacity to receive the wastewater and foul sewerage from this development and a connection to the sewer has been granted under the Water and Sewerage Services Act (Northern Ireland) 2016. This condition was considered necessary to ensure adequate wastewater treatment capacity is available to serve this development.

Document 01, prepared by the applicant's agent, states that by amending the condition to restrict development from proceeding beyond sub-floor construction, this would enable the applicant to lawfully commence development and thereby safeguard the extant planning permission. The agent refers to similar cases across Northern Ireland where NI Water has accepted amended conditions that restrict development beyond sub-floor level. Annex C of Document 01 includes correspondence from NI Water in relation to Ref: LA10/2025/0137/F, approved by Fermanagh and Omagh District Council on 16th June 2025, confirming acceptance of the proposed amended wording to Condition 2. However, it must be noted that the Council is not bound by the decisions of other councils. In this case, there is no viable developer led solution available to achieve a foul connection to the existing public wastewater network.

The applicant's agent contends that the condition in its current form is unreasonable, as its scope extends beyond what is necessary and therefore does not accord with government guidance on the use of planning conditions. Reference is made to the SPPS, specifically the 'six tests' for conditions, as well as Development Management Practice Note 20, in particular paragraphs 1.1 and 4.2. The submission also draws upon the Planning Practice Guidance (PPG) associated with the National Planning Policy Framework (NPPF) for England, with the agent arguing that this is relevant because the 'six tests' for planning conditions derive from the wider legal and planning framework that applies across the United Kingdom and are therefore material to the consideration of this case.

The agent acknowledges the necessity of ensuring adequate sewage disposal for the development to prevent pollution and protect the aquatic environment. However, the agent raises two significant concerns regarding the current wording of the planning condition.

The agent raises an issue with the first part of the condition, which imposes a pre-commencement restriction. The agent contends that this requirement is overly broad, unjustified, and unreasonable. No clear justification has been provided for its imposition, and that pre-commencement conditions should only be used for matters that must be resolved before development begins. Instead, the agent suggests that the objective of the condition could be achieved through a pre-occupation condition, which would be more appropriate and in line with practices observed by the Planning Inspectorate in England. Additionally, the agent references planning application Ref: LA03/2023/0546/S54, which sought to amend Condition 2 to a pre-commencement condition, preventing occupation until it was demonstrated that the sewerage system had adequate capacity. Although the application was scheduled for presentation to the Council's Planning Committee in October 2023, it was recommended for refusal and subsequently withdrawn by the applicant.

The agent also challenges the inclusion of the latter part of the condition, which requires authorisation of an Article 161 Agreement. The agent argues that this provision pertains to a separate legislative process concerning the adoption of sewers, a matter not directly related to planning control. As such, the agent proposes that this requirement be removed from the planning condition. The agent further suggests that a simple informative note would be more appropriate, serving to alert the applicant to the statutory obligation without incorporating it into the planning condition.

Paragraph 4.11 of the SPPS, requires that local planning authorities take account of environmental and amenity considerations when managing development including sewage. Policy DM 50 requires that for proposals with the potential to cause significant pollution in terms of noise, air, water or light emissions a detailed assessment report on the levels, character and transmission of the potential pollution is undertaken and submitted by the developer. The report should demonstrate that the development will not give rise to an unacceptable adverse effect on local amenity or the environment and must set out appropriate mitigation measures to address any pollution identified.

The Council has a statutory duty to ensure that development does not give rise to pollution or environmental harm. In this case, securing confirmation of available capacity and obtaining the required Article 161 Agreement was controlled through the imposition of a pre-commencement condition (Condition 2).

The proposed amendment to replace the existing pre-commencement requirement with a pre-occupation condition would allow construction of the dwelling up to sub-floor level, cannot be supported. Such a change would materially weaken the necessary planning control designed to ensure that an adequate foul drainage solution is secured before development lawfully commences. The requirement to establish a suitable foul drainage arrangement cannot, as suggested by the agent, be deferred to a later construction stage; it must be addressed prior to commencement. The condition as imposed therefore meets all six tests. An informative alone would not provide the certainty or enforceability required.

NI Water, in its response dated 23 March 2026, states that the existing receiving Cranfield New WWTW has no available treatment capacity and that its

catchment is closed to new foul connections. NI Water further notes that an upgrade of Cranfield New WWTW is not included in the current Price Control 21 Programme (April 2021–March 2027) and is unlikely to be included in the next Price Control period. Consequently, it is expected to be a considerable number of years before the existing works are upgraded and the site can obtain a connection to the public wastewater network.

Accordingly, NI Water advises that there is no viable developer-led solution. The only alternative the developer may wish to consider is the installation of a private WWTW, which would be subject to separate statutory approvals. Another option for the applicant, is to renew the planning permission on the site which expires on 11<sup>th</sup> January 2028.

Having considered NI Water's comments, allowing the development to proceed to sub-floor level in these circumstances would enable partial construction of the proposed housing and there is a substantial risk that the site could remain in a partially completed state for an indefinite period, which would allow the partial development of a housing development with no prospect of competition to undermine the character and appearance of the surrounding area and run contrary to Policy DM 25 of the ANPS. It is considered that such an outcome would have an adverse impact on local visual amenity and would not make a positive contribution to the overall character of the area.

In the continued absence of an authorised Article 161 Agreement from NI Water, the variation of Condition 2 of LA03/2021/0914/F is not acceptable in this instance.

#### **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

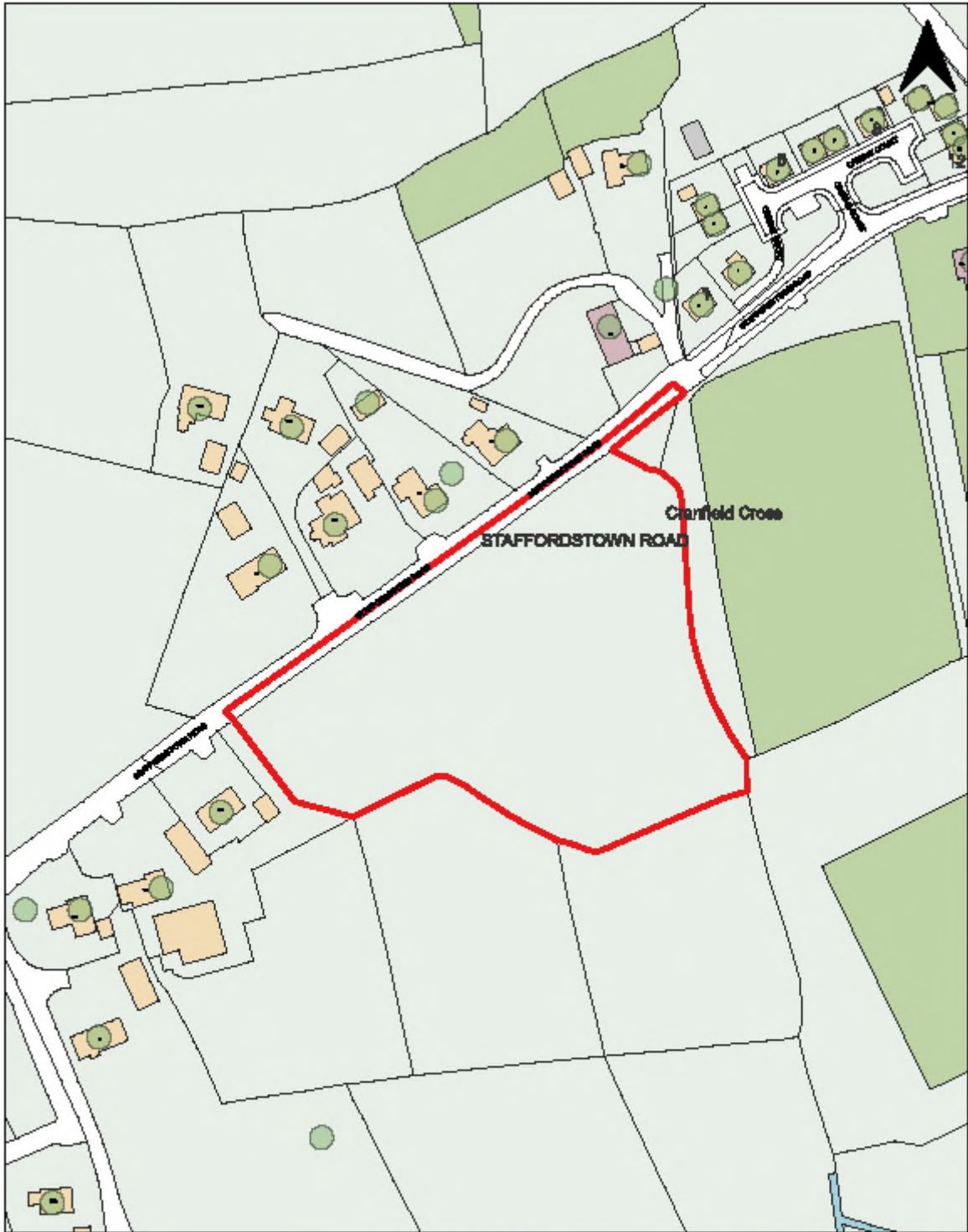
- The principle of the development has been established through planning permission LA03/2021/0914/F; and
- It is considered that a variation of the wording of Condition 2 of LA03/2021/0914/F is unacceptable.

#### **RECOMMENDATION**


#### **REFUSE SECTION 54 APPLICATION**

#### **PROPOSED REASON FOR REFUSAL**

1. The proposal is contrary to Paragraph 6.137 of the Strategic Planning Policy Statement (SPPS) and Policy DM 25 of the Antrim and Newtownabbey Plan Strategy, in that the proposed development, if approved would adversely affect the character of the surrounding area and would fail to make a positive contribution to the area's visual amenity.



Legend

Site Boundary 

LA03/2026/0078/S54



1:1,750

<b>COMMITTEE ITEM</b>	<b>3.8</b>
<b>APPLICATION NO</b>	<b>LA03/2026/0042/F</b>
<b>DEA</b>	<b>DUNSILLY</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Proposed Infill Dwelling
<b>SITE/LOCATION</b>	Land approximately 45m southwest of No. 95 Craigstown Road, Randalstown
<b>APPLICANT</b>	Seamus Heffron
<b>AGENT</b>	CMI Planners
<b>LAST SITE VISIT</b>	11th February 2026
<b>CASE OFFICER</b>	Alice Gallagher Tel: 028 903 40424 Email: <a href="mailto:alice.gallagher@antrimandnewtownabbey.gov.uk">alice.gallagher@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal: <a href="https://planningregister.planningsystemni.gov.uk/application/700410">https://planningregister.planningsystemni.gov.uk/application/700410</a></b></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located approximately 45m southwest of No. 95 Craigstown Road, Randalstown, which is within the countryside and outside the development limit of any settlement as designated in the Antrim Area Plan (AAP) (1984-2001).</p> <p>The application site has a roadside location and comprises part of a larger agricultural field. The northwestern (roadside) boundary is defined by wooden ranch fencing approximately 1.5m high and the northeastern boundary is defined by post and wire fencing approximately 1.5m and mature hedgerow approximately 1.5m high. The southeastern boundary is undefined and the southwestern boundary is defined by a copse of mature trees approximately 12m in height. The topography of the site rises gradually towards and beyond the southeastern site boundary.</p> <p>The area in which the site is located is typically rural in character, mostly consisting of farm holdings and single dwellings.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
There is no relevant planning history.	
<b>PLANNING POLICY AND GUIDANCE</b>	
<p>Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.</p> <p>The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3rd July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the</p>	

Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Antrim Area Plan (AAP) (1984-2001): The application site is located within the open countryside outside the development limit of any settlement limit as identified within Antrim Area Plan. The Plan offers no specific guidance on this proposal.

SPPS 2 – Strategic Planning Policy Statement for Northern Ireland: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030 (ANPS): sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM10 – Access and Parking; and
- Policy DM 15 – Development Relying on Non-Mains Sewage.

**Strategic Policy 4 - Homes (SP 4)**: sets out that the Council's aims of achieving quality in new residential development both within urban settlements and the countryside. SP4 is supported by Policies:

- Policy DM 18 – Homes in the Countryside;
- Policy DM 18C – Dwellings within a Built-Up Frontage; and
- Policy DM 18D – Dwellings within an Existing Cluster.

**Strategic Policy 6 - Placemaking and Good Design (SP6)**: sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 27 Rural Design and Character; and
- Policy DM 28 Amenity Impact.

**Strategic Policy 8 - Natural Heritage (SPG8)**: seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features.

- Policy DM 37 Designated Sites of Nature Conservation Importance;
- Policy DM 38 Protected Species;
- Policy DM 39 Habitats, Species & Features of Natural Heritage Importance; and
- Policy DM 42 Trees and Development.

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG10 is supported by Policies:

- Policy DM 46 The Control of Development in Floodplains; and
- Policy DM 47 Surface Water Drainage and Sustainable Drainage Systems.

Building on Tradition: A Sustainable Design Guide for the Northern Ireland Countryside: sets out design principles for new dwellings in the countryside.

## CONSULTATION

**Council Environmental Health Section –** Objection

**Department for Infrastructure Roads –** Objection

## REPRESENTATION

Four (4) neighbouring properties were notified of the application, and one (1) letter of objection has been received from one (1) neighbour notified property.

The full representation made regarding this proposal are available for Members to view online at the Planning Portal at:

<https://planningregister.planningsystemni.gov.uk/application/701951>

A summary of the key points of objection raised is provided below:

- Concerns regarding the accuracy of the Certificate of ownership of the planning application form; and
- The inclusion of land within the application site not within the applicant's ownership.

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Preliminary Matters
- Policy Context and Principle of Development
- Rural Design and Character
- Neighbour Amenity
- Access and Parking
- Natural Heritage
- Flood Risk
- Sewerage and Drainage
- Other Matters

### **Preliminary Matters**

#### Appropriate Assessment

The subject site is located at lands approximately 45m southwest of No. 95 Craigstown Road, Randalstown and there are no relevant sites close by. The proposed development comprises a single storey dwelling. Having considered the nature, scale and location of the project, there is no conceivable risk to any European Site. The reason for this conclusion is as follows:

- Small scale and nature of the development
- Distance from the nearest European Site and lack of connections

It is concluded that on the basis of the objective information, that the proposed development would not have a likely significant effect on any European Site with alone or in combination with any other plans or projects. Likely significant effects are excluded and therefore Appropriate Assessment is not required.

#### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017, nor it is located within a sensitive area, therefore there is no requirement for an EIA screening determination.

#### Request for Further Information

- Justification for the proposal in relation to the Policies within the ANPS was requested from the agent on 30th January 2026.
- In response, the agent submitted a Supporting Statement (Document 01 date stamped 2nd February 2026), which indicates that the agent considers the proposal to satisfy both Policy DM 18C and Policy DM 18D of the ANPS.

#### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The ANPS sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply. The site is defined as being within the countryside in Antrim Area Plan (AAP) (1984-2001). In line with the transitional arrangements set out in the SPPS, AAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

Strategic Policy SP 1.11 of the ANPS indicates that development proposals in the countryside will be supported in principle provided that they accord with the relevant policies applicable to the development type otherwise it will not be permitted unless there are overriding reasons why it is essential in a countryside location and cannot be located within a settlement. DM 18.1 of the ANPS indicates that the Council will support the development of new homes in the countryside provided that it meets with the range of development types permitted by policy. One such development type is for a dwelling within a built-up frontage under Policy DM 18C of the ANPS and another is for a dwelling within an existing cluster under Policy DM 18D of the ANPS.

A Supporting Statement (Document 01 date stamped 2nd February) was submitted, which sets out that the agent considered the proposal should be assessed against Policies DM 18C and DM 18D of the ANPS. The Statement suggests that the

application site is positioned between existing buildings that form a continuous and substantial built-up frontage along Nos. 91 to 95 Craigstown Road, and that the gap is 'clearly perceived as part of the established building line'. Moreover, the Statement suggests that the site 'forms part of a recognisable cluster of buildings along the Craigstown Road, comprising Nos. 91 and 95, and other nearby dwellings and rural structures' and that the cluster is located at a crossroads.

DM 18.16 of the ANPS states the Council will support an application for the development of a small gap site, sufficient only to accommodate up to a maximum of two dwellings within an otherwise substantial and continuously built-up frontage where all of the criteria are met:

Criterion (a) of DM 18.16 of the ANPS requires that the frontage comprises five or more substantial buildings consisting of at least three dwellings but excluding ancillary buildings such as garages, small outbuildings and open sided structures. The site is not considered to form a gap within an otherwise substantial and continuously built-up frontage. The submitted Site Layout Plan (Drawing No. 02 date stamped 23rd January 2026) indicates that there are three dwellings located along this stretch of the Craigstown Road, (Nos. 91, 93 and 95 Craigstown Road and one substantial agricultural outbuilding, which has accompanying development to the rear. Therefore, there are not five substantial buildings located along this roadside frontage and the proposal is not considered to meet criterion (a) of Policy DM 18C.

Criterion (b) of DM 18.16 of the ANPS requires that the frontage appears as a visual entity in the landscape and all the existing buildings front directly onto a public road or private shared laneway. Although all the buildings front directly onto the Craigstown Road, it is considered that the frontage does not appear as a visual entity in the landscape, as there is a significant gap of approximately 72.8m between the dwelling at No. 93 Craigstown Road and the agricultural building adjacent to No. 95 Craigstown Road. Moreover, it is noted that there is a small copse of mature trees (approximately 644sqm) located in the northwestern corner of the application site adjacent to No. 93 Craigstown Road, which further breaks up any visual connection between the buildings. The proposal is therefore not considered to meet criterion (b) of Policy DM 18C.

Criterion (c) of DM 18.16 of the ANPS requires that the gap site for up to two dwellings is not greater than 60m between the existing buildings. As noted above, the gap between the dwelling at No. 93 Craigstown Road and the agricultural building adjacent to No. 95 Craigstown Road is approximately 72.8m and as such the proposal is not considered to satisfy criterion (c) of Policy DM 18C.

Criterion (d) of DM 18.16 of the ANPS requires that the proposed site provides a suitable degree of enclosure to allow the proposed development to integrate into the countryside. It is considered that the site is capable of providing a suitable degree of enclosure due to the existing copse of trees in the southwestern corner of the site, the existing 1.5m high mature hedge along the northeastern site boundary and the agricultural outbuildings to the northeast of the application site. The proposal is therefore considered to satisfy criterion (d) of Policy DM 18C.

Criterion (e) of DM 18.16 of the ANPS requires that the proposed development respects the existing development pattern and will not significantly alter its existing character or visually intrude into the open countryside. Although there is a

development on both sides of the proposal, it is considered that the proposed development does not respect the existing development pattern as the application site includes a mature copse of trees, an access which serves No. 93a Craigstown Road approximately 88.2m to the southeast, and a separate access to serve agricultural lands in the applicant's ownership to the rear, and is therefore significantly different to the neighbouring individual roadside plots. The front width of the plot is approximately 43.5m (however, there has been a challenge to the submitted certificate with regards to the ownership of the land within the application site), which is similar to adjacent plots. The proposal is for a dwelling with a maximum ridge height of approximately 6.6m, finished in smooth render painted white. The proposed design of the dwelling is in keeping with the character of the neighbouring single storey dwellings. The proposal is considered to significantly alter the existing character the character of the surrounding landscape given it includes several elements (agricultural access, access to another dwelling and a copse of trees) not seen in other plots. The proposal is therefore not considered to satisfy criterion (e) of Policy DM 18C.

In summary, the proposal fails to comply with criteria (a), (b), (c) and (e) of Policy DM 18C of the ANPS and the principle of development is therefore not acceptable in this regard.

Policy DM 18D of the ANPS refers to dwellings within an existing cluster and DM 18.17 of the ANPS states the Council will permit a new dwelling within an existing cluster of development where all of the following criteria are met:

Criterion (a) of DM 18.17 of the ANPS requires that the cluster lies outside a farm holding and comprises five or more substantial buildings incorporating at least three dwellings but excluding ancillary buildings such as garages, outbuildings and open sided structures. The submitted Supporting Statement (Document 01 date stamped 2nd February 2026) suggests that the cluster of development comprises 'Nos. 91, 95 and other nearby dwellings and rural structures'. Although the two (2) farm outbuildings immediately adjacent to and north of the application site are discounted from being within a cluster, it is considered a cluster of dwellings exist to the south of the application site which includes Nos. 91, 93 and 93a Craigstown Road and Nos. 25, 25a and 27 Oldwood Road. The application site lies outside of the cluster of dwellings and as such the proposal is therefore not considered to comply with Criterion (a) of Policy DM 18D.

Criterion (b) of DM 18.17 of the ANPS requires that the cluster appears as a visual entity in the landscape and incorporates or is closely associated with a local focal point, such as a community building or facility, or a crossroads. Whilst all buildings along this stretch of the Craigstown Road can be seen when travelling along the road, they do not appear as a visual entity due to the significant gap (approximately 72.8m) between the dwelling at No. 93 Craigstown Road and the adjacent agricultural buildings, as well as the copse of trees in the northwestern portion of the application site interrupting any sense of continuity along the roadside. The agent within the Supporting Statement (Document 01 date stamped 2nd February 2026) suggests that the cluster is located at a crossroads, however it is noted that the application site is approximately 176.3m northwest of the Oldwood Road and Craigstown Road crossroads and the dwelling located at No. 91 Craigstown Road (identified by the agent as forming part of the cluster) is located approximately

87.5m northwest of the cluster. The proposal is therefore not considered to comply with Criterion (b) of Policy DM 18D.

Criterion (c) of DM 18.17 of the ANPS requires that the proposed site provides a suitable degree of enclosure and is bounded on at least two sides with other development in the cluster. It is considered that the site is capable of providing a suitable degree of enclosure due to the existing copse of trees along the northwestern boundary, and the hedgerow along the northeastern boundary, as well as the agricultural sheds adjacent to and northeast of the application site. As such the proposal is considered to comply with criterion (c) of Policy DM 18D.

Criterion (d) of DM 18.17 of the ANPS requires that the new dwelling can be absorbed into the existing cluster through rounding off and consolidation and will not significantly alter its existing character or visually intrude into the landscape. It is considered that the single-storey nature of the dwelling and proposed hedgerow planting would mean that the new dwelling would not significantly alter the existing character of the surrounding area or visually intrude beyond the built form into the landscape. As the proposed dwelling lies beyond the cluster the proposal is not considered to comply with criterion (d) of Policy DM 18D.

In summary, the proposal fails to comply with criteria (a), (b) and (d) of Policy DM 18D of the ANPS and the principle of development is therefore not acceptable in this regard.

### **Design, Integration and Rural Character**

Paragraph 6.70 of the SPPS states that all development in the countryside must integrate into its setting, respect rural character and be appropriately designed. The ANPS includes a number of policies that any proposed development within the countryside must demonstrate in relation to appearance and design.

DM 18.2 of the ANPS states that in all cases, the Council will expect proposals for new residential development to be sited and designed to integrate sympathetically with their surroundings and not to have an adverse impact on the landscape character or rural amenity of the countryside. Furthermore, Policy DM 27 of the ANPS indicates the Council will support development in the countryside where it is sited to integrate sympathetically into its surroundings and respects rural character. New buildings will be expected to demonstrate high quality rural design, appropriate to the proposed site and its context.

DM 27.3 of the ANPS states that development will be acceptable where it respects the traditional pattern of development in the area and will not cause a detrimental change to, or further erode, the rural character of the area.

The proposed dwelling is approximately 45m southwest of No. 95 Craigstown Road and adjacent to and southeast of a grouping of existing farm outbuildings. The proposed dwelling takes an 'L' shape form, with a rear projection, and has a ridge height of approximately 6.6m, a width of 18.1m and a maximum length of 13.8m. The proposed dwelling is considered to integrate into the rural area and will not have an adverse impact on the landscape character. The proposed dwelling is to be finished in blue / black slates with a pitched roof, smooth render painted white and black uPVC windows and rainwater goods, with natural stone cladding on the entrance porch and rear projection. Stone cladding can be found within the wider rural

context and in this instance only encompasses a small section of the dwelling. Accordingly, a condition could be imposed to any forthcoming planning permission which would require this material to be locally sourced Antrim Basalt.

DM 18.2 of the ANPS sets out the requirement that proposals should integrate sympathetically with their surroundings and won't have an adverse impact on the landscape character of the surrounding rural area. In this case, whilst the frontage width of the application site (approximately 43.5m) is similar to surrounding frontage widths, the proposed site layout (as shown on Drawing No. 02 date stamped 22nd January 2026) comprises several elements in addition to the proposed dwelling (1 no. access to agricultural lands to the rear, 1 no. access to No. 93a Craigstown Road approximately 88.2m southeast of the proposed dwelling, and a copse of mature trees) which creates a significantly restricted site and a sense of overdevelopment on the site when viewed from public viewpoints. In addition, these constraints create a restricted area of land for the provision of a dwelling. As indicated on the concept layout on the Site Layout Plan (Drawing No. 02 date stamped 22nd January 2026) the proposed dwelling has a maximum rear garden depth of approximately 7.2m and a minimum rear garden depth of approximately 4m, which is significantly less than that afforded to neighbouring properties. Overall, the proposal is contrary to Policy DM 18.2 in that it fails to integrate sympathetically with its surroundings and will have an adverse impact on the rural character of the surrounding area.

The proposed development would be visible when travelling in both directions along the Craigstown Road. Although the Site Layout Plan (Drawing No. 02 date stamped 22nd January 2026) indicates proposed planting along the northeastern portion of the application site and within the site to assist the dwelling to integrate within the landscape, this will take a number of years to become established.

In summary, it is considered that the proposed dwelling would not integrate into the surrounding landscape and would have an adverse impact on the landscape character of the surrounding area.

### **Neighbour Amenity**

Paragraph 4.27 of the SPPS states that planning authorities will reject poor designs, particularly proposals that are inappropriate to their context, including schemes that are clearly out of scale, or incompatible with their surroundings, or not in accordance with the LDP or local design guidance.

DM 28.1 of the ANPS states the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties. Both the individual and cumulative impacts of proposals on amenity will be considered in assessing their acceptability.

No. 95 Craigstown Road is the closest residential property to the proposed dwelling and is within the applicant's ownership. There is no perceived adverse impact on the residential amenity of No. 95 from the proposed dwelling as there is a significant separation distance of approximately 45m. In addition, the farm outbuildings, which are located approximately 7.1m to the east of the application site are considered to block any views between the existing and proposed dwellings.

No. 93 Craigstown Road abuts the application site to the southwest. There is no perceived adverse impact due to the significant separation distance of approximately 48m between the existing and proposed dwelling and the intervening copse of trees.

In relation to the impact on the amenity of any future occupier of the proposed dwelling, as indicated on the Site Layout Plan (Drawing No. 02 date stamped 22nd January 2026) an existing laneway serving No. 93A Craigstown Road traverses the application site. Additionally, a proposed access to serve agricultural lands to the rear of the proposed dwelling, which are indicated to be in the applicant's ownership on the Site Location Plan (Drawing No. 01 date stamped 22nd January 2026), is proposed to traverse the site. At its closest point the proposed agricultural access is located approximately 11m to the southwest of the proposed dwelling. It is considered that the access laneway and the proposed agricultural access could prejudice any privacy afforded to the rear amenity space of the proposed dwelling, as well as creating a noise nuisance from farm machinery, which could potentially be using the lane. Moreover, it is noted that there are two (2) windows (serving a sun lounge and a kitchen) on the southwestern elevation of the proposed dwelling which would face onto the proposed access serving the agricultural lands at the rear of the application site. It is considered that the amenity of these rooms could be negatively affected by noise nuisance from any farm machinery which could be potentially using the access lane to gain access to the agricultural lands to the rear.

Moreover, the Council's Environmental Health Section (EH) was consulted and raised concerns in relation to the siting of the proposed dwelling, which is within 75 metres of the farm buildings and farmyard, with no indication that the future occupiers of the proposed dwelling will be associated with the adjacent farm operations. Additionally, as per the EH consultation response, one of the farm buildings which is situated approximately 5m northeast of the proposed dwelling is used for housing cattle. EH is of the view that amenity at the proposed residential dwelling could be impacted by the adverse impacts of odour, vermin, flies etc. arising from the adjacent farm. EH went on to state that such impacts are minimised by increasing the separation distance and suggests that consideration should be given to relocating the proposed dwelling so that a separation distance of at least 75m is achieved.

This was not requested from the agent as the principle of development has not been established. Additionally, it is considered that where site constraints prevent separation distances of sufficient magnitude, the potential impact may be mitigated by other means, such as the inclusion of mechanical ventilation systems where necessary.

### **Access and Parking**

Paragraph 6.296 of the SPPS indicates that the aim of the SPPS with regard to transportation is to secure improved integration with land-use planning, and to facilitate safe and efficient access, movement and parking. Additionally, criterion (g) within paragraph 6.297 of the SPPS states that the regional strategic objectives for transportation and land-use planning are to promote road safety, in particular for pedestrians, cyclists and other vulnerable road users.

SP 3.10 of the ANPS indicates that the Council will seek to ensure that all new development provides safe access arrangements that will not significantly inhibit the free flow of traffic, and that sufficient car and cycle parking is provided.

DfI Roads was consulted and requested that the red line on the Site Location Plan be amended to show the required 2.4m x 115m visibility splay in both directions to be fully triangulated, Certificate C of the application form completed for the third-party land required to provide both the visibility splays (from No. 95 Craigstown Road on the critical side and No. 93 on the non-critical side) and to amend the notes on the Site Layout Plan which refer to 2.4m x 90m required splays.

Given the concerns with the principle of development, Officers did not request the information but notwithstanding the concern with the principle of development such information would normally be required to ensure that the proposed development would provide safe access arrangements.

### **Natural Heritage**

SP 1.4 of the ANPS states that the Council will adopt a precautionary approach where there are significant risks of damage to the environment whilst SP 8.3 of the ANPS requires that appropriate weight in the decision-making process is given to the protection of designated sites, priority habitats, protected species and other features of biodiversity interest. Specific policies for designated sites are provided within Policy DM 37 of the ANPS, policies relating to protected species are provided under Policy DM 38 of the ANPS, whilst Policy DM 39 of the ANPS addresses other habitats, species and features of natural heritage importance.

The application site is not located on any designated site or priority habitat, nor are there any protected species or other features of biodiversity interest present on site. However, a condition could be attached if planning permission were to be forthcoming to ensure that if any tree, shrub or hedge is removed, uprooted, destroyed, dies or becomes seriously damaged, that trees and shrubs of the same species and size shall be planted at the same place to ensure the provision, establishment and maintenance of a high standard of landscape.

### **Sewerage & Drainage**

Policy DM 15 of the ANPS states that the Council will only support development proposals for non-mains sewerage where it is demonstrated that this will not create or add to a pollution problem. In addition, Policy DM 47 of the ANPS states that consideration of drainage issues is a requirement for all development proposals.

The proposed development is not located on an area of 'present day surface water' or 'climate change surface water' as indicated by the Flood Maps (NI) and as such, a Drainage Assessment is not required.

NI Water was not consulted in relation to this application for a single dwelling in the countryside. As indicated on the planning application form, and on the Site Layout Plan (Drawing No. 02 date stamped 22nd January 2026), foul sewage is to be disposed of via a package treatment plant. An informative could be attached should planning permission be forthcoming advising that the applicant's attention is drawn to NI Water's Standing Advice in relation to single domestic properties in the rural area seeking connection to watermains.

### **Other Matters**

An objector raised concern about the accuracy of the completed Certificate A submitted with the application, and their lack of consent for their land to be included in the red line. Owing to the principle of development not being established, further

information in respect of this matter was not requested from the agent. However, an informative can be attached should planning permission be forthcoming which advises that permission does not confer title and it is the developer's responsibility to ensure he controls all the lands necessary to carry out the proposed development.

## **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of development has not been established as the application site is not located within a small gap site that forms a continuous built-up frontage of five or more substantial buildings and does not appear as a visual entity in the landscape;
- The proposal does not meet the policy requirements for a dwelling within a cluster as the cluster includes a farm holding and is not closely associated with a local focal point;
- The proposed dwelling could integrate into the surrounding;
- It is considered that mitigation measures could be put in place so as not to compromise the amenity of the proposed dwelling or neighbouring occupiers;
- It is considered possible to mitigate any flood risk at the application site;
- The proposal is not considered to have any significant detrimental impact on natural heritage features; and
- It has not been demonstrated that the applicant controls all lands necessary to provide the required visibility splays.

## **RECOMMENDATION**

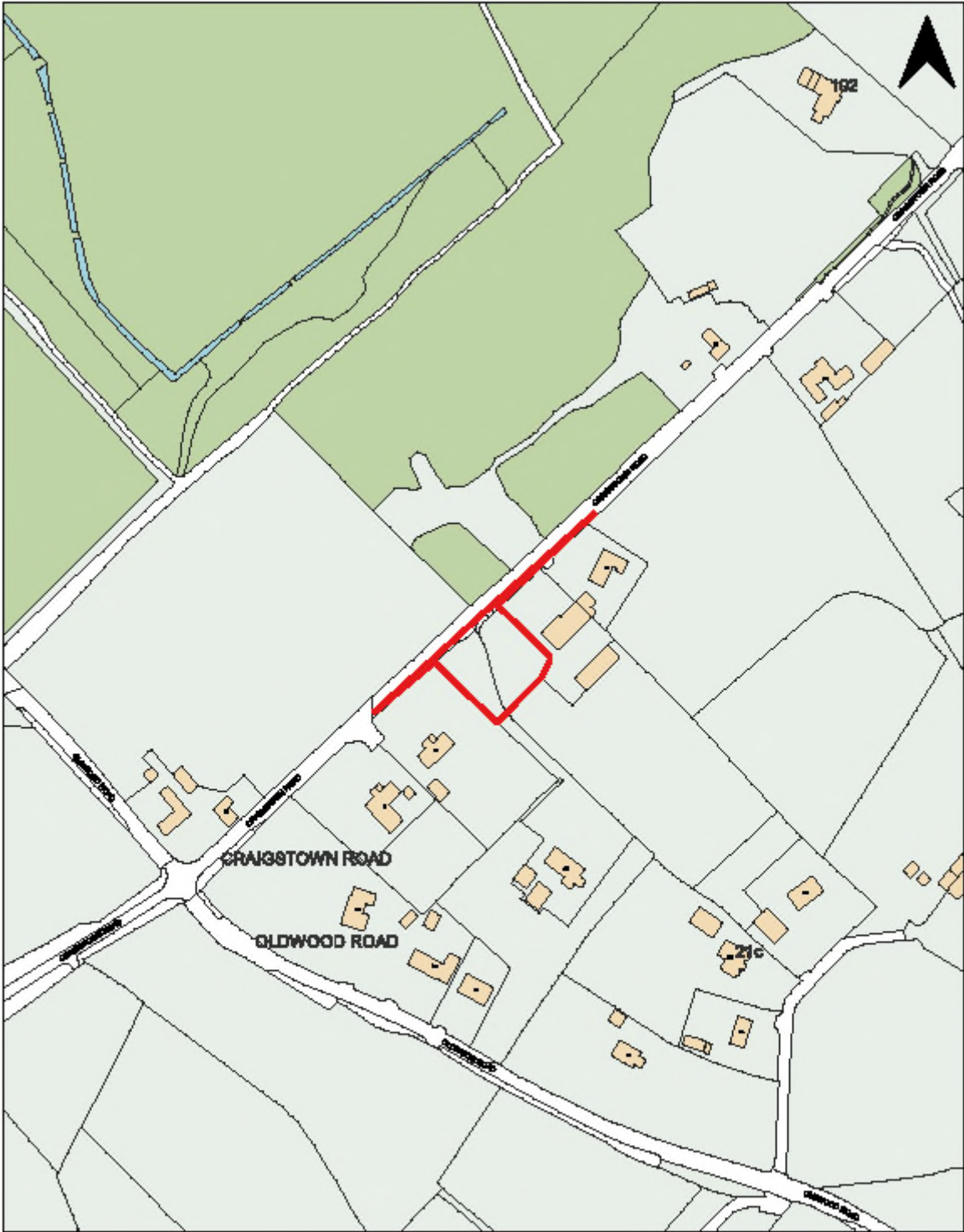
## **REFUSE PLANNING PERMISSION**

## **PROPOSED REASONS FOR REFUSAL**


1. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18C of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (a) of DM 18.16 as the proposal is not considered to form part of a substantial and continuously built-up frontage.
2. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18C of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (b) of DM 18.16 as the proposed dwelling is not located within a frontage that appears as a visual entity in the landscape.
3. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18C of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (c) of DM 18.16 as the proposal is not located within a small gap site.
4. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18C of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (e) of DM 18.16 as the proposal does not respect the existing pattern of development in the rural area.
5. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18D

of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (a) of DM 18.17 is not within a cluster of development.

6. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18D of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (b) of DM 18.7 as the proposed dwelling is not located within a cluster which incorporates or is closely associated with a local focal point.
7. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18D of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (d) of DM 18.7 as the proposed dwelling cannot be absorbed into an existing cluster through rounding off and consolidation and will significantly alter its existing character and visually intrude into the landscape.



Legend

Site Boundary 

LA03/2026/0042/F



1:2,500

<b>COMMITTEE ITEM</b>	<b>3.9</b>
<b>APPLICATION NO</b>	<b>LA03/2025/0850/F</b>
<b>DEA</b>	<b>DUNSILLY</b>
<b>COMMITTEE INTEREST</b>	<b>REFUSAL RECOMMENDED</b>
<b>RECOMMENDATION</b>	<b>REFUSE PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Offsite replacement dwelling and garage (replacement of 17A Cloghogue Road, Toomebridge, Antrim, BT41 3PW)
<b>SITE/LOCATION</b>	35m south of 15 Cloghogue Road, Toomebridge, Antrim, BT41 3PW
<b>APPLICANT</b>	Mark Carey
<b>AGENT</b>	N/A
<b>LAST SITE VISIT</b>	3rd December 2025
<b>CASE OFFICER</b>	Alice Gallagher Tel: 028 903 40424 Email: <a href="mailto:alice.gallagher@antrimandnewtownabbey.gov.uk">alice.gallagher@antrimandnewtownabbey.gov.uk</a>
<p><b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal: <a href="https://planningregister.planningsystemni.gov.uk/application/700410">https://planningregister.planningsystemni.gov.uk/application/700410</a></b></p>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located approximately 35 metres to the south of the dwelling at No. 15 Cloghogue Road, Toomebridge, which is located in the countryside and outside the development limit of any settlement designated in the Antrim Area Plan 1984-2001.</p> <p>The application site is located at the roadside of Cloghogue Road and is part of a wider agricultural field that lies adjacent to No. 15 Cloghogue Road. The northern and western site boundaries are defined by hedgerow approximately 1 metre in height. The eastern boundary is defined by existing trees approximately 8-12 metres in height and post and wire fencing approximately 1 metre in height. The southern boundary is defined by post and wire fencing approximately 1 metre in height.</p> <p>The site located just beyond an existing build-up of development which is located at the junction of the Cloghogue Road with the Roguery Road. The surrounding area is predominantly rural and consists mostly of existing detached roadside dwellings.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Reference: LA03/2024/0481/O Location: 50m south of 15 Cloghogue Road, Toomebridge, Antrim, BT41 3PW Proposal: Dwelling and garage Decision: Permission Refused (20th September 2024) Appeal Dismissed (29th May 2025)</p> <p>Planning Reference: LA03/2023/0333/CLEUD Location: 17a Cloghogue Road, Antrim, BT41 3PW Proposal: Non-compliance with Condition 2 of planning approval T/2010/0164/F Decision: Certificate of Lawfulness Granted (21st November 2023) Planning Reference: T/2010/0164/F</p>	

Location: 17a Cloghogue Road, Toomebridge  
Proposal: Replacement Dwelling  
Decision: Permission Granted (17th May 2010)

Planning Reference: T/2009/0405/F  
Location: 17a Cloghogue Road, Toomebridge  
Proposal: Extensions to front and rear of dwelling  
Decision: Permission Granted (11th September 2009)

Planning Reference: T/2000/0397/F  
Location: Conversion of Garage to Living Accommodation  
Proposal: Conversion of Garage to Living Accommodation  
Decision: Permission Granted (10th January 2001)

### **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3rd July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Antrim Area Plan 1984 – 2001: The application site is located within the open countryside as identified within the Antrim Area Plan, 1984-2001. The Plan offers no specific guidance on this proposal.

SPPS – Strategic Planning Policy Statement for Northern Ireland: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030 (ANPS): sets out the relevant planning policies for assessing planning applications and advertisement consents.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council

will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 3 – Transportation and Infrastructure (SP 3):** aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP 3 is supported by Policies:

- Policy DM10 – Access and Parking; and
- Policy DM 15 – Development Relying on Non-Mains Sewage.

**Strategic Policy 4 - Homes (SP 4):** sets out that the Council's aims of achieving quality in new residential development both within urban settlements and the countryside. SP4 is supported by Policies:

- Policy DM 18 – Homes in the Countryside; and
- Policy DM 18B – Replacement Dwellings.

**Strategic Policy 6 - Placemaking and Good Design (SP 6):** sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP 6 is supported by Policies:

- Policy DM 27 Rural Design and Character; and
- Policy DM 28 Amenity Impact.

**Strategic Policy 7 – Placemaking and Good Design (SP 7):** indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by Policies: Policy DM 32 Listed Buildings.

**Strategic Policy 8 - Natural Heritage (SPG 8):** seeks to protect, conserve and promote the enhancement and restoration of the diversity of our Borough's natural heritage comprised of its habitats, species, landscapes and earth science features.

- Policy DM 37 Designated Sites of Nature Conservation Importance;
- Policy DM 38 Protected Species;
- Policy DM 39 Habitats, Species & Features of Natural Heritage Importance; and
- Policy DM 42 Trees and Development.

**Strategic Policy 10 - Environmental Resilience and Protection (SPG 10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG 10 is supported by Policies:

- Policy DM 46 The Control of Development in Floodplains; and
- Policy DM 47 Surface Water Drainage and Sustainable Drainage Systems.

Building on Tradition: A Sustainable Design Guide for the Northern Ireland Countryside: sets out design principles for new dwellings in the countryside.

## **CONSULTATION**

**Council Environmental Health Section** – No objection

**Department for Infrastructure Roads** – No objection subject to a condition

**Department for Infrastructure Rivers** – No objection

**Historic Environment Division** – Additional information required

**DAERA NED** – Additional information required

#### **REPRESENTATION**

Six (6) neighbouring properties were notified of the application, and no representations have been received.

#### **ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS**

The main issues to consider in the determination of this application are:

- Preliminary Matters
- Policy Context and Principle of Development
- Rural Design and Character
- Neighbour Amenity
- Access and Parking
- Natural Heritage
- Historic Environment
- Flood Risk
- Sewerage and Drainage

##### **Preliminary Matters**

- Concerns relating to the principle of development were raised with the applicant via an email on 16th December 2025 and justification for the proposal in relation to Policy DM 18B of the ANPS was sought.
- In response to the above concern, the applicant submitted a Supporting Statement (Document 02 date stamped 23rd December 2025).
- An email was sent to the applicant on 21st January 2026 outlining Officers' concerns in relation to the replacement of a building previously approved as ancillary accommodation.
- Consequently, the applicant submitted a further Supporting Statement (Document 03 date stamped 27th January 2026).

##### Appropriate Assessment

The subject site is located at 35m south of 15 Cloghogue Road, Toomebridge, Antrim, BT41 3PW, and there are no relevant designated sites close by. The proposed development comprises one (1) dwelling. Having considered the nature, scale and location of the project, there is no conceivable risk to any European Site.

The reason for this conclusion is as follows:

- Small scale and nature of the development
- Distance from nearest European site and lack of connections

I conclude that on the basis of objective information, that the proposed development would not have a likely significant effect on any European Site either alone or in combination with other plans or projects. Likely significant effects are excluded and therefore Appropriate Assessment is not required.

### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017), nor is it located within a sensitive area, therefore there is no requirement for an EIA screening determination.

### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply. The site is defined as being within the countryside in the Antrim Area Plan 1984-2001 (AAP). In line with the transitional arrangements set out in the SPPS, the AAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

Strategic Policy SP 1.11 of the ANPS indicates that development proposals in the countryside will be supported in principle provided that they accord with the relevant policies applicable to the development type otherwise it will not be permitted unless there are overriding reasons why it is essential in a countryside location and cannot be located within a settlement. DM 18.1 of the ANPS indicates that the Council will support the development of new homes in the countryside provided that it meets with the range of development types permitted by policy. One such development type is for a replacement dwelling as provided for by Policy DM 18B of the ANPS which sets out criteria for the assessment of replacement dwellings.

DM 18.7 of the ANPS states that the Council will permit a replacement dwelling where the building to be replaced exhibits the essential characteristics of a dwelling or it can be demonstrated the building was previously used as a dwelling and, as a minimum, all external structural walls are substantially intact.

In this instance, the subject building to be replaced clearly demonstrates the essential characteristics of a dwellinghouse given note to its current form of a single-storey detached building finished in painted render and black roof tiles, which has its structural walls and chimneys intact. The planning history of the site outlines that the subject building was previously approved as ancillary accommodation to the existing dwelling at No. 17 Cloghogue Road (planning application Ref: T/2000/0397/F). In addition, a Certificate of Lawfulness of Existing Use or Development (CLEUD) was granted for the use of the building as a dwelling unit under planning application Ref: LA03/2023/0333/CLEUD. In addition, the applicant has a supporting statement (Document 03 date stamped 27 January 2026), which states that the building has been used as a separate dwelling since around 2008, has a separate postal address

and was also paying domestic rates. It is accepted that the structure to be replaced exhibits the essential characteristics of a dwelling.

Policy DM 18.7 of the ANPS sets out the following criteria must be met:

Criterion (a) requires that the replacement dwelling is sited within the established curtilage of the existing building unless the curtilage is so restrictive that it could not reasonably accommodate a modest dwelling, or it can be shown that an alternative position would result in demonstrable landscape heritage, access or amenity benefits. The proposal is for an offsite replacement dwelling, located approximately 8.5m outside of the shared curtilage of No. 17 and No. 17A Cloghogue Road.

Although the red line of the application site encompasses only the building known as 17a Cloughogue Road and the lands identified for the off-site replacement dwelling, the previous red line for the dwelling to be replaced which was the subject of the Certificate of Lawfulness (Ref: LA03/2023/0333/CLEUD), was significantly larger and the curtilage of that dwelling could reasonably accommodate a modest dwelling.

A new dwelling at this offsite location would not provide any demonstrable landscape, heritage, access or amenity benefits as it relies on new landscaping for enclosure and integration, the site lacks any physical or visual link to the original setting, it has not been established that the proposal will not harm existing habitats and the site requires a new access road rather than utilising an existing access. The proposal therefore does not comply with criterion (a) of Policy 18.7 of the ANPS.

In addition to the above concerns relating to Policy DM 18.7 of the ANPS, Policy 18.12 of the ANPS states that in those cases where the existing building is retained, it will not be eligible for replacement again. This includes situations where the building is immune from enforcement action because of non-compliance with a condition to demolish.

The planning history attached to the subject dwelling to be replaced demonstrates that the subject dwelling has already been replaced under planning application Ref: T/2010/0164/F. Condition 2 of planning application Ref: T/2010/0164/F states:

"The dwelling hereby permitted shall not be occupied until the existing building coloured green on the approved plan 02 date stamped 9 April 2010 is demolished, all rubble and foundations removed, and the site is restored in accordance with the details on the approved plans.

Reason: To preserve the amenity of the area and to prevent an accumulation of dwellings on the site."

Whilst it is evident that the building which was to be replaced is still in situ, in 2023 as outlined above, a Certificate of Lawfulness of Existing Use or Development (CLEUD) was submitted under planning application Ref: LA03/2023/0333/CLEUD for the non-compliance with Condition 2 of planning application T/2010/0164/F and was approved on 20 November 2023. This CLEUD certifies that No. 17A had been occupied as a dwelling since at least 2017 leading up to the application submission date of 3rd April 2023 and the replacement dwelling (No. 15 Cloghogue Road) had also been occupied since at least 2017 to the application submission date.

It is therefore considered that No. 17A has already been replaced by No. 15 as approved by planning Ref: T/2010/0164/F, and as per policy requirements set out by DM 18.17 of the ANPS, is not eligible for replacement again.

### **Design, Integration and Rural Character**

Paragraph 6.70 of the SPPS states that all development in the countryside must integrate into its setting, respect rural character and be appropriately designed. The ANPS includes a number of policies that any proposed development within the countryside must demonstrate in relation to appearance and design.

DM 18.2 of the ANPS states that in all cases, the Council will expect proposals for new residential development to be sited and designed to integrate sympathetically with their surroundings and not to have an adverse impact on the landscape character or rural amenity of the countryside. Furthermore, Policy DM 27 of the ANPS indicates the Council will support development in the countryside where it is sited to integrate sympathetically into its surroundings and respects rural character. New buildings will be expected to demonstrate high quality rural design, appropriate to the proposed site and its context.

This is an outline planning application and therefore no details regarding design have been provided. However, given the location of the site, which is not bounded by any built development to the south or east, it is considered that any dwelling, irrespective of its design would be visible on approach when travelling from the north and along the frontage of the application site. Given the relatively flat nature of the site, it is considered that a proposed dwelling would further erode the rural character of the area and would fail to integrate into the rural landscape.

However, Policy DM 27.3 sets out that development will be acceptable where it will not cause a detrimental change to or further erode rural character through causing a suburban style build-up of development when viewed with existing or approved buildings or would create or add to a ribbon of development. As No. 17A has already been replaced by the dwelling at No. 15 Cloughogue Road under planning application Ref: Planning Reference: T/2010/0164/F, it is considered that the proposal would result in a suburban style build-up of development and would also extend the existing ribbon of development along the Cloughogue Road (to include No. 73, No. 17 and No. 15) in a southerly direction.

It is considered that the proposal does not respect the traditional pattern of development in the area and would further erode the rural character of the area as it would extend the existing ribbon of development along this stretch of the Cloughogue Road.

### **Neighbour Amenity**

Paragraph 4.27 of the SPPS states that planning authorities will reject poor designs, particularly proposals that are inappropriate to their context, including schemes that are clearly out of scale, or incompatible with their surroundings, or not in accordance with the LDP or local design guidance.

DM 28.1 of the ANPS states the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties. Both the individual and

cumulative impacts of proposals on amenity will be considered in assessing their acceptability.

The closest dwelling to the application site is No. 15 Cloghogue Road, which is located approximately 10.3m to the north. Given that the siting of No. 15 is located approximately 54.7m from the roadside and is orientated towards the southwest, it is considered that there will be no negative impact on the amenity of No. 15 as the amenity space belonging to the property will be screened from view by the existing dwelling.

Furthermore, it is considered that there will be no negative impact on the amenity of No. 17 Cloghogue Road, due to the intervening mature hedgerow afforded to the southern boundary of the property which would screen any views of the amenity space of No. 17.

The amenity of No. 14 Cloghogue Road is not considered to be significantly adversely affected due to the intervening roadside boundary hedging afforded to the application site which acts as screening to this property.

It is noted that the Council's Environmental Health Section (EH) were consulted and raised no objection to the proposal.

Although the principle of a new dwelling is not considered acceptable, it is considered that the proposal would not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties.

### **Access and Parking**

Paragraph 6.296 of the SPPS indicates that the aim of the SPPS with regard to transportation is to secure improved integration with land-use planning, and to facilitate safe and efficient access, movement and parking. Additionally, criterion (g) within paragraph 6.297 of the SPPS states that the regional strategic objectives for transportation and land-use planning are to promote road safety, in particular for pedestrians, cyclists and other vulnerable road users.

Policy SP 3.10 of the ANPS indicates that the Council will seek to ensure that all new development provides safe access arrangements that will not significantly inhibit the free flow of traffic, and that sufficient car and cycle parking is provided.

DfI Roads was consulted and raised no objection, subject to the attachment of a planning condition, should the development be approved.

Although the principle of a new dwelling is not acceptable, the proposal is capable of providing safe access arrangements and would not significantly inhibit the free flow of traffic.

### **Natural Heritage**

SP 1.4 of the ANPS states that the Council will adopt a precautionary approach where there are significant risks of damage to the environment whilst SP 8.3 of the ANPS requires that appropriate weight in the decision-making process is given to the protection of designated sites, priority habitats, protected species and other features of biodiversity interest. Specific policies within the ANPS for designated sites are provided within Policy DM 37, policies relating to protected species are provided

under Policy DM 38 of the ANPS, whilst Policy DM 39 of the ANPS addresses other habitats, species and features of natural heritage importance.

A Biodiversity Checklist (Document 01 date stamped 13th November 2025) was submitted, which was completed by the applicant and did not identify any adverse impacts on natural heritage as a result of the proposed dwelling. However, DAERA Natural Environment Division (NED) was consulted, and acknowledged the Biodiversity Checklist submitted. NED referred the Council to Part 2, Section 1 and 6 of the form, which appears to be incorrectly completed, as the development is for a replacement dwelling and appears to be within 25m of field hedgerows. As a result, NED requested the submission of an Ecological Statement, completed by an experienced and qualified ecologist. However, no further information in relation to ecology was requested owing to the principle of development not being established. Due to the lack of information, a precautionary reason for refusal has been proposed.

### **Historic Environment**

Policy SP 7 of the ANPS seeks to protect, conserve and promote the enhancement of heritage assets and their settings, and is supported by Policy DM 32 Listed Building which indicates that the Council will seek the protection, conservation, enhancement and appropriate active use of listed buildings.

DfC Historic Environment Division, Historic Buildings (HED) was consulted and advised that the application site impacts upon No. 73 Roguery Road, Toomebridge (HB20/01/021D, Grade B1) which is a listed building of special architectural or historic interest and is protected by Section 80 of the Planning Act (NI) 2011.

HED has considered the impacts of the proposal on the listed building, including its setting, and on the basis of the information provided, advised that it has incomplete information which does not allow a substantive response on the impact of the proposal on the listed buildings.

Whilst HED Historic Buildings is content in principle with the offsite replacement of No. 17a Cloghogue Road, it notes that the proposal does not include any site sections, massing studies or photomontages to illustrate the relationship between the proposal and the listed building and as such cannot fully assess the application without these drawings.

HED requested a contextual massing section of the proposal in juxtaposition with the listed building, showing proposed finished floor and ridge heights of the proposed building, in order to make a full assessment under the above policies. HED stated that it would wish to see that the works proposed make use of traditional or sympathetic building materials and techniques which respect those found on the adjacent listed building.

As this is an outline planning application and no details in respect of the siting, design, or proposed finishes have been submitted. Should planning permission be granted, those details would be submitted as part of the Reserved Matters planning application. However, it is anticipated that any concerns raised by HED could be mitigated.

### **Flood Risk**

Policy DM 46 of the ANPS advises that the Council will not permit development within the floodplains of rivers or seas unless a number of exemptions apply.

Dfl Rivers was consulted and advised that there are no designated watercourses within the application site, and it does not lie within any floodplain. However, it also advised that undesignated watercourses may affect the site, and a Drainage Assessment may be required if the proposal exceeds 1,000msqm. Given the nature of the proposal, it is not expected to exceed this threshold.

In addition, Dfl Rivers has advised that where a Drainage Assessment is not required the developer should still carry out their own assessment of flood risk and construct in the appropriate manner that minimises flood risk to the proposed development, including consent to discharge storm water run-off from the site. Dfl Rivers has recommended that informatives be attached to any forthcoming planning approval.

### **Sewerage & Drainage**

Policy DM 15 of the ANPS states that the Council will only support development proposals for non-mains sewerage where it is demonstrated that this will not create or add to a pollution problem. In addition, Policy DM 47 states that consideration of drainage issues is a requirement for all development proposals.

As this application seeks outline planning permission, no details regarding the location of any proposed septic tank have been provided. The site is not known to be located in an area known to be at risk from pollution. A septic tank will also require a Discharge Consent to be granted by DAERA Water Management Unit.

The proposed dwelling is not located in an area where there is evidence of a history of surface water flooding, and given the proposal, it is not expected to involve buildings and/or hard surfacing of 1,000sqm or greater in area, and as such a Drainage Assessment (DA) is not required to be submitted.

NI Water was not consulted in relation to this application for a single dwelling in the countryside. An informative can be attached to any forthcoming approval advising that the applicant's attention is drawn to NI Waters' Standing Advice in relation to single domestic properties in the rural area seeking connection to watermains.

### **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

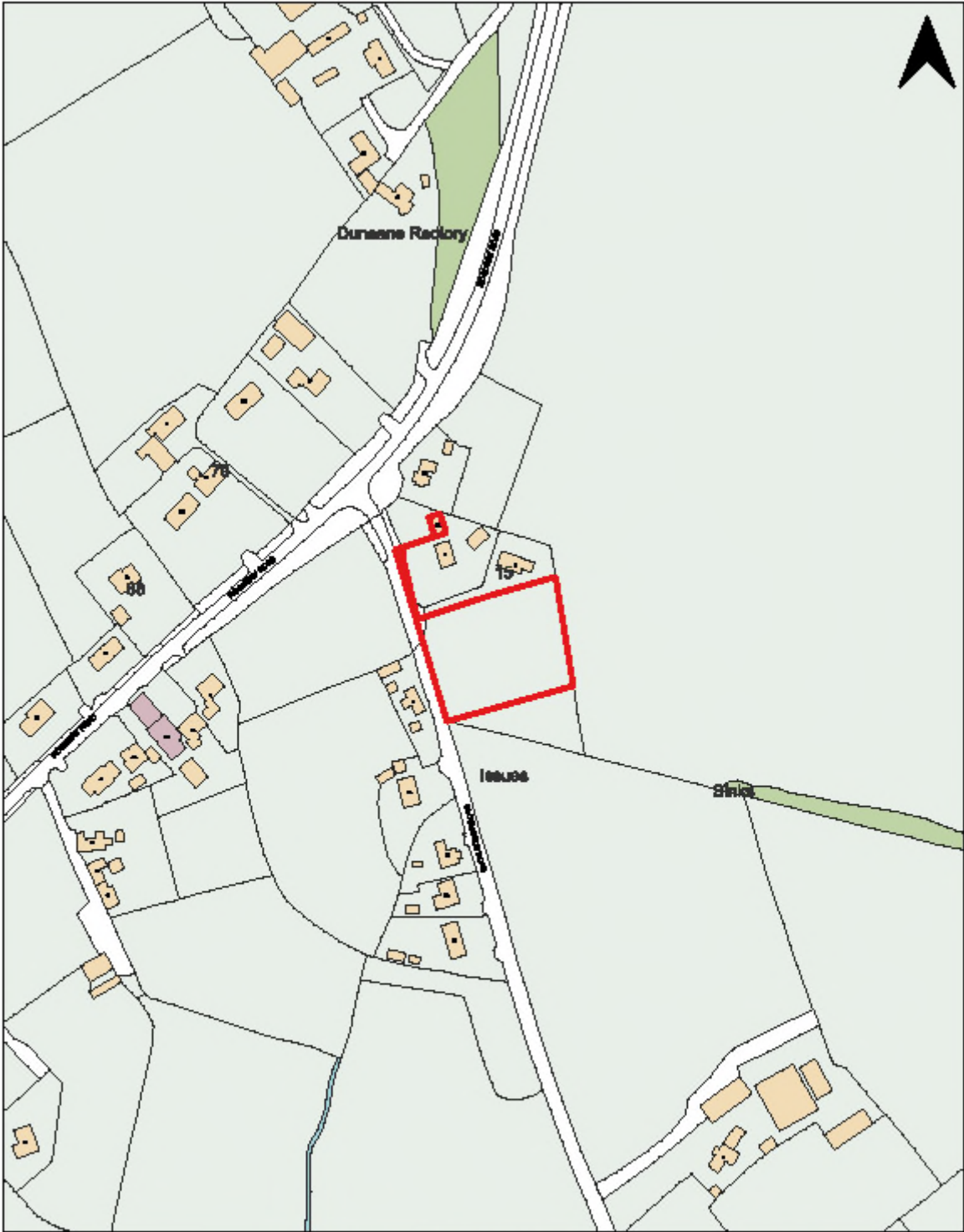
- The principle of a replacement dwelling is not acceptable;
- The proposal relies on new landscaping for enclosure and integration;
- The proposal would result in a detrimental change of rural character through the extension of the existing ribbon of development;
- It is considered that the proposed dwelling would not compromise the amenity of neighbouring occupiers;
- The natural heritage impacts of the proposal have not been demonstrated;
- It is the applicant's responsibility to assess the flood risk at the application site and carry out appropriate mitigation if necessary; and
- It is considered that any impact on the neighbouring listed building could be mitigated by an appropriately sited and designed dwelling.

**RECOMMENDATION**


**REFUSE OUTLINE PLANNING PERMISSION**

## PROPOSED REASONS FOR REFUSAL

1. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18.7 of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with Criterion (a) in that the proposal is not sited within the established curtilage of the existing dwelling to be replaced and the offsite replacement does not provide any demonstrable landscape, heritage, access or amenity benefits.
2. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement 6.73 and fails to meet the provisions of Policy DM 18.7 of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (b) as the proposed dwelling would have a significantly greater visual impact than the existing building to be replaced.
3. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18.12 of the Antrim and Newtownabbey Plan Strategy in that the proposal seeks the replacement of a building which has already been replaced.
4. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement 6.73 and fails to meet the provisions of Policy DM 18.7 of the Antrim and Newtownabbey Plan Strategy in that the proposal relies on new landscaping for enclosure and integration.
5. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement 6.73 and fails to meet the provisions of Policy DM 27.3 of the Antrim and Newtownabbey plan Strategy in that the proposal would result in a detrimental change of rural character through the extension of the existing ribbon of development along the Cloghogue Road.
6. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and Policies SP 8, DM 38 and DM 39 of the Antrim and Newtownabbey Plan Strategy, in that insufficient information has been provided to demonstrate that the proposal would not negatively impact upon designated sites, priority habitats, protected species and other features of biodiversity interest.
7. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.73 and fails to meet the provisions of Policy DM 18D of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (d) of DM 18.7 as the proposed dwelling cannot be absorbed into an existing cluster through rounding off and consolidation and will significantly alter its existing character and visually intrude into the landscape.
8. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement paragraph 6.77 and fails to meet the provisions of Policy DM 10 of the Antrim and Newtownabbey Plan Strategy in that the proposal does not comply with criterion (b) of DM 18.7 as the proposed access arrangements would prejudice road safety and significantly inconvenience the free flow of traffic, people or goods.



Legend

Site Boundary 

LA03/2025/0850/O



1:2,500

<b>COMMITTEE ITEM</b>	<b>3.10</b>
<b>APPLICATION NO</b>	<b>LA03/2026/0066/A</b>
<b>DEA</b>	<b>GLENGORMLEY URBAN</b>
<b>COMMITTEE INTEREST</b>	<b>COUNCILLOR CALL -IN</b>
<b>RECOMMENDATION</b>	<b>GRANT ADVERTISEMENT CONSENT</b>
<b>PROPOSAL</b>	Erection of a freestanding Street Hub, comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk
<b>SITE/LOCATION</b>	Approx. 5m west of No.5 Ballyclare Road, Glengormley, BT36 5EU
<b>APPLICANT</b>	Global UK
<b>AGENT</b>	Gravis Planning
<b>LAST SITE VISIT</b>	27/02/2026
<b>CASE OFFICER</b>	Harry Russell Tel: 028 903 40408 Email: <a href="mailto:harry.russell@antrimandnewtownabbey.gov.uk">harry.russell@antrimandnewtownabbey.gov.uk</a>
<b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal: <a href="https://planningregister.planningssystemni.gov.uk/application/707077">https://planningregister.planningssystemni.gov.uk/application/707077</a></b>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located on lands approximately 5m west of No.5 Ballyclare Road, Glengormley, which is within the settlement limit (Newtownabbey) as defined within the Belfast Urban Area Plan (BUAP) and within the developments limits of Metropolitan Newtownabbey as indicated within draft Belfast Metropolitan Area Plan, published 2004 (dBMAP).</p> <p>The application site is located on an existing footpath and currently comprises a BT payphone kiosk. The surrounding area consists of a range of uses associated with a town centre including a number of retailing, professional and financial services.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Ref: LA03/2026/0065/F  Location: Approx 5m west of no.5 Ballyclare Road, Glengormley  Proposal: Erection of a freestanding Street Hub, comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk.  Decision: Under Consideration</p> <p>Planning Ref: LA03/2023/0235/F  Location: Lands adjacent to 242-382 Antrim Road, 1-29 &amp; 2-36 Ballyclare Road, the Lilian Bland Community Park, 2-6 Hightown Road, 2-4 &amp; 1-17 Farmley Road, 1-3 Carnmoney Road, 170-178 &amp; 167 Church Road, Farrier Court, 1 Glenwell Road, 1-3 Church Way and the Tramway Centre, Glengormley  Proposal: Public realm improvements comprising the resurfacing of existing footpaths and spaces and new roadside kerbs; new / replacement tree planting and soft landscape; new / replacement feature lighting; new/replacement railings and walls; new/replacement street furniture and realignment of pedestrian crossings and parking areas.</p>	

Decision: Permission Granted (26.09.2023)

Planning Ref: U/2012/0265/A

Location: Outside 5 Ballyclare Road, Newtownabbey

Proposal: Replace public phone box kiosk with freestanding unit with 1.8m x 1.2m scrolling posters.

Decision: Consent Granted (06/11/22)

### **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3rd July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Belfast Urban Area Plan (BUAP): The application site is located within the settlement limit of the Urban Area (Newtownabbey). The Plan offers no specific guidance on this proposal.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey and within the Local Centre of Glengormley.

SPPS 2 – Strategic Planning Policy Statement Edition 2: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

Strategic Policy 1 – Sustainable Development (SP 1): sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

Strategic Policy 6 – Placemaking and Good Design (SP6): sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 28 Amenity Impact
- Policy DM 29 Advertisements

Annex A of PPS 17: Control of Outdoor Advertisements: sets out the guidance for the display of outdoor advertisements.

#### **CONSULTATION**

**Council Environmental Health Section** – No objection

**Department for Infrastructure Roads**- No objection

#### **REPRESENTATION**

There is no statutory requirement to notify neighbours or advertise in respect of the above proposal.

#### **ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS**

The main issues to consider in the determination of this application are:

- Policy Context and Principle of Development;
- Amenity, Design and Appearance;
- Impact on residential amenity;
- Public Safety.

#### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations.

Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Planning (Control of Advertisements) Regulations (Northern Ireland) 2015 is the relevant statutory rule for the control of advertisements, made under the provisions of Section 130 of the Planning Act (Northern Ireland) 2011. Regulation 3(1) requires that the Council exercises its power in relation to advertisement control only in the interests of amenity and public safety, taking into account the provisions of the local development plan, so far as they are material and relevant factors.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply.

The application site is located within the development limit (Newtownabbey) as defined within the Belfast Urban Area Plan (BUAP) and within the development limits of Metropolitan Newtownabbey as defined in the draft Belfast Metropolitan Area Plan (dBMAP) published in 2004. Any conflict between the policies in with the plans must be resolved in favour of the ANPS.

The application seeks advertisement consent for a freestanding 'Street Hub', comprising two digital 75-inch LCD display screens each side of the unit, to replace a

BT payphone kiosk. Policy DM 29.1 of the ANPS indicates that the Council will support proposals for consent to display advertisements on land or buildings to which it relates, provided the proposal meets a number of criteria in terms of its visual amenity and providing it does not prejudice public safety. A concurrent application for the freestanding 'Street Hub' itself was submitted alongside this application, (Ref: LA03/2026/0065/F). The advertisement would be situated on this street hub; however, it is recognised that the advertisements which are displayed on the street hub would not necessarily relate to it. Nonetheless, the proposal replaces an existing advertisement on the existing payphone kiosk, (Ref: U/2012/0265/A).

Accordingly, given the advertisement replaces an existing advertisement, it is considered the principle of an advertisement is acceptable subject to all other policy and environmental considerations being met.

### **Amenity, Design and Appearance**

Policy DM 29.1 of the ANPS requires that the advertisement does not detract from the visual amenity of the area in which it is sited; it must respect the scale, proportion and architectural features of the building to which it is attached and must be sympathetic to its location in terms of the style of sign and finishes to be used. In addition, Policy DM 29.1 requires that the advertisement proposal avoids visual clutter.

The proposed 'Street Hub' advertisement measures 1.25m by 0.35m with a height of approximately 3m and is finished in black coated aluminium. It comprises a double-sided freestanding digital display and is similar in scale and dimensions to the existing payphone kiosk. The advertisement will be illuminated with instantaneous transition between advertisements at an interval of no less than 10 seconds.

Given the proposal is similar in scale to the existing, it is not considered to detract from the visual amenity of the area, is sympathetic to the scale of the surrounding area, and is not considered to further contribute to street clutter. Accordingly, the proposal is considered to comply with criteria (a)-(d) of Policy DM 29.

### **Impact on Residential Amenity**

Policy DM 28 of the ANPS deals with impact on amenity and states that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties by way of disturbance.

There are no residential properties that abut the site along the Ballyclare Road. It is noted there is an apartment scheme currently under construction on the opposite side of the road, (Ref: LA03/2021/0893/F) to the subject development. However, the ground floor area of that development which is located opposite the proposal is to be occupied by a retail use. There are apartments on the floors above the retail unit, however, given the height of the advertisement is below 3m and is located opposite, it is not considered that the proposal will adversely impact the amenity of these future properties. Advice was sought from the Councils Environmental Health Section who indicated that there would be no significant neighbour amenity concerns and has no objection to the proposal.

Overall, it is considered that the proposal will not have an unacceptable impact on neighbour amenity and complies with Policies DM 25 and 28 of the ANPS in this regard.

### **Public Safety**

Signs by their virtue are designed to attract the attention of passers-by and therefore have the potential to impact on public safety. Criterion (e) of Policy DM 29.1 of the ANPS stipulates that a proposal for consent to display advertisement will be supported where it does not prejudice public safety. In assessing the impact of a sign, it is necessary to ensure that advertisements and signage do not compromise public and road safety.

In terms of the potential impact on public safety, the signage must not pose a distraction or obstruction to road users. The supporting statement (Document 01, date stamped 30<sup>th</sup> January 2026), indicates that only static images will be displayed with instantaneous transition between advertisements at an interval of no less than 10 seconds. It also notes that other safety measures such as photocell light sensors to ensure acceptable luminance levels will also be implemented.

The proposal is situated adjacent to the public road; however, the design and appearance of the proposed signage does not resemble or interfere with traffic signals. DfI Roads has been consulted and have responded with no objection, subject to conditions.

It is therefore considered that the proposal will not obstruct or pose any distraction to road users and overall will not prejudice public safety in accordance with Policy DM 29.

### **CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The amenity, design and appearance of the signage is acceptable; and  
The proposal will not detract from the character or appearance of the area.
- Neighbour amenity will not be unduly affected by the proposal; and
- There are no road safety concerns.

### **RECOMMENDATION**

### **GRANT ADVERTISEMENT CONSENT**

### **PROPOSED CONDITIONS**

1. The digital advertising signs shall be erected in the position and orientation shown on the approved Drawing number 02 date stamp 30/01/2026.

Reason: In the interests of visual amenity, road safety and convenience of road users.

2. The digital advertising screens shall only display static images and shall not contain moving images. The rate of change between successive displays shall be instantaneous and shall not include the sequencing of images over more than one advert or a message sequence, where a message is spread across more than one screen image.

Reason: In the interests of visual amenity, road safety and convenience of road users.

3. The minimum duration any image shall be displayed shall not be less than ten seconds.


Reason: In the interests of visual amenity, road safety and convenience of road users.

4. The luminance of the screen shall be controlled by light sensors which automatically adjust screen brightness for ambient light levels, in order to avoid glare at night and facilitate legibility during daytime. The proposed advertising screen shall generally comply with the Institute of Lighting Professionals' guidance PLG05, 'The Brightness of Illuminated Advertisements'. Nighttime luminance of the digital screen is not to exceed 300 Cd/m<sup>2</sup>.

Reason: In the interests of visual amenity, road safety and convenience of road users.



Legend

Site Boundary 

Reference: LA03/2026/0066/A



1:1,250

<b>COMMITTEE ITEM</b>	<b>3.11</b>
<b>APPLICATION NO</b>	<b>LA03/2026/0065/F</b>
<b>DEA</b>	<b>GLENGORMLEY URBAN</b>
<b>COMMITTEE INTEREST</b>	<b>COUNCILLOR CALL-IN</b>
<b>RECOMMENDATION</b>	<b>GRANT PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Erection of a freestanding Street Hub, comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk
<b>SITE/LOCATION</b>	Approx 5m west of No.5 Ballyclare Road, Glengormley, BT36 5EU
<b>APPLICANT</b>	Global UK
<b>AGENT</b>	Gravis Planning
<b>LAST SITE VISIT</b>	27/02/2026
<b>CASE OFFICER</b>	Harry Russell Tel: 028 903 40408 Email: <a href="mailto:harry.russell@antrimandnewtownabbey.gov.uk">harry.russell@antrimandnewtownabbey.gov.uk</a>
<b>Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Planning Portal: <a href="https://planningregister.planningsystemni.gov.uk/application/707076">https://planningregister.planningsystemni.gov.uk/application/707076</a></b>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located on lands approximately 5m west of No.5 Ballyclare Road, Glengormley, which is within the settlement limit of the (Newtownabbey) as defined within the Belfast Urban Area Plan (BUAP) and within the developments limits of Metropolitan Newtownabbey as indicated within the draft Belfast Metropolitan Area Plan, published 2004 (dBMAP).</p> <p>The application site is located on an existing footpath and currently comprises a BT payphone kiosk. The surrounding area consists of a range of uses associated with a town centre including a number of retailing, professional and financial services.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Ref: LA03/2026/0066/A  Location: Approx 5m west of no.5 Ballyclare Road, Glengormley  Proposal: Erection of a freestanding Street Hub, comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk.  Decision: Under Consideration</p> <p>Planning Ref: LA03/2023/0235/F  Location: Lands adjacent to 242-382 Antrim Road, 1-29 &amp; 2-36 Ballyclare Road, the Lilian Bland Community Park, 2-6 Hightown Road, 2-4 &amp; 1-17 Farmley Road, 1-3 Carnmoney Road, 170-178 &amp; 167 Church Road, Farrier Court, 1 Glenwell Road, 1-3 Church Way and the Tramsways Centre, Glengormley  Proposal: Public realm improvements comprising the resurfacing of existing footpaths and spaces and new roadside kerbs; new / replacement tree planting and soft landscape; new / replacement feature lighting; new/replacement railings and walls; new/replacement street furniture and realignment of pedestrian crossings and parking areas  Decision: Permission Granted (26.09.2023)</p>	

Planning Ref: U/2012/0265/A

Location: Outside 5 Ballyclare Road, Newtownabbey

Proposal: Replace public phone box kiosk with freestanding unit with 1.8m x 1.2m scrolling posters.

Decision: Consent Granted (06/11/22)

### **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 3<sup>rd</sup> July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Belfast Urban Area Plan (BUAP): The application site is located within the settlement limit of the Urban Area (Newtownabbey). The Plan offers no specific guidance on this proposal.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey and within the Local Centre of Glengormley.

SPPS 2– Strategic Planning Policy Statement for Northern Ireland Edition 2: sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 2 – Employment (SP 2)**: aims to encourage growth and investment to support enterprise and increase employment benefits. SP2 is supported by Policy:

- Policy DM 6 Development within Centres

**Strategic Policy 3 – Transportation and Infrastructure (SP 3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current

and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policies:

- Policy DM 10 Access and Parking; and
- Policy DM 16 Telecommunication Facilities and Digital Infrastructure.

**Strategic Policy 6 - Placemaking and Good Design (SP6):** sets out that positive placemaking and good design are key components in the delivery of high quality, attractive and sustainable places within our Borough. SP6 is supported by Policies:

- Policy DM 25 Urban Design; and
- Policy DM 28 Amenity Impact

**Strategic Policy 10 - Environmental Resilience and Protection (SPG10):** seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG10 is supported by Policies:

- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems;

## CONSULTATION

**Council Environmental Health Section** – No objection

**Department for Infrastructure Roads**- No objection, subject to conditions

## REPRESENTATION

Five (5) neighbouring properties were notified of the application, and no letters of representation have been received.

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Preliminary Matters;
- Policy Context and Principle of Development;
- Design, Appearance and Impact on the Character of the Conservation Area;
- Neighbour Amenity;
- Access, Movement and Parking; and
- Drainage

### **Preliminary Matters**

#### Habitats Regulation Assessment

The subject site is located approximately 5m west No.5 Ballyclare Road, Glengormley and there are no relevant designated sites close by. The proposed development comprises a freestanding digital street hub and having considered the nature, scale and location of the project, there is no conceivable risk to any European Site.

The reason for this conclusion is as follows:

- Small scale and nature of the development including internal retention of change of use; and
- Distance from nearest European site and lack of connections.

It is concluded that on the basis of objective information, that the proposed development would not have a likely significant effect on any European Site either alone or in combination with other plans or projects. Likely significant effects are excluded and therefore Appropriate Assessment is not required.

### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017, nor is it located within a sensitive area, therefore there is no requirement for an EIA screening determination.

### **Policy Context and Principle of Development**

Section 45(1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6(4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply.

The application site is located within the development limits of the urban area (Newtownabbey) as defined within the Belfast Urban Area Plan (BUAP) and within the development limits of Metropolitan Newtownabbey as defined in the draft Belfast Metropolitan Area Plan (dBMAP) published in 2004. Any conflict between the policies in with the plans must be resolved in favour of the ANPS.

SP 1.1 of the ANPS indicates that the Council will take a positive approach that reflects the presumption in favour of sustainable development and that the Council will work with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in our Borough.

Whilst Policy DM 6 of the ANPS 'Development within Centres' details that the Council will support a range of retail and complementary town centre uses within centres. Furthermore, SP 3.16 and DM 16.1 indicate the Council will work with its statutory partners and service providers to secure an enhanced range, quality and coverage of telecommunications and broadband services across the Borough that assist the local economy or support local communities.

In this case, the proposal seeks the erection of a freestanding 'Street Hub', comprising two digital 75-inch LCD display screens each side of the unit, to replace a BT payphone kiosk. The LED display screens are subject to a concurrent planning application, Ref: LA03/2026/0066/A. Supporting information has been submitted in the form of a Planning Statement (Document 01, date stamped 30<sup>th</sup> January 2026) which details that the existing payphone is outdated and underused, with the proposed street hubs providing a more modern solution within town centres. It also notes that the proposed 'Street Hub' will provide ultrafast Wi-Fi, small cell technology, and rapid charge ports for use by the local community. The proposal is considered to comply with SP 1.1, SP 3.16 and Policies DM 6 and DM 16 of the ANPS in this regard.

Owing to the location of the site within the local centre and considering the proposal upgrades existing telecommunications infrastructure, it is considered that the principle of development is acceptable subject to all other policy requirements.

### **Design and Appearance**

Policies SP 6 and DM 25 of the ANPS promote good placemaking, high quality design practices and provide a number of criteria for a proposal to consider to provide a high-quality urban design. Policy DM 25 details that proposals should make a positive contribution and relate well in relation to scale, massing and design and should be compatible with adjacent land uses. Policies DM 16.2 and 16.3 indicate telecommunications development will be supported where they do not result in unacceptable damage to visual amenity and should be sited and designed to minimise visual and environmental impact, having regard to technical and operational constraints.

The proposal involves the removal of 1 no. BT payphone kiosk located along the footpath of Ballyclare Road directly adjacent to the Hair Room. The proposal seeks to replace the kiosk with a freestanding street hub, comprising two digital 75-inch LCD display screens each side of the unit. The proposal comprises a rectangular screen which measures 3m in height, 1.25m in length and 0.35m in width and finished in black powder coat aluminium. The LED display screens are subject to a concurrent planning application, Ref: LA03/2026/0066/A. The proposal is of similar size and scale to the existing payphone kiosk.

In addition, Policy DM 25 requires that proposals incorporate an appropriate landscaping scheme, promote biodiversity and integrate sustainable energy measures. In this case, the proposal is situated on the public footpath on the footprint of 2no. telephone boxes to be removed which does not offer the opportunity for additional planting, biodiversity benefits or energy measures.

The surrounding area is characterised by main town centre uses which include a pharmacy, takeaway, hair salons, offices and retailing units. The erection of a freestanding 'Street Hub' within the town centre is considered compatible with adjacent land uses. It is considered that the proposal complies with Policies SP 6, DM 25 and DM 16 of the ANPS.

### **Neighbour Amenity**

Paragraphs 4.11 and 4.12 of the Strategic Planning Policy Statement and Policy DM 28 of the ANPS deals with impact on amenity and states that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties by way of overlooking, loss of privacy, dominance, overshadowing, or other form of disturbance. Criterion (c) of Policy DM 25 also requires that proposals do not have a detrimental effect on the amenity of adjoining properties.

DM 28.2 of the ANPS refers to a number of issues which may result from the development including overlooking and / or loss of privacy, dominance or overshadowing, noise, vibration and other forms of disturbance and odour, fumes and other forms of environmental pollution. These issues will be a material consideration in the assessment of all proposals.

There are no residential properties that abut the site along the Ballyclare Road. It is noted there is an apartment scheme currently under construction on the opposite side of the road, (Ref: LA03/2021/0893/F) to the subject development. However, the ground floor area of that development which is located opposite the proposal is to be occupied by a retail use. There are apartments on the floors above the retail unit, however, given the height of the advertisement is below 3m and is located opposite, it is not considered that the proposal will adversely impact the amenity of these future properties. Advice was sought from the Councils Environmental Health Section who indicated that there would be no significant neighbour amenity concerns and has no objection to the proposal.

Overall, it is considered that the proposal will not have an unacceptable impact on neighbour amenity and complies with Policies DM 25 and 28 of the ANPS in this regard.

### **Access, Movement and Parking**

Policy SP 3.10 of the ANPS sets out that the Council will seek to ensure that all new development provides safe access arrangements that will not significantly inhibit the free flow of traffic. Policy SP 3 is supported by Policy DM 10.

Policy DM 10.1 of the ANPS 'Access and Parking' requires that there is the capacity on the road network to accommodate the type and amount of traffic likely to be generated, and access arrangements do not prejudice road safety or significantly inconvenience the flow of people or goods.

The proposal is located on the existing footpath along Ballyclare Road and does not impact upon the parking or access arrangements. The proposed street hub is situated adjacent to the Ballyclare Road and DfI Roads was consulted on the proposal and offered no objections subject to a number of conditions. As such, the proposal is not considered to prejudice road safety.

The proposal is considered to comply with Policy DM 10 of the ANPS and paragraph 6.301 of the SPPS in this regard.

### **Drainage**

Policy DM 47.2 of the ANPS and Paragraph 6.114 of the SPPS sets out the threshold where a Drainage Assessment is required. The application site is not located within the 1 in 100-year fluvial or 1 in 100-year coastal floodplain. A Drainage Assessment will be required if the proposal involves a change of use involving new buildings and or new impermeable hard surfacing exceeding 1000 square metres, in line with Policy DM 47.2.

The proposal does not exceed the threshold set out within Paragraph 6.114 of the SPPS or Policy DM 47.2 to require the submission of a Drainage Assessment as the proposal does not create any additional hardstanding. However, the applicant should carry out their own assessment of flood risk. The proposal is not considered to increase the risk of flooding to the site or elsewhere and as such is compliant with Policy DM 47.2 of the ANPS and Paragraph 6.114 of the SPPS in this regard.

**CONCLUSION**

The following is a summary of the main reasons for the recommendation:

- The principle of development is considered acceptable;
- The proposal is considered compatible with adjacent land uses;
- Neighbour amenity will not be unduly affected by the proposal; and
- There are no road safety concerns

**RECOMMENDATION****GRANT PLANNING PERMISSION****PROPOSED CONDITIONS**

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.


Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.



Reference: LA03/2026/0065/F



Legend

Site Boundary 

1:1,250

<b>COMMITTEE ITEM</b>	<b>3.12</b>
<b>APPLICATION NO</b>	<b>LA03/2026/0053/F</b>
<b>DEA</b>	<b>THREE MILE WATER</b>
<b>COMMITTEE INTEREST</b>	<b>COUNCIL APPLICATION</b>
<b>RECOMMENDATION</b>	<b>GRANT PLANNING PERMISSION</b>
<b>PROPOSAL</b>	Installation of access control barriers and 2 No. ticketing machines
<b>SITE/LOCATION</b>	Antrim and Newtownabbey Borough Council, Mossley Mill Civic Centre, Carnmoney Road North, Newtownabbey, BT36 5QA
<b>APPLICANT</b>	Antrim and Newtownabbey Borough Council
<b>AGENT</b>	Antrim and Newtownabbey Borough Council
<b>LAST SITE VISIT</b>	12 <sup>th</sup> March 2026
<b>CASE OFFICER</b>	Dan Savage Tel: 028 90340438 Email: <a href="mailto:daniel.savage@antrimandnewtownabbey.gov.uk">daniel.savage@antrimandnewtownabbey.gov.uk</a>
Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Northern Ireland Planning Portal <a href="https://planningregister.planningsystemni.gov.uk/application/706949">https://planningregister.planningsystemni.gov.uk/application/706949</a>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located within the urban area (Newtownabbey) as defined within the Belfast Urban Area Plan 2001 and is within the development limits of Metropolitan Newtownabbey and the Local Landscape Policy Area of Mossley Mill as designated under MNY 49 within draft Belfast Metropolitan Area Plan, published 2004 (dBMAP).</p> <p>The application site comprises a portion of the access road and car parking area within the curtilage of Mossley Mill, which is a Grade B2 Listed Building, Ref: HB21/04/009 and operates as Council's offices and civic centre at Carnmoney Road North. Within the wider curtilage of the site a large car parking area is located to the northwestern corner and southeastern corners with a central courtyard area located in the middle of Mossley Mill along with a theatre building located to the southeast.</p> <p>Residential developments are located directly south and southeast of the site within Ravensdale and Lakeview whilst the site is bound to the north by the railway line which separates the site from a row of dwellings along the Doagh Road.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Reference: U/1997/0458/F  Location: Mossley Mill Complex, Carnmoney Road North, Newtownabbey  Proposal: Site for town hall and civic offices with access from Carnmoney Road North  Decision: Permission Granted (12/01/1998)</p>	

Planning Reference: U/2006/0646/F

Location: Land adjacent the offices of Newtownabbey Borough Council, Mossley Mill, Newtownabbey

Proposal: Change of use and refurbishment of existing mill building to use as a civic facility. Alterations to elevations and construction of a proposed civic arts centre with associated site works including car parking and landscaping.

Decision: Permission Granted (22/06/2007)

Planning Reference: LA03/2025/0804/LBC

Location: Mossley Mill, Carnmoney Road North, Newtownabbey, BT36 5QA, immediately adjacent to the east of the lower ground floor access doors to the Council offices, close to the existing museum building.

Proposal: Retention of 2 no. meeting pods (temporary)

Decision: 23<sup>rd</sup> February 2026

Planning Reference: LA03/2026/0054/LBC

Location: Antrim and Newtownabbey Borough Council, Mossley Mill Civic Centre, Carnmoney Road North, Newtownabbey, BT36 5QA

Proposal: Installation of access control barriers and 2 No. ticketing machines

Decision: Current Application

#### **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 03 July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Belfast Urban Area Plan (BUAP): The application site is located within the development limits of the Urban Area (Newtownabbey). The Plan offers no specific guidance on this proposal.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey. The Plan offers no specific guidance on this proposal. The land is zoned within the Local Landscape Policy Area of Mossley Mill, Ref: MNY 49.

SPPS– Strategic Planning Policy Statement for Northern Ireland (2<sup>nd</sup> Edition): sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 3 – Transportation and Infrastructure (SP3)**: aims to encourage the continued development and growth of high-quality transportation, communications and utilities infrastructure in a timely and co-ordinated fashion to meet the current and future needs of our Borough and support sustainable development in accordance with the Council's Spatial Growth Strategy. SP3 is supported by Policy:

- Policy DM 10 Access and Parking

**Strategic Policy 7 - Historic Environment (SPG7)**: Indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by Policy:

- Policy DM 32 Listed Buildings

**Strategic Policy 10-Environmental Resilience and Protection (SPG10)**: seeks to promote environmental resilience by mitigating and adapting to the harmful effects of climate change on our built and natural environment. SPG 10 is supported by Policy:

- Policy DM 47 Surface Water Drainage & Sustainable Drainage Systems

## CONSULTATION

**Historic Environment Division (HED)**: No objection

**Council Environmental Health Section**: No objection

**DfI Roads**: Additional information required

## REPRESENTATION

No neighbouring properties about the application site, so no neighbours were notified of the proposal, and no letters of objection have been received.

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Preliminary Matters;
- Policy Context;
- Principle of Development;
- Scale, Massing, Design, Appearance and Impact on Listed Building;
- Neighbour Amenity;
- Access and Parking;
- Flood Risk and Drainage; and
- Other Matters

## **Preliminary Matters**

### Environmental Impact Assessment

The proposed development does not meet any of the thresholds of development within Schedule 1 or 2 of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017, nor is it within a sensitive area, therefore there is no requirement for an EIA screening determination.

### Habitats Regulation Assessment

The subject site is located at Mossley Mill, Newtownabbey and there are no relevant designated sites close by. The proposed development comprises alterations to the existing civic building car park to accommodate the installation of access control barriers and 2 No. ticketing machines and having considered the nature, scale and location of the project, there is no conceivable risk to any European Site.

The reason for this conclusion is as follows:

- Small scale and nature of the development
- Distance from nearest European site and lack of connections.

It is concluded that on the basis of objective information, that the proposed development would not have a likely significant effect on any European Site either alone or in combination with other plans or projects. Likely significant effects are excluded and therefore Appropriate Assessment is not required.

### Concurrent Application

This planning application is being assessed in conjunction with the associated Listed Building Consent application, Ref: LA03/2026/0054/LBC.

## **Policy Context**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply. The site is defined as being within the development limit of the Belfast Urban Area in the Belfast Urban Area Plan (BUAP). In line with the transitional arrangements set out in the SPPS, BUAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

## **Principle of Development**

Strategic Policy SP 1.1 of the ANPS indicates the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS). The Council will work

with applicants to find solutions which means that proposals can be approved wherever, possible, and to secure development that improves the economic, social and environmental conditions in our Borough.

Strategic Policy SP 1.2 of the ANPS indicates that planning applications that accord with the provisions of the Local Development Plan (LDP) will be approved, unless material considerations indicate otherwise.

In this instance, the application seeks full planning permission for alterations to an existing car park to include the creation of an access control barrier system into the entrance of Mossley Mill civic buildings along with the erection of 2 no. ticketing payment machines. The existing civic buildings were approved in the mid 1980's and have been updated and altered by a number of planning approvals over the last 35 years.

As outlined within the Design and Access Statement (Document 01, date stamped 28<sup>th</sup> January 2026) the Council is seeking to control the users of the car parking areas within Mossley Mill to ensure staff members and visitors to the Mill have sufficient ability to park on site.

As outlined above, the principle of development has previously been established on the site for the use of a civic building and Council offices. The proposal for an access control barriers and 2 no. ticketing machines is considered to be ancillary to the main use of the site and are acceptable, subject to meeting other planning policy.

### **Scale, Massing, Design, Appearance and Impact on Listed Building**

Policy DM 25.1 of the ANPS provides the policy for urban design and requires proposals to make a positive contribution and relate well to the character, appearance and use of materials of the surrounding area.

The proposed access barrier is to be located approximately 110m northwest of the main Mossley Mill building and is set back approximately 35m from the entrance onto Carnmoney Road North. The access barrier island is approximately 1.6m wide and 7.0m in length and houses the main equipment. The barriers are modern, sleek and made from aluminium with reflective tape and warning lights. The barriers are modest in size, sufficient to create the visual barrier required and to ensure drivers can see and react to them.

In addition, 2no. ticket payment kiosks will be installed, the first is located 35m northwest of the main Civic Building entrance and the second is located 20m northeast of the Theatre at the Mill building. The location of the ticketing barriers in both areas of car parking is considered acceptable.

As noted above, the application site is located within the curtilage of Mossley Mill, which is a Grade B2 Listed Building, Ref: HB21/04/009. Policy DM 32 of the ANPS seeks to protect, conserve and enhance listed buildings. Whilst DM 32.2 indicates that the Council will only support development that impacts on a listed building and/or its setting where it is demonstrated that the essential character and special architectural or historic interest of the building and its setting are respected. In addition, it requires that features of interest which contribute to its listing remain intact and unimpaired and where the detailed layout and design of proposals,

including scale, height, massing, alignment and materials as well as proposed building techniques are appropriate to the essential character and appearance of the listed building and its setting.

In terms of the proposals impact on Mossley Mill itself, it is considered that the proposal will have a negligible impact on the listed building and will not significantly impact the character of the area. The design and appearance of the access barriers are typical of this style of development and are an expected feature at local government buildings and their associated sites. Overall, the appearance of the proposal will not appear out of character within the grounds of a civic building, and the scale, design and appearance of the proposal is sympathetic with the character of this area.

In addition, Historic Environment Division (HED) were consulted on the proposal and note that the access barriers and ticket machine are sited away from the listed building and also note that they are reversible should that be required at a later date. HED are of the opinion that the proposal does not demonstrate any additional harm to the setting of the listed building.

It is noted that DM 32.4 of the ANPS advises that all proposals impacting upon a listed building must include a Statement of Significance which demonstrates a full and proper understanding of the essential character and special historic interest of the building and its setting.

A Design and Access Statement (Document 01, date stamped 28th January 2026) accompanied the application. This sets out the works that are proposed to be undertaken, the need for these works and how the works will have a negligible impact on the integrity of the building or the wider Mossley Mill setting.

Giving consideration to the scale, massing and design of the proposals and HED's response it is considered that the essential character and special architectural and historic local interest of the building and its setting are respected and any existing features of interest which contributed to its listing remain intact.

### **Neighbour Amenity**

Policy DM 28 of the ANPS deals specifically with impact on amenity. This policy states that the Council will only support development proposals where they will not result in an unacceptable adverse impact on the amenity of existing or future occupiers of adjoining or nearby properties by way of overlooking, loss of privacy, dominance, overshadowing, or other form of disturbance and odour, fumes and other forms of environmental pollution.

The nearest residential properties at Carnmoney Road North are approximately 65 metres to the northwest, providing a sufficient separation distance to ensure no significant impact on residential amenity. The proposal will give rise to any significant adverse impacts relating to noise, air quality, odour, or light pollution.

The Council's Environmental Health Section (EHS) has raised no objection to the proposal.

It is considered that the proposal will not result in an adverse impact on the privacy or amenity of future residents of the adjacent residential properties and is compliant with the provisions of Policy DM 28 of the ANPS.

### **Access and Parking**

Policy SP 3.10 of the ANPS sets out that the Council will seek to ensure that all new development provides safe access arrangements that will not significantly inhibit the free flow of traffic, and that sufficient car and cycle parking is provided. Policy SP 3 is supported by Policy DM 10.

SP 3.13 of the ANPS states that all proposals for car parking will need to demonstrate that the proposal is compatible with adjoining land uses and will not significantly contribute to an increase in congestion nor be detrimental to local environmental quality. The Council will also expect a high standard of design, layout and landscaping to accompany all proposals for car parking.

Policy DM 10.1 of the ANPS 'Access and Parking' requires that there is the capacity on the road network to accommodate the type and amount of traffic likely to be generated, and access arrangements do not prejudice road safety or significantly inconvenience the flow of people or goods.

Policy DM 10.2 of the ANPS details that in assessing parking arrangements, the Council will continue to take account of supplementary guidance including Parking Standards (DoE, 2005).

The proposal relates to the installation of access control barriers and 2no. ticketing machines to serve the existing car park within Mossley Mill. The barrier is to be located approximately 25m from the entrance gates which are positioned 10m from the public road which gives an overall queue length of 35m off the public road which is approximately 8 cars. DfI Roads were consulted on the proposal and indicated that they do not have guidance on queue lengths of ticket automated barriers but would require mitigation that the queue length of 35m is suitable at peak times of the car park. DfI Roads likened the proposal to a drive-thru takeaway which requires a minimum queue length of 15no. cars (75m in length). Due to Council's flexible working arrangements, it is considered that pressure on peak times will be reduced due to the staggered entry of cars to the site between the hours of 7am – 10 am. Furthermore, there is a total queue length of 35m, which equates to approximately 8 cars and it is considered that the queue length proposed is sufficient to avoid any disruption on to the main road.

DfI Roads also required mitigation from the Council that the proposal does not contradict their policy on Active Travel, Policies SP 3.6 and DM 12.1 of the ANPS whereby the Council will support development that enables people to access employment, essential services and community facilities by walking and cycling.

The proposed parking control barriers and ticketing machines do not encourage travel by private car but seek to control the parking situation currently on site. The site remains accessible by foot from surrounding areas of Mossley and is highly accessible by train given the proximity of the site to New Mossley Train Station.

In relation to parking, the existing parking arrangements on site remain unaltered by the proposal and the site retains 324no. parking spaces. The proposal seeks to

enable staff and visitors to the Mill to park on site and to restrict others utilising the car park. The retention of 324no. parking spaces is considered ample to serve the site.

It is noted that DfI Roads has requested additional information, however, it is considered that this further information is not necessary given that the separation distance between the barriers and the entrance is considered acceptable and akin to similar proposals at other municipal buildings and public car parks.

Overall, it is considered that the proposal would bring about improved parking conditions on site and is compliant with Policies DM 10 and 12 of the ANPS.

### **Flood Risk and Drainage**

Policy DM 47.2 of the ANPS and Paragraph 6.114 of the SPPS sets out the threshold where a Drainage Assessment is required.

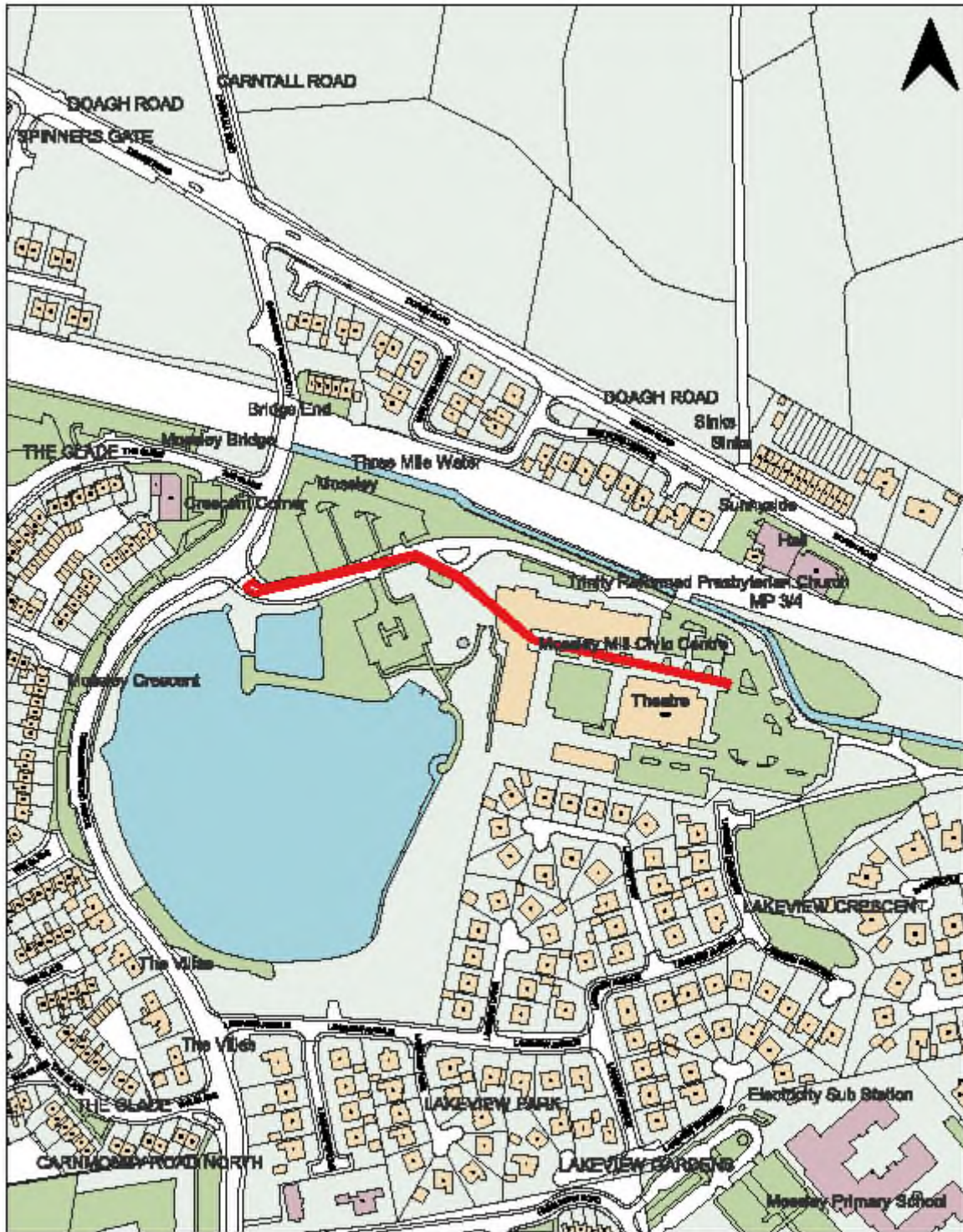
The application site is not located within the 1 in 100-year fluvial floodplain or within an area of surface water flooding. The proposal does not exceed the threshold set out within Paragraph 6.114 of the SPPS or Policy DM 47.2 of the ANPS to require the submission of a Drainage Assessment as the proposal creates minimal additional hardstanding, associated with the ticket machines. However, the applicant should carry out their own assessment of flood risk. The proposal is not considered to increase the risk of flooding to the site or elsewhere and as such is compliant with Policy DM 47.2 of the ANPS and Paragraph 6.114 of the SPPS in this regard.

<b>RECOMMENDATION</b>	<b>GRANT PLANNING PERMISSION</b>
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### **PROPOSED CONDITIONS**

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.



Legend

Site Boundary 

LA03/2026/0053/F



1:2,500

<b>COMMITTEE ITEM</b>	<b>3.13</b>
<b>APPLICATION NO</b>	<b>LA03/2026/0054/LBC</b>
<b>DEA</b>	<b>THREE MILE WATER</b>
<b>COMMITTEE INTEREST</b>	<b>COUNCIL APPLICATION</b>
<b>RECOMMENDATION</b>	<b>GRANT LISTED BUILDING CONSENT</b>
<b>PROPOSAL</b>	Installation of access control barriers and 2 No. ticketing machines
<b>SITE/LOCATION</b>	Antrim and Newtownabbey Borough Council, Mossley Mill Civic Centre, Carnmoney Road North, Newtownabbey, BT36 5QA
<b>APPLICANT</b>	Antrim and Newtownabbey Borough Council
<b>AGENT</b>	Antrim and Newtownabbey Borough Council
<b>LAST SITE VISIT</b>	12th March 2026
<b>CASE OFFICER</b>	Dan Savage Tel: 028 90340438 Email: <a href="mailto:daniel.savage@antrimandnewtownabbey.gov.uk">daniel.savage@antrimandnewtownabbey.gov.uk</a>
Full details of this application, including the application forms, relevant drawings, consultation responses and any representations received are available to view at the Northern Ireland Planning Portal <a href="https://planningregister.planningsystemni.gov.uk/application/706949">https://planningregister.planningsystemni.gov.uk/application/706949</a>	
<b>SITE DESCRIPTION</b>	
<p>The application site is located within the urban area (Newtownabbey) as defined within the Belfast Urban Area Plan 2001 and is within the development limits of Metropolitan Newtownabbey and the Local Landscape Policy Area of Mossley Mill as designated under MNY 49 within draft Belfast Metropolitan Area Plan, published 2004 (dBMAP).</p> <p>The application site comprises a portion of the access road and car parking area within the curtilage of Mossley Mill, which is a Grade B2 Listed Building, Ref: HB21/04/009 and operates as Council's offices and civic centre at Carnmoney Road North. Within the wider curtilage of the site a large car parking area is located to the northwestern corner and southeastern corners with a central courtyard area located in the middle of Mossley Mill along with a theatre building located to the southeast.</p> <p>Residential developments are located directly south and southeast of the site within Ravensdale and Lakeview whilst the site is bound to the north by the railway line which separates the site from a row of dwellings along the Doagh Road.</p>	
<b>RELEVANT PLANNING HISTORY</b>	
<p>Planning Reference: U/2006/0646/F  Location: Land adjacent the offices of Newtownabbey Borough Council, Mossley Mill, Newtownabbey  Proposal: Change of use and refurbishment of existing mill building to use as a civic facility. Alterations to elevations and construction of a proposed civic arts centre with associated site works including car parking and landscaping.  Decision: Permission Granted (22/06/2007)</p>	

Planning Reference: LA03/2026/0053/F

Location: Antrim and Newtownabbey Borough Council, Mossley Mill Civic Centre, Carnmoney Road North, Newtownabbey, BT36 5QA

Proposal: Installation of access control barriers and 2 No. ticketing machines

Decision: Under Consideration

## **PLANNING POLICY AND GUIDANCE**

Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.

The Antrim and Newtownabbey Local Development Plan (ANLDP) will comprise of two parts; Part 1 is the Plan Strategy which contains strategic and operational policies and was adopted on 03 July 2025. Part 2 is the Local Policies Plan which will identify the boundaries of settlement limits, local designations and zonings which has not yet been published. As such the settlement limits, local designations and zonings of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan) remain applicable. Account will also be taken of the draft Newtownabbey Area Plan and its associated Interim Statement and the provisions of the draft Belfast Metropolitan Area Plan.

Belfast Urban Area Plan (BUAP): The application site is located within the development limits of the Urban Area (Newtownabbey). The Plan offers no specific guidance on this proposal.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey. The Plan offers no specific guidance on this proposal. The land is zoned within the Local Landscape Policy Area of Mossley Mill, Ref: MNY 49.

SPPS– Strategic Planning Policy Statement for Northern Ireland (2<sup>nd</sup> Edition): sets out that Planning Authorities should be guided by the principle that sustainable development should be permitted, having regard to the local development plan and other material considerations unless the proposed development will cause demonstrable harm to interests of acknowledged importance.

Antrim and Newtownabbey Plan Strategy 2015-2030: sets out the relevant planning policies for assessing planning applications and other planning consents. The relevant strategic and operational policies for the assessment of the current proposal are listed below.

**Strategic Policy 1 – Sustainable Development (SP 1)**: sets out that the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Strategic Planning Policy Statement (SPPS).

**Strategic Policy 7 - Historic Environment (SPG7)**: Indicates that careful management and ongoing investment in our historic environment will help to create unique, attractive and welcoming places to live, work and relax in and contribute significantly to our Borough's sense of place. SP 7 is supported by Policy:

- Policy DM 32 Listed Buildings

## CONSULTATION

**Historic Environment Division (HED)**- No objection

## REPRESENTATION

No neighbours were notified of this application as it is an application for Listed Building Consent.

## ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

The main issues to consider in the determination of this application are:

- Preliminary Matters
- Policy Context and Principle of Development; an
- Impact on Listed Building

### **Preliminary Matters**

#### Concurrent Application

This planning application is being assessed in conjunction with the associated full planning application, Ref: LA03/2026/0053/F.

### **Policy Context and Principle of Development**

Section 45 (1) of the Planning Act (NI) 2011 requires the Council, in dealing with an application for planning permission, to have regard to the Local Development Plan, so far as material to the application, and to any other material considerations. Section 6 (4) of the Act then states that, where, in making any determination under the Act, regard is to be had to the Local Development Plan, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The Antrim & Newtownabbey Plan Strategy (ANPS) sets out the relevant planning policies for the determination of planning applications in the Borough. However, until such times as the Local Policies Plan (LPP) identifies the boundaries of settlement limits, local designations and zonings, the provisions of the current legacy plans, both adopted and in draft form will continue to apply. The site is defined as being within the settlement limits of the Urban Area (Newtownabbey) as defined within the Belfast Urban Area Plan 2001 and within the development limits of Metropolitan Newtownabbey as defined in draft BMAP. In line with the transitional arrangements set out in the SPPS, dBMAP, BUAP and the ANPS must be read together. Any conflict between the policies in with the Plans must be resolved in favour of the ANPS.

Under Section 80 (7) of the Planning Act (Northern-Ireland) 2011 a listed building is defined as a building included in a list compiled under that section and also:

- a) Any object or structure within the curtilage of the building and fixed to the building; and
- b) Any object or structure within the curtilage of the building which although not fixed to the building, forms part of the land and has done so since before 1st October 1973.

In considering proposals that affect a listed building, Section 91 of the Planning Act (NI) 2011 requires that special attention must be paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

The application relates to the erection of access control barriers and 2 no. ticketing machines at the entrance of Mossley Mill which is a Grade B2 Listed Building of special architectural or historic interest, Ref HB21/04/009 as set out in Section 80 and protected under the Planning Act (NI) 2011.

As per Policy DM 32 of the ANPS, the Council will seek the protection, conservation, enhancement and appropriate active use of listed buildings. Furthermore, the Council will only support development that impacts on a listed building and / or its setting where it is demonstrated that all of the following criteria are met:

- The essential character and special architectural or historic interest of the building and its setting are respected and features of interest which contribute to its listing remain intact and unimpaired;
- The detailed layout and design of proposals, including scale, height, massing, alignment and materials as well as proposed building techniques are appropriate to the essential character and appearance of the listed building and its setting; and
- Where a change of use is proposed, the use is compatible with the fabric, setting and essential character of the building.

A Design and Access Statement (DAS) (Document 01, date stamped received 28th January 2026) accompanied the application. This sets out the works that are proposed to be undertaken, the need for these works and how the works will have a negligible impact on the integrity of the building or the wider mill setting.

DM 32.4 of the ANPS requires the submission of a Statement of Significance which the applicant has included within the DAS. This sets out the essential character and special architectural or historic interest of the building and its setting. The Statement of Significance submitted is proportionate to the scale of the development, and in this instance is considered acceptable.

With the foregoing in mind, it is considered that in principle, the access barrier and associated ticket machines within the grounds of the listed building are acceptable, subject to careful consideration of the impact on the listed building in accordance with the above policy.

### **Impact on Listed Building**

As noted above, the application is for the erection of access control barriers and 2 no. ticketing machines, located approximately 35m from the entrance and within the grounds of Mossley Mill, which is a Grade B1 Listed Building (Ref: HB21/21/001). The barriers are modern, sleek and made from aluminium with reflective tape and warning lights, which contrasts with the wrought iron style of the main gates to avoid any false sense of historical replication. In addition to the barriers 2 no. ticket machines are proposed, serving each car park of the Mill building.

The DAS provides detail on the siting and orientation of the barriers and machines. The access barrier is located within 30m of the access road leaving Carnmoney Road North. Additionally, there are no proposed alterations to the car park as the

proposal seeks to utilise an area where a former security hut was located. The width of the laneway will be taken through an existing hatched area. In addition, the ticket payment kiosks will be installed, one beside the disabled bays to the front of the Mill, just off the cobbles, while the other will be located to the rear of the Theatre towards the bottom of the steps, just off the main path. The machines are discreetly located to minimise views from principal public vantage points, as depicted on Drawing Number 02, date stamped 28th January 2026. Their location makes logistical sense, while preserving the architectural hierarchy of the listed building.

The applicant's DAS states that the purpose for the erection of the access barrier and associated infrastructure is due to the Council's plans to limit users of the Council's car park. This is to provide additional parking spaces for relocated staff of Antrim Civic Centre, as the Council seeks to align all staff within one Civic Centre. Due to the separation distances from the entrance and the reversibility of the proposed structures, it is considered that the proposal will not have any significant impact on the internal and external features of the listed building. In this regard, it is considered that the proposal respects the essential character and special architectural or historic interest of the building.

Consultation was carried out with Historic Environment Division (Historic Buildings) HED who advised that the proposal would have no additional or demonstrable harm to the setting of the listed building. As indicated within the DAS, if in the future the barriers are deemed not to be required then they can be removed with no detriment or damage to the historical fabric of the building. The traffic island can be removed and then tarmacked over, payment machines can be moved and blanking plates put over access ducts, ensuring the intervention is fully reversible and does not harm the historic fabric of any listed building.

To conclude, it is considered that the proposal will conserve and enhance the setting of the Listed Building. No objection has been raised by HED, and it is considered Policy DM 32 of the ANPS is satisfied.

**RECOMMENDATION**

**GRANT LISTED BUILDING CONSENT**


**PROPOSED CONDITIONS**

1. The proposed works must be begun not later than the expiration of 5 years beginning with the date on which this consent is granted as required by Article 94 of the Planning Act (Northern Ireland) 2011.

Reason: Time Limit



Legend

Site Boundary 

LA03/2026/0054/LBC



1:2,500

## **PART TWO**

### **OTHER PLANNING MATTERS**

## ITEM 3.14

### P/PLAN/1 DELEGATED PLANNING DECISIONS AND APPEALS MARCH 2026

#### 1. Purpose

**The purpose of this report is to update Members on the planning applications decided under delegated powers and decisions issued by the Planning Appeals Commission (PAC) during the month of March 2026.**

#### 2. Delegated Decisions of Council

A list of planning decisions issued by Officers during the month of March 2026 under delegated powers together with information relating to planning appeals are **enclosed** for Members' information.

#### 3. Planning Appeal Commission Decisions

One (1) appeal was withdrawn during March by the Planning Appeals Commission.

<b>Planning application:</b>	<b>LA03/2025/0374/S54</b>
PAC reference:	2025/A0086
Proposed Development:	Extension to vehicle accident repair centre (Variation of condition 2 from approval LA03/2024/0507/F regarding completion of drainage)
Location:	40 Ballymena Road, Doagh, Ballyclare, BT39 0QR
Date of Appeal Submission:	11/11/2025
<b>Date of Appeal Withdrawn:</b>	<b>02/03/2026</b>

One (1) Enforcement Notice appeal was upheld (as varied) during the month of March by the PAC.

<b>Enforcement Reference:</b>	<b>LA03/2025/0297/CA</b>
PAC reference:	2025/E0039
Alleged Development:	The unauthorised change of use of the land and buildings to manufacture and sales of blinds (including the unauthorised erection of building)
Location:	Land/premises to the rear (north) of 17 Ballyginniff Road, Crumlin.
Date of Appeal Submission:	07/08/2025
Date of Appeal Decision:	31/03/2026
<b>Decision:</b>	<b>The Enforcement Notice (as varied) is upheld – Council Decision Upheld</b>

A copy of the decision is **enclosed**.

#### **4. Recommendation**

**It is recommended that the report be noted.**

Prepared by: Stephanie Boyd, Planning & Economic Development Business Support Supervisor

Agreed by: Sharon Mossman, Deputy Director of Planning and Building Control

Approved by: Majella McAlister, Director of Economic Development and Planning

## ITEM 3.15

### P/PLAN/1 PROPOSAL OF APPLICATION NOTICES MARCH 2026

#### 1. Purpose

**The purpose of this report is to update Members on the Proposal of Application Notices received during March 2026 .**

#### 2. Background

Under Section 27 of the 2011 Planning Act prospective applicants for all development proposals which fall into the Major development category are required to;

- give at least 12 weeks' notice to the Council that an application for planning permission is to be submitted.
- consult the community in advance of submitting a Major development planning application.

Where, following the 12-week period set down in statute, an application is submitted this must be accompanied by a Pre-Application Community consultation report outlining the consultation that has been undertaken regarding the application and detailing how this has influenced the proposal submitted.

#### 3. Proposal of Application Notice

<b>PAN Reference:</b>	LA03/2026/0178/PAN
<b>Proposal:</b>	Proposed specialist infrastructure operations and maintenance depot to include new office building incorporating training facility, secure storage and distribution area for equipment and designated waste management area and shed, vehicle parking and workshop/garage for maintenance of vehicles, plant and equipment.
<b>Location:</b>	Lands at 50 Moira Road, Crumlin
<b>Applicant:</b>	Greentown
<b>Date Received:</b>	13 March 2026
<b>12 week expiry:</b>	5 June 2026

#### 4. Recommendation

**It is recommended that the report be noted.**


Prepared by: Stephanie Boyd, Planning and Economic Development Business Support Supervisor

Agreed by: Sharon Mossman, Deputy Director of Planning and Building Control

Approved by: Majella McAlister, Director of Economic Development and Planning



Legend

Site Boundary 

LA03/2026/0178/PAN



1:2,500

## ITEM 3.16

### P/PLAN/1 NISRA THIRD QUARTER PLANNING STATISTICS OCTOBER TO DECEMBER 2025

#### 1. Purpose

**The purpose of this report is to update Members on the NISRA Planning Statistics 2025/2026 – Third Quarter Statistical Bulletin for the period October to December 2025.**

#### 2. Key Issues

The third quarterly provisional planning statistics for 2025/26 produced by the Analysis, Statistics and Research Branch of Department for Infrastructure (DfI), a copy of which is **enclosed**, were released on 1 April 2026.

The figures show that in Quarter 3 2025/2026 the total number of planning applications received in Northern Ireland was 2,489 an increase of 6 percent from the previous quarter and nearly six percent on the same period a year earlier. This comprised of 2,426 local, 61 major and two regionally significant planning applications.

In relation to performance against statutory targets, DfI figures show that the Council was within the 30-week target time in the third quarter of 2025/26 for Major planning applications, with an average processing time of 24.7 weeks. This performance ranks first amongst the 11 Councils and reflects well against the average processing time of 38.6 weeks across all Councils.

The number of local applications decided in the third quarter of 2025/26 was 2,282, up over the quarter (1,930) and down marginally when compared with the same period a year earlier (2,288). Three of the 11 Councils were within the 15-week target with Antrim and Newtownabbey (13.4 weeks) ranked third. This reflects well against the average processing time of 19.6 weeks across all Councils.

The number of enforcement cases opened in NI during the third quarter of 2025/26 was 648; down by 23.0% over the quarter (842) and up by 11.1% when compared to the same period a year earlier (583). The number of cases closed during Q3 2025/26 was 674; up by 17.8% from the previous quarter (572) and 9.4% from the same period a year earlier (616). Antrim and Newtownabbey recorded the highest percentage of cases processed within 39 weeks, with 95.5% processed within target during the first nine months of 2025/26.

#### 3. Recommendation

**It is recommended that the report be noted.**

Prepared by: Stephanie Boyd, Planning and Economic Development Business Support Supervisor

Agreed by: Sharon Mossman, Deputy Director of Planning and Building Control

Approved by: Majella McAlister, Director of Economic Development and Planning

### ITEM 3.17

#### **P/PLAN/1 DEPARTMENT FOR INFRASTRUCTURE CORRESPONDENCE PLANNING REFERENCE LA03/2018/0605/O, SPD/2024/0052/F**

##### **1. Purpose**

**The purpose of this report is to advise Members that correspondence (enclosed) has been received from the Department for Infrastructure in respect of Planning Application LA03/2018/0605/O SPD/2024/0052/F at land adjacent to the north-west of Ballyclare including lands bounded by Cogry Road/Rashee Road north of Ross' Avenue/Clare Heights and northeast and west of Ballyclare Rugby Club.**

##### **2. Correspondence**

Correspondence has been received from the Department for Infrastructure advising that Planning permission was granted by the Department for the proposed variation of the wording of Conditions 10 (change in trigger point for Ballyrobert crossroads junction works) and Condition 32 (part removal of wording to delete reference to town park).

The granting of the Section 54 will remove the provision of a town park and amend the trigger for road works and signalisation of Longshot Road/Ballyclare Road/Ballyrobert Road/Mossley Road junction to the occupation of the 1318 dwellings of the overall Ballyclare West Development (the previous trigger was 750). A copy of the Department's response to the Council's objection is enclosed for information.

A copy of the Department's Statement under Regulation 27(2) of the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017 is also enclosed for information.

##### **3. Recommendation**

**It is recommended that the report be noted.**

Prepared by: Stephanie Boyd, Planning and Economic Development Business Support Supervisor

Agreed by: Sharon Mossman, Deputy Director of Planning and Building Control

Approved by: Majella McAlister, Director of Economic Development and Planning

## ITEM 3.18

### PT/CI/073 PLANNING AND BUILDING CONTROL DIRECTORATE BUSINESS PLAN 2026/27

#### 1. Purpose

**The purpose of this report is to recommend to Members to approve the Planning and Building Control Directorate Business Plan 2026/27.**

#### 2. Background

Part 12 of the Local Government Act (Northern Ireland) 2014 puts in place a framework to support the continuous improvement of Council services.

Specifically, the duties in the Act relate to Section 84(1), 85(2) and 85(9) whereby the Council has a statutory duty to make arrangements to:

- Secure continuous improvement.
- Secure achievement of its improvement objectives; and
- Exercise its functions so that any Departmental specified standards are met.

#### 3. Previous Decision of Council

In January 2026 the Council approved a strategic performance framework as part of the Corporate Performance and Improvement Plan 2026/27 (draft for consultation).

#### 4. Business Planning

Business planning plays a vital role in the Council's performance management and delivery processes. It offers a more efficient and cohesive approach to monitoring and evaluating performance while improving overall visibility.

The purpose of the Directorate Business Plans are to:

- Demonstrate how each of the Directorates are supporting and achieving Council's priorities.
- Provide a clear sense of purpose of the Directorate and the challenges it faces.
- Illustrate how it is aligning its resources to meet the challenges ahead.
- Measure performance and hold ourselves to account to ensure we deliver for the Council and its residents.

Business Plan for; Planning and Building Control is **enclosed** for approval.

#### 5. Governance

Progress reports on the Council's Directorate Business Plans 2026/27 will be reported quarterly to CLT and biannually to relevant Committees.

## **6. Recommendation**

**It is recommended that the Planning and Building Control Directorate Business Plan 2026/27 be approved.**

Prepared by: Allen Templeton, Performance Improvement Officer

Agreed by: Sharon Mossman, Deputy Director of Planning and Building Control

Approved by: Majella McAlister, Director of Economic Development and Planning

### **3.19 ANY OTHER RELEVANT BUSINESS**

Any Other Relevant Business (AORB) may be taken at this point.