



15 March 2018

Chairman: Councillor P Brett
Vice Chairman: Councillor J Bingham
Committee Members: Aldermen – F Agnew, T Campbell, J Smyth and R Swann
Councillors - H Cushinan, B Duffin, T Hogg, D Hollis, M Magill and W Webb

Dear Member

MEETING OF THE PLANNING COMMITTEE

A meeting of the Planning Committee will be held in the **Council Chamber, Mossley Mill on Tuesday 20 March 2018 at 6.00pm.**

You are requested to attend.

Yours sincerely

A handwritten signature in black ink that reads "Jacqui Dixon".

Jacqui Dixon, BSc MBA
Chief Executive, Antrim & Newtownabbey Borough Council

For any queries please contact Member Services:

Tel: 028 9034 0098 / 028 9448 1301

memberservices@antrimandnewtownabbey.gov.uk

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 Part One of the Planning Committee agenda do not require ratification by the full Council.

Part Two - Any matter brought before the Committee included in Part Two 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:

PART ONE

Decisions on Enforcement Cases

- 3.1 Enforcement Case: LA03/2017/0023/CA - In Confidence
- 3.2 Enforcement Case: LA03/2017/0204/CA - In Confidence
- 3.3 Enforcement Case: LA03/2017/0062/CA - In Confidence

Decisions on Planning Applications

- 3.4 Planning Application No: LA03/ 2017/0624/F
Construction of 44 No. dwellings with associated car parking and landscaping (the mix consists of 10 No. 3 Person 2 Bed Apartments, 2 No. wheelchair 3 Person 2 Bed Apartments, 4 No. 2 Person 1 Bed Apartments, 10 No. 5 Person 3 Bed Houses and 18 No. 3 Person 2 Bed Houses) on land bounded by Mount Street, Shore Road, Dandy Street and Newton Gardens, Newtownabbey
- 3.5 Planning Application No: LA03/2017/0709/F
Proposed erection of 4 No. detached dwellings with integral garages and associated landscaping at 4 Circular Road, Jordanstown
- 3.6 Planning Application No: LA03/2016/0704/F
Construction of 10 No. dwellings with associated car parking and landscaping (mix consists of 10 No. 3 Person 2 Bed Category 1 accommodation) on vacant land adjacent to Cunningham Way, Fennel Road and 60 Fountain Street, Antrim
- 3.7 Planning Application No: LA03/2017/0578/O
Proposed infill dwelling on land between 61 and 63 Glenavy Road, Crumlin
- 3.8 Planning Application No: LA03/2017/0836/F

Two replacement dwellings and associated garages on lands adjacent to 20 Umgall Road, Nutts Corner, Crumlin

3.9 Planning Application No: LA03/2018/0071/F

Erection of two polytunnels Antrim at Antrim and Newtownabbey Borough Council Newpark Household Recycling Centre, Orchard Way, Greystone Road

PART TWO

Other Planning Matters

3.10 Delegated planning decisions and appeals February 2018

3.11 Proposal of Application Notice

3.12 Proposed Listing at 59, Loughview Road, Aldergrove, Crumlin

3.13 Chair of RTPI Northern Ireland Executive Committee 2018

3.14 Planning Portal Replacement – Update from DfI

3.15 Local Development Plan - LDP Steering Group

3.16 Local Development Plan - LDP Timetable

3.17 Local Development Plan – Landscape Character Assessment

3.18 Correspondence from Construction Employers Federation

**REPORT ON BUSINESS TO BE CONSIDERED AT THE MEETING OF THE
PLANNING COMMITTEE ON 20 MARCH 2018**

**PART 1 PLANNING APPLICATIONS AND RELATED DEVELOPMENT
MANAGEMENT AND ENFORCEMENT ISSUES**

| | |
|---------------------------|-----------------------------------|
| COMMITTEE ITEM | 3.4 |
| APPLICATION NO | LA03/2017/0624/F |
| DEA | MACEDON |
| COMMITTEE INTEREST | REFUSAL RECOMMENDED |
| RECOMMENDATION | REFUSE PLANNING PERMISSION |

| | |
|------------------------|--|
| PROPOSAL | Construction of 44 No. dwellings with associated car parking and landscaping. The mix consists of 10No. 3P2B apts, 2No. wheelchair 3P2B apts, 4 No. 2P1B apts, 10No. 5P3B houses and 18No. 3P2B houses |
| SITE/LOCATION | Land bounded by Mount Street, Shore Road, Dandy Street and Newton Gardens, Newtownabbey |
| APPLICANT | Choice Housing |
| AGENT | McGirr Architects Ltd |
| LAST SITE VISIT | 24 TH August 2017 |
| CASE OFFICER | Ashleigh Wilson Tel: 028 903 Ext40429 Email: ashleigh.wilson@antrimandnewtownabbey.gov.uk |

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 www.planningni.gov.uk

SITE DESCRIPTION

The application site is located on the Shore Road, within the development limits of Metropolitan Newtownabbey as defined within draft Belfast Metropolitan Area Plan 2015 (published September 2014). The site is roughly square in shape, with the land rising from the east at Shore Road towards the west at Newton Gardens. The site measures just under a hectare and has been cleared of all previous buildings.

The site is bounded to the south by semi-detached two storey dwellings and a single storey, flat roof, vacant retail unit on Mount Street. To the west the site is bounded by two storey residential properties on Newton Gardens and to the north by a football pitch on Dandy Street that is associated with the nearby Mill Green Youth Club. The boundaries of the application site are defined by palisade fencing, with mature hedging along the southern and western boundaries. A public footpath runs around the four sides of the application site, with vehicular access into the site currently available from both the Shore Road and Dandy Street. The surrounding area is characterised by a mix of residential, commercial, leisure and industrial land uses.

RELEVANT PLANNING HISTORY

Planning Reference: LA03/2017/0360/PAD
Location: Shore Road (bounded by Dandy Street, Mount Street and Newton Gardens)
Proposal: Development of 49No. social housing units in a mixture of semi-detached, terrace and apartments, access onto Dandy Street with new on-street car parking.

Planning Reference: U/2011/0259/F
Location: Lands bounded by Mount Street, Shore Road, Dandy Street and Newtown Gardens, Newtownabbey

Proposal: Erection of 38 no. 3 bed dwellings, landscaping and associated car parking
Decision: Permission Granted (10.08.2012)

Planning Reference: U/2008/0545/F

Location: Lands Bound by 980 Shore Road, Dandy Street, Newton Gardens and Mount Street, Belfast

Proposal: Erection of mixed use development comprising of 174 mixed tenure residential units (social and affordable), 9 'start-up' business units (use class A2 and B1), community centre, basement car park with landscaped courtyard and associated site and access works.

Decision: Application Withdrawn

PLANNING POLICY

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 Antrim Area Plan and the Belfast Urban Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Belfast Metropolitan Area Plan (which has reverted to the Draft Plan stage) 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.

Belfast Urban Area Plan and Draft Belfast Metropolitan Area Plan: The Plans identify the application site as being within the Development Limits for Newtownabbey but it has not been designated for any specific use.

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.

PPS 3: Access, Movement and Parking (Revised 2005) and PPS 3 (Clarification 2006): sets out planning policies for vehicular and pedestrian access, transport assessment, the protection of transport routes and parking.

PPS 7: Quality Residential Environments: sets out planning policies for achieving quality in new residential development. This PPS is supplemented by the Creating Places Design Guide.

Addendum to PPS 7: Safeguarding the Character of Established Residential Areas: sets out planning policy and guidance on the protection of local character, environmental quality and residential amenity within established residential areas, villages and smaller settlements. It also sets out policy on the conversion of existing buildings to flats or apartments and contains policy to promote greater use of permeable paving within new residential developments.

PPS 8: Open Space, Sport and Outdoor Recreation: sets out planning policy for the protection of open space, the provision of new areas of open space in association with residential development and the use of land for sport and outdoor recreation.

PPS 15: Planning and Flood Risk (Revised September 2014): sets out planning policies to minimise flood risk to people, property and the environment.

CONSULTATION

Council Environmental Health Section - Further information required with regards to noise impact

NI Water - No objections

DfI Roads – Proposal is unacceptable in its current form.

Northern Ireland Environment Agency: Land, Soil and Air - No objection, subject to conditions.

Northern Ireland Environment Agency: Water Management Unit - No objection.

DfI Rivers - Further information required with regards to drainage issues.

Belfast City Airport- No objections

REPRESENTATION

Nineteen (19) neighbouring properties were notified 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:

- Principle of Development
- Density
- Design, Layout and Impact on the Character and Appearance of the Area
- Residential Amenity
- Access, Movement and Parking
- Flood Risk and Drainage
- Other Matters

Preliminary Matters

An examination of the submitted information identifies that there is a conflict between the block plan and some of the elevation and floor plan drawings as these do not correlate, for example the northern elevation of Block A1 on the 'proposed site layout plan' (Drawing 02/2) measures 12m at scale 1/200. The same elevation on

the 'proposed apartment block A1 floor plans' (Drawing No. 06/2) measures 11.5 metres.

A pre-application discussion was held with the agent and a number of opportunities have been afforded to the applicant to overcome Officer concerns with the proposed development. Despite revisions being submitted, it is considered these concerns have not been adequately addressed within a reasonable timeframe and the proposal remains contrary to planning policy and guidance.

Principle of Development

The site is located within the development limits for Metropolitan Newtownabbey and has not been zoned for any specific use.

The SPPS indicates that where any conflict between the SPPS and any policy retained exists, under the transitional arrangements it must be resolved in the favour of the provisions of the SPPS. For example, where the SPPS introduces a change of policy direction and/or provides a policy clarification that would be in conflict with the retained policy, the SPPS should be accorded greater weight in the assessment of individual planning applications. However, where the SPPS is silent or less prescriptive on a particular planning policy matter than retained policies this should not be judged to lessen the weight to be afforded to the retained policy. The Strategic Planning Policy Statement (SPPS) indicates that sustainable development should be permitted, having regard to material considerations, unless the proposed development will cause demonstrable harm to interests of acknowledged importance. The SPPS also promotes good design and seeks to make more efficient use of urban land without town cramming.

The Regional Development Strategy for Northern Ireland 2035 (RDS) sets out regional strategic objectives for housing in settlements, including: manage housing growth to achieve sustainable patterns of residential development; support urban and rural renaissance; and strengthen community cohesion. The RDS does not provide operational planning policy for development management decisions and in this case the application falls to be considered under PPS7.

A previous approval on this site was granted by DOE Planning for 38 No. residential units however, this permission expired on 10th August 2017 and no Certificate of Lawful Development or Use exists to establish if that permission was lawfully commenced. The site sits within an area of mixed residential and commercial uses, with retail areas located to the north which include the Shore Road Retail Park and the larger Abbeycentre area. There are residential lands located to the west which comprise the Bawnmore estate. In the context of the surrounding land uses and taking account of the planning history of the site the principle of residential development at this location is considered acceptable with the details of the scheme to be considered against prevailing regional planning policy as outlined below.

Density

Paragraph 6.137 of the Strategic Planning Policy Statement emphasises that within established residential areas it is imperative to ensure that the proposed density of new housing development, together with its form, scale, massing and layout will

respect the local character and environmental quality as well as safeguarding the amenity of existing residents.

Policy LC 1: Protecting Local Character, Environmental Quality and Residential Amenity of the second addendum to PPS7 deals with the issue of density within residential areas. It states that the proposed density should not be significantly higher than that found in the established residential area.

The proposal is for forty four (44) units on a site of 0.88 hectares. Existing development in the area comprises primarily a mix of two-storey terraced residential properties, with some semi-detached properties. Given the densities associated with the residential development surrounding this site, it is considered that the density proposed is unlikely to give rise to any significant adverse impact on the character of this area.

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

Policy QD1 of PPS7 states that planning permission will only be granted for new residential development where it is demonstrated that the proposal will create a quality and sustainable residential environment. Policy QD1 goes on to state that all proposals for residential development will be expected to conform to nine criteria. The design and layout of the proposed residential development is therefore a key factor in determining the acceptability of the proposed development both in terms of its contribution to the amenity of the local neighbourhood and the wider streetscape.

The proposed development involves the construction of forty-four (44) residential units comprising sixteen (16) apartments, and twenty eight (28) dwellings. The residential units are two storey buildings with the exception of the apartment blocks A and A1, which are both three storey buildings, measuring approx. 11.5m from finished floor level. It is considered that although there are residential dwellings of two and a half storeys along Mount Street, there is no context for three storey development along Shore Road. These apartments will be particularly prominent as they are encircled by public vantage points on all sides. In addition to this, apartment Block A is to be raised some two metres above the existing ground level and the site is already elevated above the Shore Road resulting in development sitting some 3.5 metres above road level. It is therefore considered that three storey development significantly above the road level will appear out of context along Shore Road and will have a detrimental impact on the character and appearance of this area.

The proposed layout has resulted in the development being dominated by hard boundary solutions in order to secure the amenity of the proposed properties. By way of example, a two-metre high retaining wall is indicated along the entire extent of the Shore Road and partially along the eastern section of Dandy Street and Mount Street. In addition, sites 17, 30, 31 and 44 are corner sites, which are bounded on two sides by the existing or proposed road network. The rear garden areas of these proposed dwellings about the road with the use of 1.8m – 2.4m high walls proposed to secure the private amenity space required for these dwellings. This layout of the buildings and the use of screen walls is considered a poor design solution for the protection of amenity resulting in a hard face to the development when viewed from Mount Road, Dandy Street and Shore Road. Para 4.15 of the justification and amplification of Policy QD1 states that 'many housing developments in recent years

have been designed with little appreciation for local character or a sense of place and have tended to be dominated by roads considerations'. It is considered that the proposed development represents one such example of this unattractive and unacceptable form of development.

Para 7.11 of Creating Places specifically requires that dwellings be designed to present an attractive outlook onto existing and proposed roads, with windows designed to permit informal surveillance, whilst at the same time allowing residents to preserve their privacy from overlooking. Para 4.16 of Creating Places specifically states 'All buildings should be located and orientated to front onto existing and proposed roads to present an attractive outlook'. The corner sites 17, 30, 31 and 44 do not provide an adequate dual frontage, resulting in development which does not adequately address the public road.

The dwellings to the west of the site which front onto Newton Gardens will be prominent given the elevated position of these dwellings on the site. When travelling east to west along Mount Street, the rear elevations of a number of these dwellings will be exposed and visible given their elevated location, which will provide an unattractive visual aspect which will be detrimental to the character of the area.

In light of the above, it is considered that the proposed layout is inappropriate at this location and creates an unduly hard landscape, which undermines the overall character and quality of this area and does not create the quality residential environment advocated by planning policy.

External finishes for all units include brick walls, blue/black roof tiles, uPVC rain water goods and uPVC/timber double glazed windows and doors. Given the mix of external finishes in the surrounding area, the proposed materials are considered acceptable.

Criterion (c) of Policy QD1 requires adequate provision for private open space as an integral part of the development. Supplementary planning guidance on amenity space is provided in 'Creating Places: Achieving Quality in Residential Developments'. It states that the appropriate level of provision should be determined by having regard to the particular context of the development and recommends that each dwelling should have an average of 70sqm of private amenity provision, behind the building line. Approximately 45 – 56 square metres of amenity space has been provided per unit which falls well below the private amenity standards.

PPS 8, Policy OS 2 requires that for residential development of 25 units or more, public open space should be provided as an integral part of the development. An exception to this requirement will be permitted in the case of apartment development or specialised housing where a reasonable level of private communal open space is being provided. The overall level of public amenity provided is 208 square metres for the overall development. The requirement of open space for this site is 880 square metres. The proposal therefore falls significantly short on provision of the amenity space standards required for this form of development.

The applicant has provided a statement which seeks to justify the deviation from the minimum levels of amenity space required under policy summarised as follows:

- (a) The planning history on the site (Planning Reference U/2011/0259/F) accepted a reduced provision of amenity for the proposed development given the existing public facilities within this area;
- (b) An existing playground is located adjacent to the site at Newton Gardens and the dwellings are designed with an outlook onto same;
- (c) An existing football pitch is located directly north of the application site at Dandy Street with dwellings designed to front onto this space;
- (d) An existing grass area (0.3 hectares) is located within Bawnmore Place some 80 metres from the site; and
- (e) Opposite the site at Shore Road is a large area of mature planting and whilst public access is not available, it will provide an outlook thus making this area of amenity value to future residents.

While some reduction in amenity space would be accepted in light of the above factors, it is considered that the level of shortfall of public open space provision (over 670 square metres) for a site of this size is unacceptable. In addition, whilst the previous planning history on the site is acknowledged, this permission granted by DOE Planning is not binding on the Council and it has in any case since expired.

It is considered that this proposal fails to respect its setting in the context of the local area, and does not respond adequately to the characteristics of the site itself. The development relies on hard boundary treatments to provide adequate screening and the design and layout creates an unattractive environment, which is likely to result in an unacceptable impact upon the character and appearance of the area. Inadequate levels of amenity space have been provided and overall it is considered that the proposal represents an overdevelopment of this site.

Access, Movement and Parking

Criterion (f) of Policy QD 1 requires that adequate and appropriate provision is made for parking. Section 20 of Creating Places sets out the requirements for the total numbers of parking spaces to be provided for residents, visitors and other callers and Policy AMP 2 of PPS 3 requires that any development should not prejudice the safety and convenience of other road users.

It is proposed by the applicant that the parking requirement for the development will be serviced by communal car parking only. This includes the semi-detached dwellings, which would normally benefit from incurtilage parking. In addition, parking laybys have been indicated along Newton Gardens and spaces have been indicated along Dandy Street and Mount Road. DFI Roads have raised concerns with the proposal in terms of the parking layout and the dimensions of the parking spaces shown which are a departure from the normal standards set out within the guidance document Creating Places. The need to use the public road to assist in the provision of the necessary parking spaces for the development leads to issues with road safety and the free flow of traffic along Dandy Street and Mount Road. Parking on the public road can lead to the queuing of traffic on the road and the reduction in visibility from accesses along the road, the ability to emerge from parking areas along the road and reduce visibility at road junctions. It is considered that the reliance entirely on communal parking leads to a range of issues with the servicing of dwellings, the availability of parking to residents and the hard landscape caused by areas of communal parking. It is considered that the parking proposals for the

development are contrary to criterion f of Policy QD1 of PPS 7, Policy AMP2 of PPS 3 and the associated guidance in Creating Places.

Residential Amenity

It is considered that the proposal will result in a poor outlook for the existing dwellings along Nos. 2 – 8 Mount Street where their view will be of a large screen brick wall of 1.8 – 2.4 metres and although some planting has been indicated it is unlikely to provide adequate screening of the rear backyards of the proposed dwellings.

Paragraph 7.21 of supplementary planning guidance document 'Creating Places' advises that; adequate spacing needs to be provided between buildings for privacy purposes. The proposed layout of the apartment blocks will result in overlooking with first floor opposing living room windows in block B1 and Block A1 at a distance of sixteen metres apart. Creating Places requires a minimum separation distance of 20 metres for first floor opposing windows. Therefore, the design and layout will have an adverse impact on the amenity of the proposed occupants of the apartment buildings.

Flood Risk and Drainage

There are no designated watercourses within this site and the site is not located within a floodplain. NIEA - Water Management Unit has been consulted and is content that the proposal would not have a detrimental impact on the surface water environment providing there was sufficient capacity at Belfast Waste Water Treatment Works to cope with the additional load. NI Water has confirmed that there is available capacity.

A Drainage Assessment as required by Policy FLD 3 of PPS 15 was submitted with the original scheme. However, DfI Rivers in its consultation response has indicated deficiencies within the assessment as it provided no micro-drainage or attenuation calculations relating to the site drainage system; and was not accompanied by a discharge consent. A revised layout has since been submitted however, despite the flaws in the earlier Drainage Assessment, no further information was submitted and therefore it cannot be concluded that the development will not increase the risk of flooding elsewhere through increased surface water runoff.

Due to the lack of information provided the proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and Policy FLD 3 of PPS15 Planning & Flood Risk.

Other Matters

The proposed development is in close proximity to the Shore Road leading to the M2 Motorway. The Environmental Health Section of the Council requested a noise impact assessment be carried out with mitigation measures to reduce the noise to satisfactory levels. Following the submission of a revised housing layout Environmental Health was re-consulted and has indicated that the noise impact assessment will also need to be amended to ensure that the additional two apartment blocks facing onto the Shore Road are afforded at least the same level of acoustic protection from traffic noise as the other apartment blocks, and that the additional semi-detached housing is also adequately protected. In addition, it is noted within drawing No.26 that a new substation is to be installed between the additional apartment blocks. The low frequency noise content of electricity substations is between 50-100Hz which

is also the critical frequency for blockwork. The noise impact assessment would require updating to ensure that the acoustic properties for the blockwork, glazing and ventilation to the proposed development are appropriate in mitigating the low frequency noise associated with the electricity substation. Based on the information provided to date, it cannot be ruled out that the proposed residential units would not suffer from an adverse impact on residential amenity.

The application site was previously used as a commercial/industrial facility and a contamination report has been submitted. This report provides remediation measures. NIEA Waste Management has been consulted and has no objections subject to conditions and informatives being applied to the grant of planning permission.

The application site is adjacent to Belfast Lough SPA/Belfast Lough Open Water SPA/Inner Belfast Lough ASSI which are of international and national importance and are protected by the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended) and The Environment (Northern Ireland) Order 2002. An Ecological Survey Report was submitted and the surveyor has concluded that the development is unlikely to impact any protected species. Natural Environment Division was consulted and has no objection to the proposal in this regard.

CONCLUSION

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

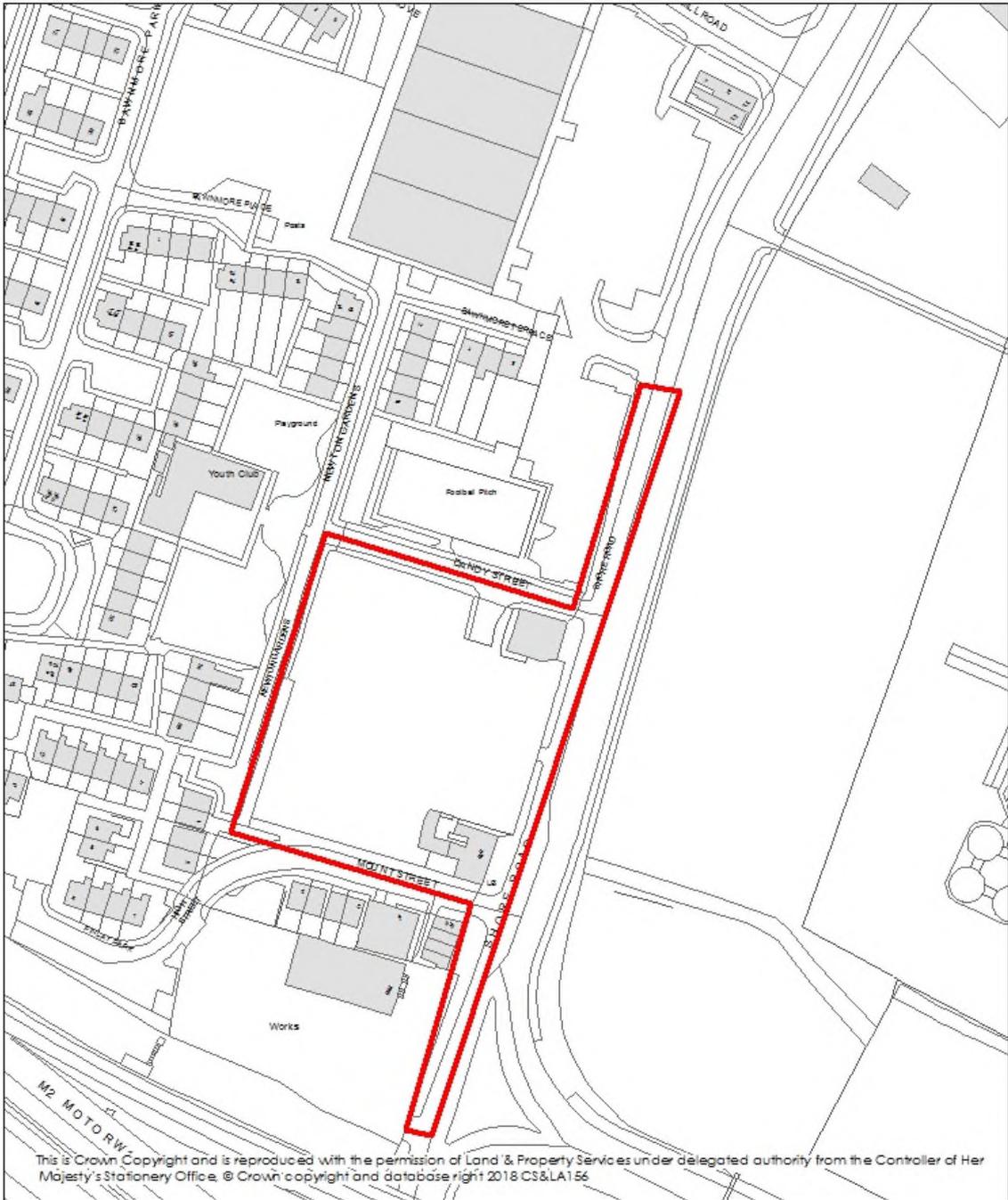
- The principle of the development is considered acceptable;
- The proposed development represents an overdevelopment of the site;
- The proposed development will have an unacceptable impact on the residential amenity of existing and proposed residents;
- The scale of the proposed apartments is not in keeping with the character and appearance of the area;
- The proposal has a poor quality design in terms of frontage and streetscape;
- Insufficient open space has been provided for the proposed development;
- Insufficient information has been provided to demonstrate that there will be no unacceptable adverse effects on the proposed adjoining properties in terms of potential noise disturbance from the adjoining Shore Road and proposed substation; and
- Due to insufficient information in the drainage assessment undertaken the development, if permitted, may increase the risk of flooding elsewhere through increased surface water runoff.

RECOMMENDATION : REFUSE PLANNING PERMISSION

PROPOSED REASONS OF REFUSAL

1. The proposal is contrary to the provisions of the Strategic Planning Policy Statement, Policy QD1 of Planning Policy Statement 7 (PPS 7), Quality Residential Environments, and Policy LC1 of the second Addendum to PPS 7, Safeguarding the Character of Established Residential Areas, in that the proposed development represents an overdevelopment of the site as:
 - a) it does not respect the surrounding context and is considered to be inappropriate to the character of the site in terms of layout, scale and massing of buildings, structures and landscaped and hard surfaced areas;

- b) insufficient levels of public and private amenity space have been proposed as an integral part of this development; and
 - c) it will have an unacceptable adverse effect on the amenity of proposed residents in terms of overlooking, and an unacceptable outlook for existing dwellings
 - d) the proposal relies entirely on communal parking which results in a poor quality residential layout and hard landscaping features.
2. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Planning Policy Statement 7, Quality Residential Environments, in that it has not been demonstrated that there will be no unacceptable adverse effects on the proposed adjoining properties in terms of potential noise disturbance from the adjoining Shore Road and proposed substation.
 3. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and Policy FLD 3 of PPS15 Planning & Flood Risk in that it has not been demonstrated, through a detailed drainage assessment, that the development, if permitted would not increase the risk of flooding beyond the site through increased surface water runoff.
 4. The proposal is contrary to the provisions of the Strategic Planning Policy Statement and Policy AMP 2 of PPS 3, Access, Movement and Parking, in that the development would, if permitted, prejudice the safety and convenience of road users as insufficient parking has been provided within the application site and it would lead to vehicles being parked on the highway thus interfering with the free flow of traffic on the main road and the visibility of traffic entering or leaving the access.



Location Map

Application Reference: LA03/2017/0624/F



44no. dwellings with associated car parking and landscaping at land bounded by Mount Street, Shore Road, Dandy Street and Newton Gardens, Newtownabbey

 Site Boundary

For Information Only



| | |
|---------------------------|-----------------------------------|
| COMMITTEE ITEM | 3.5 |
| APPLICATION NO | LA03/2017/0709/F |
| DEA | MACEDON |
| COMMITTEE INTEREST | REFUSAL RECOMMENDED |
| RECOMMENDATION | REFUSE PLANNING PERMISSION |

| | |
|------------------------|--|
| PROPOSAL | Erection of 4No. detached dwellings with integral garages and associated landscaping |
| SITE/LOCATION | 42 Circular Road, Jordanstown, BT37 0RG |
| APPLICANT | Ken & Heather Knox |
| AGENT | McDowell & Bostock Architects |
| LAST SITE VISIT | 07.09.2017 |
| CASE OFFICER | Ashleigh Wilson Tel: 028 903 Ext 40429 Email: ashleigh.wilson@antrimandnewtownabbey.gov.uk |

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 www.planningni.gov.uk

SITE DESCRIPTION

The application site is located within the development limits of Metropolitan Newtownabbey as defined in the draft Belfast Metropolitan Area Plan (draft BMAP). The site is an area of vacant land which is accessed off Circular Road, Jordanstown. The site is bounded along the northeastern (roadside) boundary by security fencing, approximately two metres high. The northwestern boundary of the site is defined by a 1.8 metre wooden fence and mature vegetation. There is a similar high close boarded fence along the southeastern (rear) boundary and a low privet hedge (1.5 metres) defines the southwestern boundary.

The surrounding area is primarily residential in nature with a number of detached dwellings with long rear gardens along this stretch of the Circular Road. Opposite the site there is a row of residential dwellings which are built to a higher density.

RELEVANT PLANNING HISTORY

Planning Reference: U/2010/0011/O

Location: 42 Circular Road

Proposal: Erection of 30 bed nursing home with associated car parking and landscaping

Decision: Permission Granted (04.08.2010)

Planning Reference: U/2006/0062/F

Location: 42 Circular Road

Proposal: Erection of 12 residential units with associated car parking and landscaping

Decision: Permission Granted (09.08.2010)

Planning Reference: PLA2/6/032/06

Location: 42 Circular Road
Proposal: Tree Preservation Order
Decision: TPO Confirmed (11.10.2006)

PLANNING POLICY

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 Antrim Area Plan and the Belfast Urban Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Belfast Metropolitan Area Plan (which has reverted to the Draft Plan stage) 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.

Belfast Urban Area Plan: The site is located within the development limits of Metropolitan Newtownabbey.

Draft Belfast Metropolitan Area Plan (2004) and Belfast Metropolitan Area Plan 2015 (published Sept 2014): The site is located within the development limits of Metropolitan Newtownabbey.

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.

PPS 2: Natural Heritage: sets out planning policies for the conservation, protection and enhancement of our natural heritage.

PPS 3: Access, Movement and Parking (Revised 2005) and PPS 3 (Clarification 2006): sets out planning policies for vehicular and pedestrian access, transport assessment, the protection of transport routes and parking.

PPS 6: Planning, Archaeology and the Built Heritage: sets out planning policies for the protection and conservation of archaeological remains and features of the built heritage.

PPS 7: Quality Residential Environments: sets out planning policies for achieving quality in new residential development. This PPS is supplemented by the Creating Places Design Guide.

Addendum to PPS 7: Safeguarding the Character of Established Residential Areas: sets out planning policy and guidance on the protection of local character, environmental quality and residential amenity within established residential areas, villages and smaller settlements. It also sets out policy on the conversion of existing buildings to flats or apartments and contains policy to promote greater use of permeable paving within new residential developments.

PPS 15: Planning and Flood Risk (Revised September 2014): sets out planning policies to minimise flood risk to people, property and the environment.

CONSULTATION

Council Environmental Health Section – No objection subject to conditions.

NI Water – No objection.

DfI Roads – No objection subject to conditions.

Northern Ireland Environment Agency: Land, Soil and Air - No objection.

Northern Ireland Environment Agency: Drainage & Water – No objection subject to conditions.

Northern Ireland Environment Agency: Natural Environment Division – No objection.

Historic Environment Division – No objection.

Rivers Agency – Further information required.

Belfast City Airport – No objection.

REPRESENTATION

Seventeen (17) neighbouring properties were notified and one (1) letter of objection has been received. The full representations made regarding this proposal are available for Members to view online at the Planning Portal (www.planningni.gov.uk).

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

- Overlooking of No. 47 Old Manse Road
- Siting of dwelling out of character with the area
- Drainage issues

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Principle of Development
- Design and Appearance
- Neighbour Amenity
- Impact on Character and Appearance of the Area
- Impact on features of Natural Heritage
- Other Matters

Principle of Development

The application site lies within the development limits of Metropolitan Newtownabbey as defined in both the draft Belfast Metropolitan Area Plan (2004) and the version of BMAP published in 2014. The site is not zoned for any particular use within the plan, however, the area is primarily residential in character. Two separate planning permissions were previously granted on this site, one for a nursing home and the other for 12 No. residential units. However, both these permissions have expired and there is no evidence to suggest that they were lawfully commenced. Given the location of the site within an established residential area the principle of residential development is nevertheless considered acceptable with the details of the scheme to be considered against prevailing regional planning policy as outlined below.

Design and Appearance

The proposal seeks permission for four detached dwellings within the site which includes a private shared access from the Circular Road which will run centrally through the site providing separate driveways and in-curtilage parking areas for each of the dwellings. One of the dwellings is to be set on the southern side of the site and will occupy the largest plot within the site. This dwelling is to be situated in line with the neighbouring property (No. 34) of which the applicant has ownership/control over. The remaining three dwellings are to be situated to the northern side of the site, one behind the other.

The proposed pattern of development is not considered to reflect the character of the area along this stretch of Circular Road. The present form of development has detached dwellings on single plots, fronting onto the Circular Road with long rear gardens. There is an example of back land development along this side of the Circular Road to the rear of No. 12 however, one dwelling was approved to the rear of No. 12 and it was a single storey dwelling with greater separation distance than is proposed in the current scheme. It is considered that the separation distances proposed of 2.6 metres between sites 3 and 4 and 1.8 metres between sites 2 and 3 is unacceptable and out of character with the area.

Given the limited separation distances proposed between dwellings, the individual dwellings have been very deliberately designed to limit the potential for overlooking to occur. The obvious need to address overlooking has resulted in a poor quality design in terms of the facades of the buildings and their presentation onto the streetscape with side gables projecting onto the shared drive. These units could have been vastly improved by providing dual frontage aspects, however, this design amendment would likely lead to further issues in terms of overlooking of the adjoining dwellings. The 'side elevation' of site two will be visible on approach to the site along Circular Road where a garage will project outwards from the building presenting a poor frontage towards Circular Road. Overall the quality of the design potential of the dwellings has been eroded by the need to mitigate overlooking resulting from the close proximity of the dwellings to one another.

The building line of the adjacent dwelling, No. 44 is twenty seven (27) metres back from the road and No. 34 is thirty two metres back from the road. The proposed dwelling (Site 4) is located nineteen (19) metres back from the road which breaches the existing building line and is an indication that the proposal represents an overdevelopment of the site. The agents supporting information argues that there is

a staggered building line of dwellings along this stretch of the road and it is really only the garage that breaches the building line. While this is not disputed, the building line on the immediate stretch of the road forms an important part of the character of this area and should be respected. It is considered that the proposed garage forms part of the proposed built form and the breach of this building line is unacceptable in the context of the surrounding built form.

The proposed finishes to the dwellings include a mixture of white smooth render and buff brick. It is considered that the materials will tie in with the mixture of finishes within the area.

Neighbour Amenity

To the north of the site is an existing detached dwelling (No. 44 Circular Road) which is separated from the site by mature vegetation. The proposed dwellings back onto this site with a minimum ten metre separation distance between the proposed dwellings and the common boundary. It is considered that given the separation distance and the intervening vegetation, which is to be retained, that there will be no significant adverse impact in terms of overlooking or overshadowing of No. 44.

The dwellings to the west of the site (Nos. 43, 45 and 47) are also detached dwellings, which back onto the application site and are accessed off the Old Manse Road. 'Site 1' backs onto these dwellings with a separation distance of twenty two metres and 'Site 2' also abuts these properties. The proposed two-storey dwelling on 'Site 2' is located approximately six metres from the common boundary with the single storey attached garage situated some 3.4 metres from the boundary. There are no first floor windows on the western elevation ensuring that there will be no overlooking impact. An objection was received from No. 47 Old Manse Road initially raising concerns regarding overlooking however, the plans have been amended to remove the corner master bedroom window referred to in the objection. The objector pointed out that this would overcome concerns in this regard. The existing 2.1 metre fence defining the boundary is to be retained as are the four trees along this boundary which are located within the curtilage of the neighbouring dwelling. A new hedge and screen planting is to be planted adjacent to the existing boundary fence. Whilst a degree of overshadowing may occur to these properties, given the path of the sun this will be limited to the early morning only and will be to the rear of the gardens as opposed to the dwellings which are situated some 33 metres from the common boundary.

No. 34 Circular Road abuts the southern boundary of the application site. This dwelling is owned/controlled by the applicant. The proposed dwelling on 'Site 1' abuts this neighbouring property with a three metre separation distance from the proposed dwelling and the common boundary and 1 metre from the proposed garage to the common boundary. A number of properties along Circular Road have similar separation distances to side boundaries. There is one first floor dressing room window in the elevation facing No. 34. Given this is not a habitable room and the window is to be obscured glass there is no concern regarding overlooking of No. 34. Given that the site is situated to the north of No. 34, there will not be a significant adverse impact in terms of overshadowing.

The proposed roadway is to run through the centre of the site with parking spaces in front of the proposed dwellings. This will ensure that there will be minimal impact in terms of noise and disturbance from cars and traffic entering the site.

Impact on Character and Appearance of the Area

The Strategic Planning Policy Statement (SPPS) states that within established residential areas the proposed density of new housing development, together with its form, scale, massing and layout must respect local character and environmental quality. Planning Policy Statement 7 (PPS 7) reiterates the need for sensitivity and in Policy QD1 the test is expressed as 'unacceptable damage to local character, environmental quality or residential amenity.' Policy LC 1 of the Addendum to Planning Policy Statement 7 also seeks to protect the character and appearance of residential areas and states that seeking to achieve higher densities in urban areas should not be used as a mandate to force overdeveloped and unsympathetic housing schemes into established residential areas.

It is considered that the form, layout and pattern of development does not respect the character of this area for the reasons discussed previously in this report. In addition, it is considered that the proposed density of development is significantly higher than that found in this established residential area. The applicant's agent has provided a summary of the densities and plot sizes in the area seeking to demonstrate that the density and plot sizes of the proposed development are acceptable. However, the plots referred to include a terraced dwelling and a corner dwelling on the opposite side of Circular Road where the character is considered to be entirely different than that of the application site. In addition, it is the average density that informs the areas character and not extremes at either end of the spectrum of densities. Dwelling Nos. 24, 26, 28, 30, 30a, 32, 34 are considered to represent the typical character of this stretch of Circular Road. The density of development for this stretch of the road is 5.6 dwellings per hectare. The proposal has a density of 9.3 dwellings per hectare. Although a previous planning history was granted on this site under planning application reference U/2006/0062/F for 12no. apartments, this permission has lapsed and no Certificate of Lawful Use or Development has been issued to demonstrate development had lawfully commenced and therefore there has not been any lawful fall-back position established. This previous decision was taken by DOE Planning and it is not therefore binding on the Council which may interpret and apply policy as it deems appropriate.

It is considered that the proposal in the context of its immediate surroundings represents overdevelopment and will not result in a quality and sustainable residential environment in keeping with the character and pattern of development in the locality, which is contrary to PPS 7 and PPS 7 Addendum 'Safeguarding the Character of Existing Residential Areas'.

Impact on features of Natural Heritage

Natural Environment Division (NED) provided a response and noted from a desktop study of GIS and aerial photography records that the application site is located within an area of sensitivity for Northern Ireland priority habitat. There are records of mature trees and hedgerow habitat occurring within or adjacent to the application site. With regards to this, NED has records of bat roosts in close proximity to the application site. The applicant has completed a biodiversity checklist and NIEA was

consulted on its contents and has indicated that following consideration that it has no concerns with the proposed development.

Access and Road Safety

The proposed layout provides for 3 car parking spaces for each dwelling which meets with the parking standards set out within Creating Places. The site layout plan also shows four visitor spaces. DfI Roads were consulted and are content with the proposed means of access to the development.

Flood Risk

One objection received raised general issues with regards to drainage in the Jordanstown area and requested that careful consideration is given to this issue. Rivers Agency was consulted and requested a Drainage Assessment which has been provided. The assessment indicated that the developer would discharge a proportion of the increased surface water run-off to the public surface water drains, however, there has been no evidence from NI Water that they are prepared to accept the increase in surface water from this site.

Other Matters

One TPO tree is situated in the eastern corner of the application site. Protective fencing is shown around this tree and although two car parking spaces are indicated within this area, the Planning Section's Tree Officer has advised that a 20% allowance is generally accepted. The proposal is therefore not likely to have an adverse impact on the TPO tree.

The Environmental Health Section of the Council raised concerns with the potential for contamination on the site. A Preliminary Contamination Risk Assessment was submitted and Environmental Health and Northern Ireland Environment Agency were reconsulted and both consultees raised no objections to the proposal subject to a condition being applied to the grant of any planning permission.

CONCLUSION

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

- The principle of residential development is considered acceptable;
- The proposal is not in keeping with the density found in the locality and will result in over-development of this site detrimental to the character and appearance of the area;
- The proposal has a poor quality design in terms of frontage and streetscape;
- The proposed development will not have an unacceptable impact on the residential amenity of existing and proposed residents; and
- It has not been demonstrated that the development will not increase the risk of flooding due to increased surface water runoff from the site.

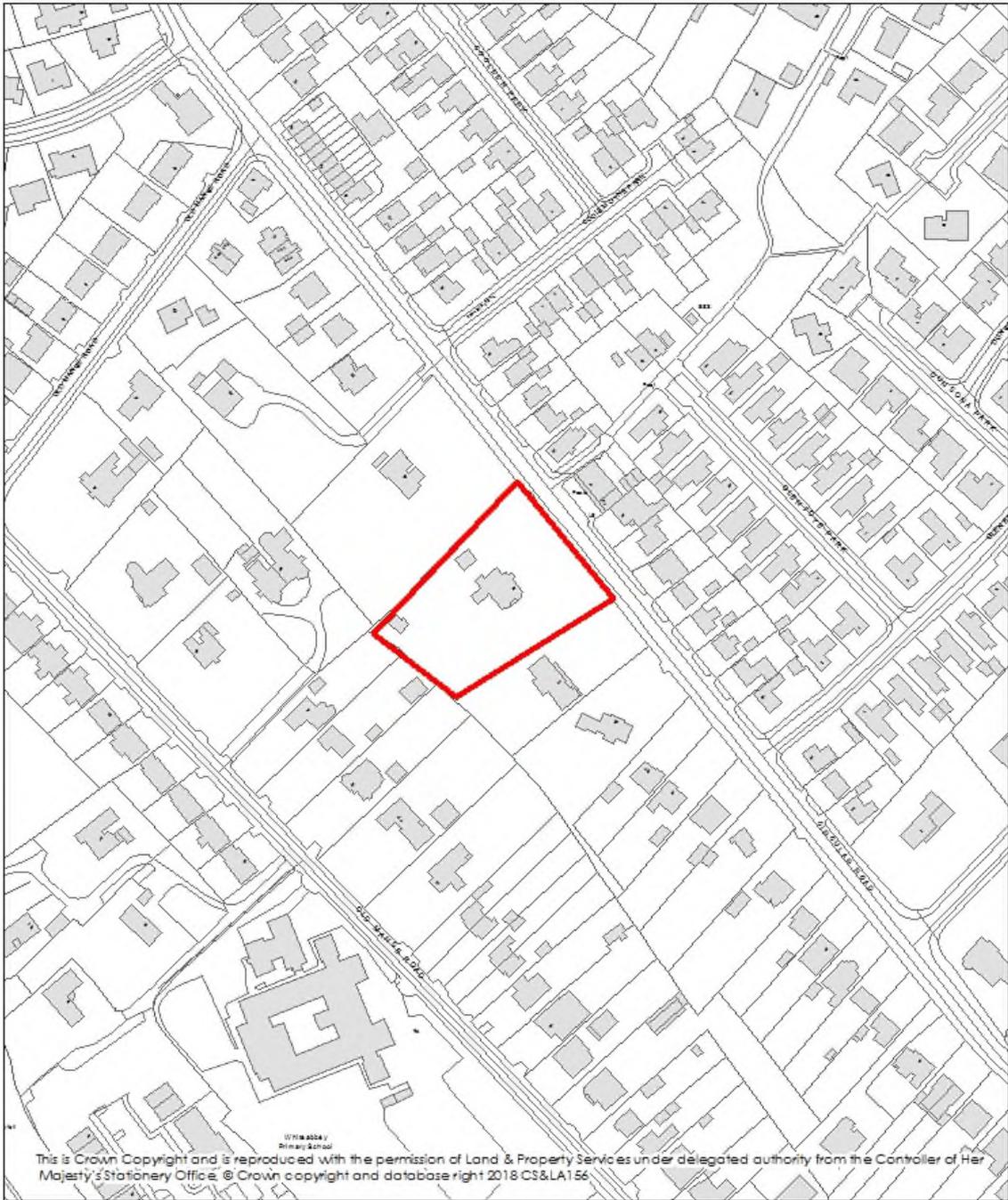
RECOMMENDATION : REFUSE PLANNING PERMISSION

PROPOSED REASONS OF REFUSAL

1. The proposed development is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy QD1 of Planning Policy Statement 7 'Quality Residential Environments' and Policy LC 1 of the addendum to PPS 7

'Safeguarding the Character of Established Residential Areas' and the associated guidance 'Creating Places', in that, it has not been demonstrated that the proposed development can achieve a quality and sustainable residential environment in keeping with the character and pattern of development in the locality and that incorporates a design and layout which draws upon the positive aspects of the surrounding area.

2. The proposed development is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy FLD 3 of Revised Planning Policy Statement 15 'Planning and Flood Risk, in that, it has not been demonstrated that the proposed development will have adequate drainage provision.



Location Map

Application Reference: LA03/2017/0709/F

4no. Detached Dwellings
at 42 Circular Road, Jordanstown

 Site Boundary



For Information Only



| | |
|---------------------------|--|
| COMMITTEE ITEM | 3.6 - APPLICATION CONSIDERED AT DECEMBER 2017 MEETING |
| APPLICATION NO | LA03/2016/0704/F |
| DEA | ANTRIM |
| COMMITTEE INTEREST | ADDENDUM REPORT - HEAD OF PLANNING REFERRAL |
| RECOMMENDATION | GRANT PLANNING PERMISSION |

| | |
|------------------------|---|
| PROPOSAL | Construction of 10no dwellings with associated car parking and landscaping (mix consists of 10no 3P2B Cat 1 accommodation) |
| SITE/LOCATION | Vacant land adjacent to Cunningham Way, Fennel Road and 60 Fountain Street, Antrim |
| APPLICANT | Apex Housing |
| AGENT | McGirr Architects Ltd |
| LAST SITE VISIT | 11/01/2018 |
| CASE OFFICER | Kieran O'Connell Tel: 028 9034 0423 Email: Kieran.oconnell@antrimandnewtownabbey.gov.uk |

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 www.planningni.gov.uk

CONSULTATION

Transport NI – No objection subject to conditions.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

Background

Members will recall that this application was previously brought before the Planning Committee in October and December 2017. At the October meeting the Committee accepted that the substantial community benefit that the scheme would deliver in terms of meeting the pressing need for social housing in Antrim combined with mitigation measures involving the enhancement of nearby open spaces would outweigh the loss of the site as an area of open space. The Committee deferred the application at that time to provide the applicant with an opportunity to submit a revised layout within a period of 4 weeks.

The application was subsequently placed on the Agenda for the December meeting of the Planning Committee as no revised scheme had been submitted within the 4 week period specified. However prior the meeting taking place a detailed amended scheme was received that reduced the number of units proposed from 13 to 10 and incorporated proposals for the upgrading of open space in Fennel Road. On this basis the Committee agreed to grant planning permission and delegated the issuing of the decision subject to two provisos, namely that the applicant provided the Officers with any necessary information in a timely manner and that the threshold for objections set out in the Scheme of Delegation was not breached.

Following reconsultation on the amended scheme, an additional letter of objection has been submitted. In total there are now three (3) letters of objection from 2 properties within the area. Whilst it is accepted by Officers that this number of

objections does not exceed the provisions of the Scheme of Delegation the most recent letter has nevertheless raised a matter not previously before the Committee. As a consequence, it has been decided to bring the application back before Committee.

Consideration

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

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

- Other sites in Antrim are more suitable.
- The proposed development would not enhance the area which is located within a Conservation Area.
- The existing open space should be protected.

As indicated above the Committee has previously made its views clear on the principle of development at this site. The matters for consideration in this report are limited to the revised layout and addressing the most recent concerns by an objector regarding the impact of the scheme on the Antrim Conservation Area.

Housing Layout

Policy QD 1 of PPS 7 indicates that all proposals for residential development will be expected to conform to a number of criteria. It is considered that the ten(10) single storey dwellings proposed respect the surrounding housing context and that the development overall is appropriate to the character and topography of the site in terms of layout, scale, proportions, massing and appearance of buildings, structures and landscaped and hard surfaced areas.

Adequate provision is made for public and private open space and landscaped areas as an integral part of the development. A condition is recommended to ensure that the upgrading of the existing open space at Tarragon Park proposed by the developer is undertaken prior to occupation of any of the proposed dwellings to offset the loss of open space within this area.

A movement pattern is provided that supports walking and cycling, meets the needs of people whose mobility is impaired, respects existing public rights of way, provides adequate and convenient access to public transport. Adequate and appropriate provision has been made for parking as an integral part of this development.

With regard to the impact on the adjacent residential property it is considered that the design and layout will not result in an unacceptable adverse effect on existing or proposed properties in terms of overlooking, loss of light, overshadowing, noise or other disturbance and is considered to be appropriate for a development of this nature in the urban area.

Conservation Area

The Strategic Planning Policy Statement contains a policy direction reflecting Section 104 of the 2011 Act. Paragraph 6.18 advises that in managing development within a designated Conservation Area the guiding principle is to afford special regard to the desirability of enhancing its character or appearance where an opportunity to do so exists, or to preserve its character or appearance where an opportunity to enhance

does not arise. In this case an objector has indicated that they fail to see how the proposed development would enhance the area.

It is important to note that there are no discernible features on this site or within the wider area of Cunningham Way, which would lead an observer to feel they are within or entering a Conservation Area. It is only when turning onto Fountain Street that you become aware of the inherent character and quality associated with the Antrim town Conservation Area.

As there are no buildings currently occupying the site it is not considered the current development scheme provides a realistic opportunity to enhance the character and appearance of the designated Conservation Area and as such the test to be applied is that the development should leave the character and appearance of the Conservation Area unharmed. In this context, it is not considered necessary to replicate the two storey buildings located along Fountain Street in order to respect the character of this area. Two storey dwellings at this location would have the potential to adversely impact on the adjacent residential property by way of overlooking, dominance and loss of light.

Assessment of the most recent objection must also be set against the backdrop of an increasing demand for social and specialised housing in this area and while other sites may be available in the town, this specific site benefits from its proximity to the Town Centre. As indicated above the application site is set back within the Conservation Area and plays no significant role in shaping the visual character or appearance of the area. The single storey dwellings proposed reflect the scale of nearby development particularly the red brick dwellings located to the south of the application site at Tarragon Park and this design approach is therefore compatible with the character of this area and accordingly it is considered the proposal will not have an adverse impact on the Conservation Area.

CONCLUSION

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

- The principle of development has previously been found to be acceptable
- The design, layout and appearance of the proposed development is considered to be acceptable.
- It is considered that the proposed development will respect the character and appearance of this part of the Antrim Conservation Area.

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 existing natural screenings of the site, as indicated in green, on approved drawing ref 01/4, date stamped received 22/12/2017 shall be retained 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.

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.

3. If any retained tree is removed, uprooted or destroyed or dies within 5 years from the date of completion of the development it shall be replaced within the next planting season by another tree or trees in the same location of a species and size as specified by the Council.

Reason: To ensure the continuity of amenity afforded by existing trees.

4. The open space and amenity areas indicated on Drawing No. 01/4 date stamped 22/12/2015 shall be managed and maintained in accordance with the Planting Specification and Planting Schedule indicated on the same drawing. Any changes or alterations to the approved landscape management arrangements shall be submitted to and agreed in writing by the Council.

Reason: To ensure successful establishment and ongoing management and maintenance (in perpetuity) of the open space and amenity areas in the interests of visual and residential amenity.

5. The offsite landscaping improvement works at Tarragon Park indicated in Blue on drawing No. 16 date stamped 22/12/2017 shall be carried out in accordance with the landscape specification as indicated on drawing No.15 date stamped 17/12/2017 prior to the occupation of any dwelling hereby approved.

Reason: To help offset the loss of amenity space on Cunningham Way and to improve the quality of the existing open space at Tarragon Park.

6. The Council hereby determines that the width, position and arrangement of the streets, and the land to be regarded as being comprised in the streets, shall be as indicated on Drawing No. 11/1 bearing the date stamp 26/01/18.

Reason: To ensure there is a safe and convenient road system within the development.

7. The development hereby permitted shall not be occupied until the works necessary for the improvement of a public road have been completed in accordance with the details outlined blue on drawing number 11/1 bearing the date stamp 26/01/18.

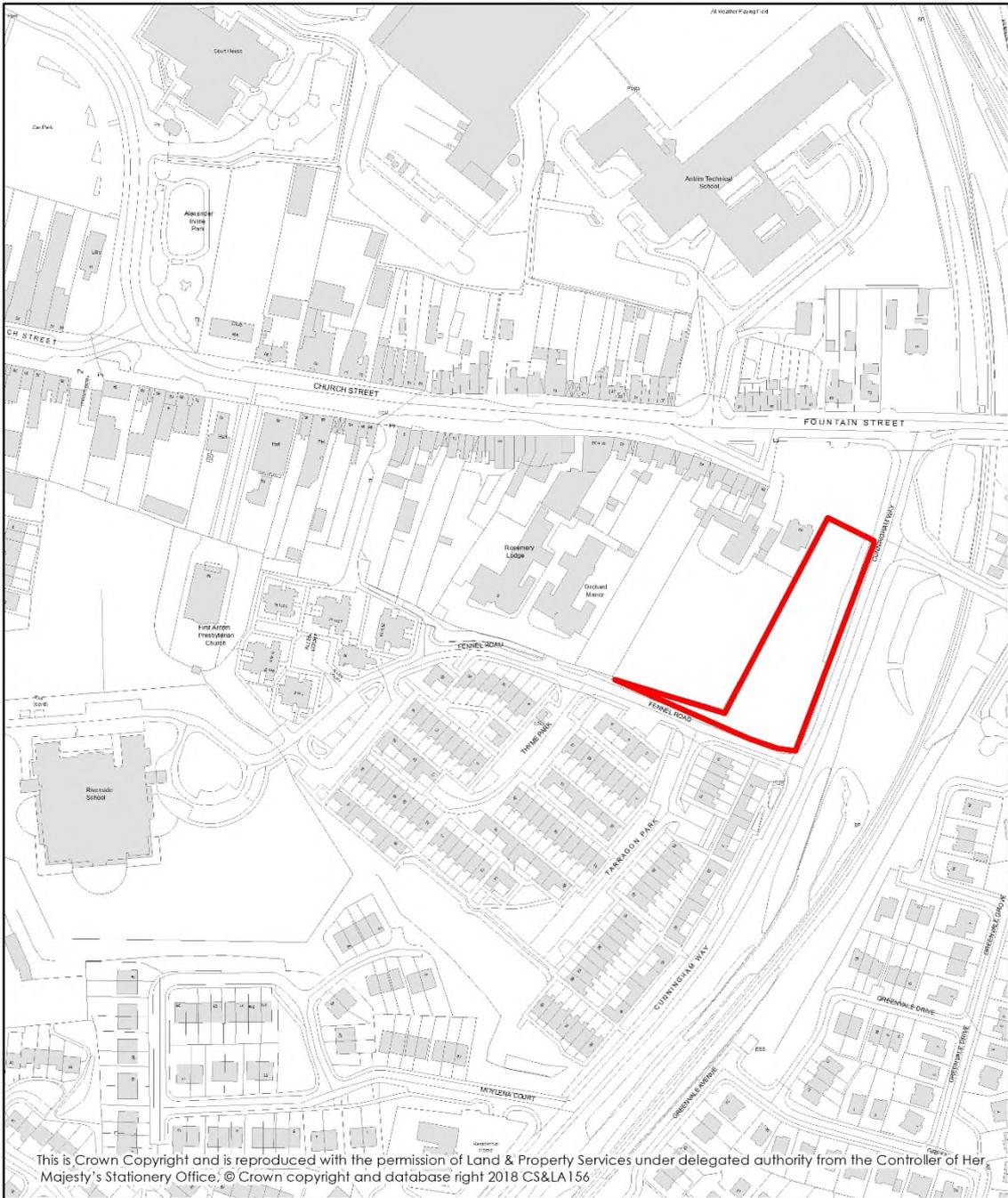
Reason: To ensure there is a safe and convenient road system within the development.

8. No dwellings shall be occupied until that part of the service road, which provides access to it has been constructed to base course; the final wearing course shall be applied on the completion of the development.

Reason: To ensure the orderly development of the site and the road works necessary to provide satisfactory access to each dwelling.

9. The housing development hereby approved shall comprise social housing units only and the development will be managed by a registered social housing provider.

Reason: The application site is an area of open space and the development is only permitted as it will assist in meeting an identified social housing requirement in the area and sufficient open space will continue to exist in the area.

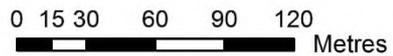


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Location Map

Application Reference: LA03/2017/0/F7

Housing development consisting of
10 No. dwellings



For Information Only

 Site Boundary



| | |
|---------------------------|--|
| COMMITTEE ITEM | 3.7 |
| APPLICATION NO | LA03/2017/0578/O |
| DEA | AIRPORT |
| COMMITTEE INTEREST | LEVEL OF OBJECTION |
| RECOMMENDATION | GRANT OUTLINE PLANNING PERMISSION |

| | |
|------------------------|--|
| PROPOSAL | Proposed infill dwelling |
| SITE/LOCATION | Between 61 and 63 Glenavy Road, Crumlin |
| APPLICANT | Mr R Nelson |
| AGENT | Aidan Johnson |
| LAST SITE VISIT | 6 th February 2018 |
| CASE OFFICER | Michael O'Reilly Tel: 028 90340424 Email: michael.oreilly@antrimandnewtownabbey.gov.uk |

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 www.planningni.gov.uk

SITE DESCRIPTION

The application site is located in the countryside, lying outside any established settlement development limits identified in the adopted Antrim Area Plan 1984 – 2001. The site is situated on lands between 61 and 63 Glenavy Road, Crumlin and is accessed by an existing laneway taken from the Glenavy Road that provides access for three existing dwellings; Nos. 59, 61 and 63 Glenavy Road.

The application site comprises a portion of an agricultural field located between two existing single storey dwellings at 61 and 63 Glenavy Road. The site's western boundary is physically undefined. The southern boundary is defined by ranch style fencing associated with the curtilage of No. 63 Glenavy Road. The northern boundary is defined by a linear stand of mature conifer trees associated with the curtilage of No.61 Glenavy Road. The eastern boundary is defined by a post and wire fence. The topography of the application site rises gently from east to west and north to south.

The eastern edge of the laneway is characterised by a stone and earth embankment with a mature and dense hedgerow atop. The surrounding area is rural in character although both Glenavy Balloo Hire Centre and Baskil Window Systems are located a short distance to the east along the Glenavy Road.

RELEVANT PLANNING HISTORY

No relevant planning history.

PLANNING POLICY

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, which in this case is the Antrim Area Plan 1984 - 2001. Account will also be taken of the 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.

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.

PPS 3: Access, Movement and Parking (Revised 2005) and PPS 3 (Clarification 2006): sets out planning policies for vehicular and pedestrian access, transport assessment, the protection of transport routes and parking.

PPS 6: Planning, Archaeology and the Built Heritage: sets out planning policies for the protection and conservation of archaeological remains and features of the built heritage.

PPS21: Sustainable Development in the Countryside: sets out planning policies for development in the countryside. This is supplemented by Building on Tradition: A Sustainable Design Guide for the Northern Ireland Countryside.

CONSULTATION

DfI Roads – No objection subject to condition.

Environmental Health Section - No objections.

NI Water – No objections.

Belfast International Airport – No objections.

NIEA - Historic Environment Division – No objections.

REPRESENTATION

Six (6) neighbouring properties were notified and four (4) letters of objection have been received from three (3) properties. The full representations made regarding this proposal are available for Members to view online at the Planning Portal (www.planningni.gov.uk).

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

- The proposal does not meet policy for infilling as set out in Policy CTY8 of PPS21 and there are no over-riding reasons why this development is essential and cannot be located in an existing settlement.
- The proposal would result in a detrimental change to rural character and lead to a suburban build-up of development.
- The proposal will mar the distinction between urban areas of Crumlin and Glenavy and the open countryside.
- The access lane is narrow and in a poor state of repair and is not being properly maintained by the owner.
- The proposal will result in an unacceptable loss of privacy to 63 Glenavy Road
- A precedent will be established for infilling the site between 59 and 61 Glenavy Road. This will create a ribbon of development and a further detrimental change to rural character.
- Taken cumulatively with other existing and approved dwellings, the proposal will create a clustering of dwellings, which is urban in nature and not in keeping with the traditional settlement pattern of the countryside.
- Inaccurate plans submitted.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Principle of Development
- Development Quality and the Impact on the Character and Appearance of the Area
- Other Matters

Principle of Development

The site is located in the countryside as defined in the adopted Antrim Area Plan 1984-2001. There is no specific policy in the development plan that is material to this application.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) was published in September 2015 and is a material consideration. At paragraph 1.10 it states that, until such times as a Plan Strategy for the whole of the Council area has been adopted, Local Planning Authorities will apply existing policies within the Planning Policy Statements (PPSs) that have not been cancelled, together with the SPPS. PPS 21 'Sustainable Development in the Countryside' is one such retained policy document.

Policy CTY1 of PPS21 sets out a range of types of development which in principle are considered to be acceptable in the countryside and that will contribute to the aims of sustainable development. Policy CTY1 indicates that the development of a small gap site within an otherwise substantial and continuously built up frontage is such a form of acceptable development in accordance with Policy CTY8. The agent is relying upon this policy to establish the principle of development.

Policy CTY8 states that planning permission will be refused for a building which creates or adds to a ribbon of development. It does however state that an exception will be permitted for the development of a small gap site sufficient only to accommodate up to a maximum of two houses within an otherwise substantial and continuously built up frontage and provided this respects the existing development pattern along the frontage in terms of size, scale, siting and plot size and meets other planning and environmental considerations. Policy CTY8 defines a substantial and

continuously built up frontage as including a line of three (3) or more buildings along a road frontage without accompanying development to the rear.

Firstly, it is considered that a substantial and continuously built up frontage exists given the application site is located off an extended laneway serving three dwellings (Nos. 59, 61 and 63 Glenavy Road) all of which have a direct frontage to the laneway. Nos. 61 and 63 Glenavy Road also have detached garages adjacent to each dwelling.

In this case it is considered, in accordance with the policy test, that the gap site is small and sufficient only to accommodate a maximum of two dwellings. This is the case as the gap between the detached garage at No. 63 Glenavy Road and the dwelling at No. 61 Glenavy Road is 75 metres and the plot widths of Nos. 59, 61 and 63 Glenavy Road are approximately 53 metres, 58 metres and 50 metres respectively. The frontage of the application site is approximately 60 metres which is considered comparable with the existing dwellings along the laneway.

In addition given the proposal seeks planning permission for one dwelling it is considered the proposal will allow the existing development pattern to be respected in terms of plot size, shape and depth of the adjacent properties.

It is further considered, in light of consultation responses received, that the proposal meets with other planning and environmental requirements such as archaeology, roads and non-mains sewerage and the criterion has been met.

Overall, it is considered the proposal meets the test for an infill dwelling in accordance with Policy CTY8 of PPS21. The principle of development is therefore established. In light of this conclusion, it is considered the points of objection made regarding the application site not being an infill opportunity have not been sustained.

Development Quality and Impact on the Character and Appearance of the Area

Policy CTY14 of PPS21 states that planning permission will be granted for a building in the countryside where it does not cause a detrimental change to, or further erode the rural character of the area. It identifies that a new building will be unacceptable where it creates or adds to a ribbon of development.

The proposal has been identified as an exception to ribbon development policy set out in Policy CTY8. It is considered therefore that the proposal will not result in a detrimental change to rural character and therefore complies with criterion 'd' of Policy CTY14 of PPS21.

As the application is seeking outline permission details regarding the siting, design and external appearance of the dwelling, together with the landscaping of the site, are not available at this time.

Notwithstanding this point, it is noted the planning history for the dwellings either side of the application site imposed a ridge height restriction of 5.7 metres. It is therefore considered appropriate to impose a planning condition to restrict the ridge height of the proposed dwelling to the same level. This is in order for the dwelling to integrate within the context of the receiving environment and meet with the provisions of

Policy CTY13 of PPS21. It is also recommended that a planning condition be imposed to restrict the siting of the dwelling to ensure this respects the traditional settlement pattern along the laneway. Given these restrictions and the presence of mature peripheral vegetation along the eastern edge of the laneway it is not considered a new dwelling would be unduly prominent or result in a suburban style build up of development. Additionally, as there are no unacceptable ancillary works required to facilitate the proposal it is considered the proposal complies with the remaining elements of Policy CTY14 and no detrimental change to the rural character of the area will result.

Given this conclusion it is not considered the points of objection made regarding the perceived detrimental impact of the proposal to the character of the area are determining.

Other Matters

The application site is located between two existing residential plots, which are approximately equi-distant between the settlements of Glenavy and Crumlin, it is not considered the proposal will mar the distinction between urban and rural. The point of objection made in this regard is not sustained.

The resident of No.63 Glenavy Road states the proposal will have a detrimental impact upon their residential amenity. Given the proposal seeks permission for a single dwelling on a plot comparable with the plots of neighbouring dwellings it is likely that satisfactory space between the dwelling and No.63 can be provided and the detail will be agreed at reserved matters stage which will ensure that there will be no unacceptable loss of light or dominance. As noted above, a planning condition will be imposed which will restrict the area of the application site where the dwelling can be built so as to reduce any potential impacts on the amenity of adjoining dwellings. It is also likely that a dwelling can be designed in such a way as to avoid unacceptable over-looking or privacy intrusion. Ultimately, these matters will be considered in detail at the reserved matters stage and the point of objection on this matter is not considered to be determining.

A further objection states that a precedent for the infilling of the gap between Nos. 59 and 61 Glenavy Road will be established if planning permission is granted for this proposal. Members are aware that each planning application is assessed on its own merits and that, should planning permission be granted for this proposal, a precedent for the gap between Nos. 59 and 61 Glenavy Road would not automatically be established. Should an application be submitted on that area of land it would be assessed against the relevant policy applicable at that time. Again this point of objection is not considered to be determining.

With reference to the point of objection about the poor state of repair of the laneway it is noted the laneway is not adopted and the issue of repair and maintenance is considered to be a civil matter for all those with a legal interest in the laneway. No significant weight is therefore being attributed to this matter.

A further issue was raised regarding the submission of inaccurate plans which has been resolved during the processing of the application. Amended plans were submitted and the neighbouring properties have been re-notified in this respect.

Given that objectors have had a further opportunity to comment in this regard it is not considered that any issue of prejudice arises.

CONCLUSION

The following is a summary of the main reason(s) for the recommendation:

- The principle of development for an infill dwelling has been established.
- The proposal will not result in a detrimental change to rural character.
- It is considered the proposal will not result in an unacceptable impact upon the residential amenity of existing residents.
- There are no objections from consultees.
- Objections received from interested third parties have been considered.

RECOMMENDATION : **GRANT OUTLINE PLANNING PERMISSION**

PROPOSED CONDITIONS

1. Application for approval of the reserved matters shall be made to the Council within 3 years of the date on which this permission is granted and the development, hereby permitted, shall be begun by whichever is the later of the following dates:-
 - i. the expiration of 5 years from the date of this permission; or
 - ii. the expiration of 2 years from the date of approval of the last of the reserved matters to be approved.
 - iii. Reason: As required by Section 62 of the Planning Act (Northern Ireland) 2011.
2. Approval of the details of the design and external appearance of the buildings thereto and the landscaping of the site (hereinafter called "the reserved matters"), shall be obtained from the Council, in writing, before any development is commenced.

Reason: This is outline permission only and these matters have been reserved for the subsequent approval of the Council.

3. At the reserved matters stage a plan indicating floor levels of the proposed dwelling in relation to existing and proposed ground levels shall be submitted to and approved in writing by the Council.

Reason: To ensure the dwelling integrates into the landform and to ensure the residential amenity of existing residents at Nos. 61 and 63 Glenavy Road is not adversely affected.

4. The vehicular access, including visibility splays and any forward sight line, shall be provided in accordance with the approved plan, drawing ref: 01/3, date stamped received 23rd February 2018, prior to the commencement of any works or other development hereby permitted. At reserved matters stage a 1:500 scale plan shall be submitted to and agreed in writing with the Council identifying the necessary visibility splays and any forward sight line. The area within the visibility splays and any forward sight line shall be cleared to provide a level surface no

higher than 250mm above the level of the adjoining carriageway and such splays shall be retained and kept clear thereafter.

Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.

5. The proposed dwelling shall have a ridge height no greater than 5.7 metres above finished floor level and a roof pitch not exceeding 45 degrees.

Reason: To ensure that the development is satisfactorily integrated into the landscape and respects the scale of adjoining buildings.

6. The depth of underbuilding between finished floor level and existing ground level shall not exceed 0.3 metres at any point.

Reason: In the interest of visual amenity.

7. The proposed dwelling shall be sited in the area shaded green on the approved plan, drawing ref 01/3, date stamped received 23rd February 2018.

Reason: To ensure that the development respects the traditional settlement pattern and in the interests of the residential amenity of existing residents at Nos. 61 and 63 Glenavy Road.

8. At the reserved matters stage full details of all proposed tree and shrub planting and a programme of works shall be submitted to and approved in writing with the Council. The works shall be carried out during the first available planting season after the occupation of any part of the development or in accordance with a programme to be submitted to and agreed in writing with the Council.

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

9. If within a period of 5 years from the date of the planting of any tree, shrub or hedge, that 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.



Location Map

Application Reference: LA03/2017/0578/O

Proposed infill dwelling
Between 61 and 63 Glenavy Road
Crumlin



For Information Only

 Site Boundary



| | |
|---------------------------|-----------------------------------|
| COMMITTEE ITEM | 3.8 |
| APPLICATION NO | LA03/2017/0836/F |
| DEA | AIRPORT |
| COMMITTEE INTEREST | REFUSAL RECOMMENDED |
| RECOMMENDATION | REFUSE PLANNING PERMISSION |

| | |
|------------------------|--|
| PROPOSAL | Two replacement dwellings and associated garages |
| SITE/LOCATION | Lands adjacent to 20 Umgall Road, Nutts Corner, Crumlin. |
| APPLICANT | Mr Warren McBride |
| AGENT | Big Design Architecture |
| LAST SITE VISIT | 6 th February 2018 |
| CASE OFFICER | Michael O'Reilly Tel: 028 90340424 Email: michael.oreilly@antrimandnewtownabbey.gov.uk |

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 www.planningni.gov.uk

SITE DESCRIPTION

The application site is located on lands adjacent to 20 Umgall Road, Nutts Corner, Crumlin. The site is in the countryside, lying outside any established settlement development limits identified in the adopted Antrim Area Plan 1984 – 2001.

The site is approximately 1 hectare in size and accessed from a laneway that runs to the south side of No.20 Umgall Road before arriving at a surfaced yard area where is a series of buildings are located.

The buildings described as 'Dwelling A' and 'Dwelling B' are centrally positioned in the yard, attached at the gable wall and orientated north-eastwards. They are single storey structures with pitched roofs finished with corrugated metal, have a narrow and elongated floor plan with several door and window openings in the northeastern elevation. There are also window voids and door openings in the southwestern elevation, some of which are obscured given the attached agricultural buildings. A further agricultural building is positioned several metres to the west of the yard grouping and is a wagon roof barn approximately 7 metres tall.

The building described as 'Dwelling A' appears to be two buildings with separate door accesses and one internal linking door. The first part of this building, positioned to the northwestern side, has evidence of wall paper having been attached to the internal walls. This has substantially deteriorated and the walls are now largely exposed stone work. The second part of the building is an empty shell with plastered walls and a concrete floor. Works to maintain the building described as 'Dwelling B' appear as having been recently undertaken. The walls have been completely re-plastered and the concrete floor appears in good condition. The roof joists are exposed throughout each building unit and there is no clear evidence of a chimney breast or other form of available heat source.

RELEVANT PLANNING HISTORY

Planning Reference: T/2009/0550/F

Location: 20 Umgall Road, Crumlin
Proposal: Dwelling and garage (clustered with existing established farm outbuildings)
Decision: Permission Granted (01.02.2010)

PLANNING POLICY

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, which in this case is the Antrim Area Plan 1984 - 2001. Account will also be taken of the 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.

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.

PPS 2: Natural Heritage: sets out planning policies for the conservation, protection and enhancement of our natural heritage.

PPS 3: Access, Movement and Parking (Revised 2005) and PPS 3 (Clarification 2006): sets out planning policies for vehicular and pedestrian access, transport assessment, the protection of transport routes and parking.

PPS 6: Planning, Archaeology and the Built Heritage: sets out planning policies for the protection and conservation of archaeological remains and features of the built heritage.

PPS21: Sustainable Development in the Countryside: sets out planning policies for development in the countryside. This is supplemented by Building on Tradition: A Sustainable Design Guide for the Northern Ireland Countryside.

CONSULTATION

Council Environmental Health Section – No objection.

NI Water – No objection.

DfI Roads – Conditions for approval.

Northern Ireland Environment Agency: Natural Heritage - No objection.

Historic Environment Division – No objection.

Belfast International Airport – No objection.

Defence Infrastructure Organisation – No objection.

REPRESENTATION

One (1) neighbouring property was notified 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:

- Principle of Development
- Impact on Character and Appearance of the Area
- Other Matters

Principle of Development

The site is located in the countryside as defined in the adopted Antrim Area Plan 1984-2001. The plan offers no specific advice for this proposal.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) was published in September 2015 and is a material consideration. At paragraph 1.10 it states that, until such times as a Plan Strategy for the whole of the Council area has been adopted, Local Planning Authorities will apply existing policies within the Planning Policy Statements (PPSs) that have not been cancelled, together with the SPPS. PPS 21 'Sustainable Development in the Countryside' is one such retained policy document.

Policy CTY1 of PPS21 sets out a range of types of development which in principle are considered to be acceptable in the countryside and that will contribute to the aims of sustainable development. Policy CTY1 indicates that planning permission will be granted for a replacement dwelling in accordance with Policy CTY3. Policy CTY3 requires that the subject building exhibits the essential characteristics of a dwelling and as a minimum all external structural walls are substantially intact.

In attempting to demonstrate the subject buildings are both dwellings a series of pieces of information have been submitted by the applicant. This information includes historical ordnance survey maps, historical records relating to the sale/transfer of land and buildings and a broad indication as to who resided in the buildings. Reference is made to wall paper adorning walls, a first floor extension to one of the buildings for residential purposes, the historical presence of storm porches, the presence of door knockers and that the number of doors and windows is suggestive of residential rather than agricultural use.

Notwithstanding the information submitted by the applicant it is however considered that, on the basis of an assessment of the buildings at this time, all physical evidence of their use as a dwelling house(s) has been eroded through the passage of time, if it ever existed at all. As such it is considered any semblance of either building being used as a dwelling has been lost. Based on the prevailing physical characteristics

evident the buildings in question are considered to be agricultural buildings and do not exhibit the essential characteristics of a dwelling house. Policy CTY3 is clear that agricultural sheds and stores will not be eligible for replacement under this policy.

The principle of development cannot therefore be established as it is not considered the buildings to be replaced exhibit the essential characteristics of dwellings and nor has any substantive evidence been provided that the buildings were previously used as dwellings.

Impact on Character and Appearance of the Area

Drawings submitted with the application indicate the replacement dwellings are to be located away from the existing yard area in two locations; one to the west of the detached wagon roof barn and the second to the southeast of the subject buildings. This location is adjacent to and east of the site approved for a farm dwelling. Access for Dwelling B is to be taken from the extended laneway approved for this farm dwelling. Whilst the agent suggests this permission has been implemented no Certificate of Lawful Use or Development exists to this effect.

The overall size of the proposed dwellings are notably in excess of the existing buildings with respect to the size of proposed dwelling footprints and their overall scale, mass, form and height. On approaching the application site from the south west along Umgall Road, 'Replacement Dwelling A', positioned to the west of the detached red barn, would be prominent in the landscape over a distance of approximately 300 metres having crossed an old stone bridge. The view from this location moving eastwards towards the vehicular access is open and exposed as the land gently rises up towards the existing yard and buildings. There is little or no intervening roadside vegetation to aid integration. The main body of the dwelling is some 35 metres away from the nearest agricultural building and separated from it by the extended laneway serving the permitted farm dwelling. This degree of spatial, physical and visual separation serves to divorce and isolate the dwelling from the larger building grouping and is considered unacceptable.

It is however accepted that Dwelling B would integrate into the landscape as it would be screened from view by other development and benefits from a backdrop of rising land to the rear.

The design of both dwellings is identical and considered to be visually cluttered given the extensive range of window sizes, including large picture windows at ground and first floor level. These characteristics are neither consistent with high quality design appropriate to this rural setting nor do they have regard for local distinctiveness.

Overall, given the siting, design and appearance of the proposed replacement dwelling A at this open and exposed location it is considered that its visual impact would be significantly in excess of the building it is seeking to replace. It would also be unduly prominent in the landscape and would cause a detrimental change to the rural character resulting in a suburban style build-up of development when viewed with existing and approved buildings. In addition, the residential plot for the dwelling has been carved out of a larger agricultural field and the proposal is heavily reliant upon the use of new landscaping to aid integration as the plot lacks long established natural boundaries to provide a suitable degree of enclosure.

In summary, the proposal is considered to be contrary to the provisions of Policies CTY1, 3, 13 and 14 of PPS21 and the relevant provisions of the SPPS.

Other Matters

Following consultation with NIEA Natural Environment Division it has offered no objections to the proposal.

CONCLUSION

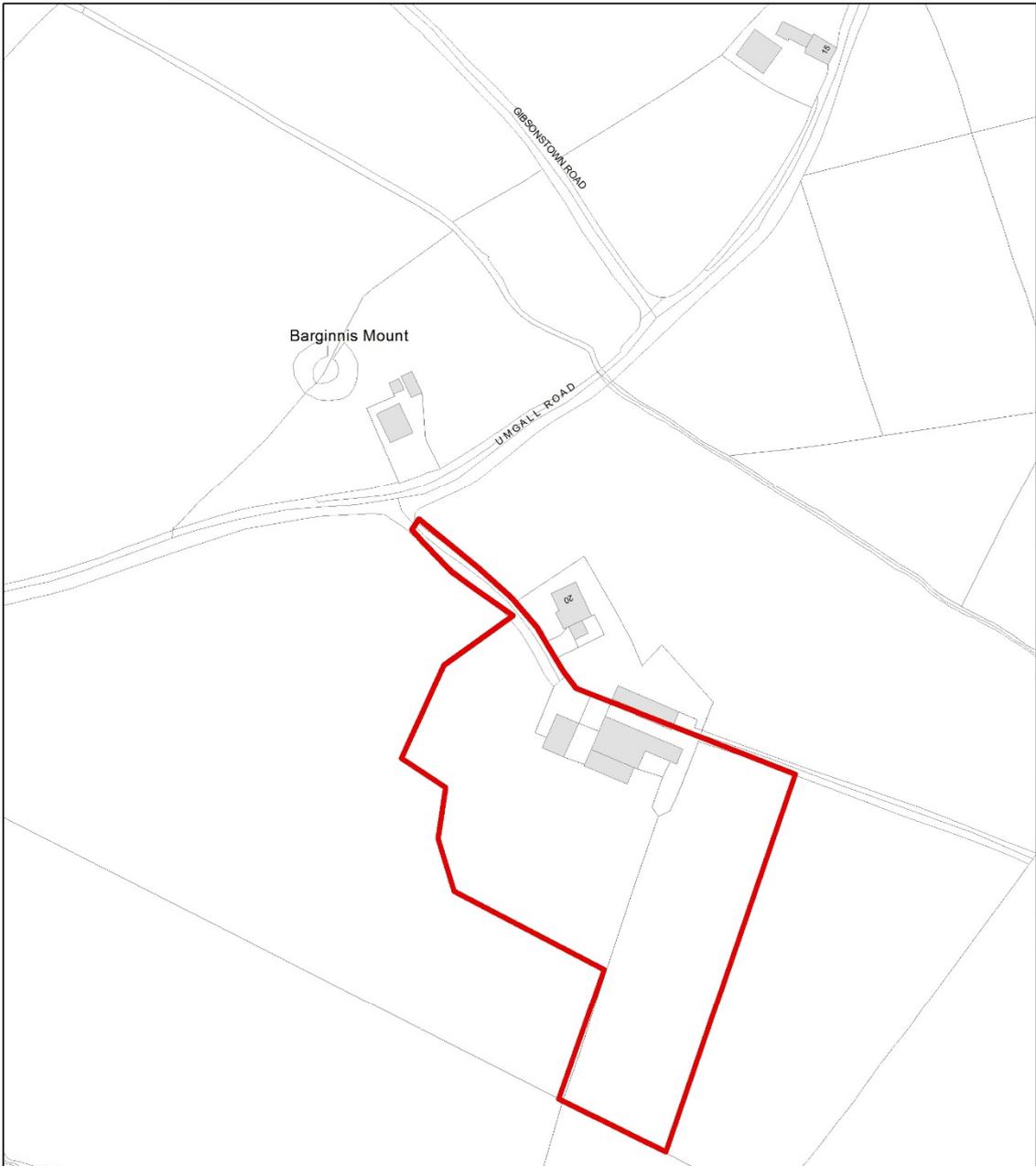
The following is a summary of the main reason(s) for the recommendation:

- The principle of the development has not been established as the buildings to be replaced are not dwellings and nor do they exhibit the essential characteristics of dwellings.
- Replacement Dwelling A is located in an unduly prominent position and will have a significantly greater visual impact than the building it is to replace. It will also fail to integrate with the landscape and will cause a detrimental change to rural character.
- The design of both replacement dwellings is inappropriate for this rural setting and does not have regard for local distinctiveness.

RECOMMENDATION : REFUSE PLANNING PERMISSION

PROPOSED REASONS OF REFUSAL

1. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY1 of Planning Policy Statement 21 'Sustainable Development in the Countryside', in that there are no overriding reasons why this development is essential in this rural location and could not be located within a settlement and it fails to meet the provisions for replacement dwelling in accordance with Policy CTY3 of PPS21 as the buildings to be replaced do not exhibit the essential characteristics of a dwelling.
2. The proposal is contrary to the provisions of the Strategic Planning Statement and Policies CTY 3 and 13 of Planning Policy Statement 21 – Sustainable Development in the Countryside, in that:
 - (a) the height, scale and massing of 'Replacement Dwelling A' is unacceptable and would have a visual impact significantly greater than the existing building which is being replaced;
 - (b) and the design of both replacement dwellings is inappropriate for the site and its locality.
3. The proposal is contrary to the provisions of the Strategic Planning Policy Statement and Policies CTY 13 and CTY 14 of Planning Policy Statement 21 – Sustainable Development in the Countryside, as 'Replacement Dwelling A' fails to integrate into the landscape, the site lacks a suitable degree of enclosure and relies on new landscaping for integration and would if permitted, further erode the character of the rural area by reason of being unduly prominent and would result in a suburban style build-up of development when viewed with existing and approved buildings



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Location Map

Application Reference: LA03/2017/0836/F

Lands adjacent to 20 Umgall Road
 Nutts Corner
 Crumlin

 Site Boundary



For Information Only



| | |
|---------------------------|----------------------------------|
| COMMITTEE ITEM | 3.9 |
| APPLICATION NO | LA03/2018/0071/F |
| DEA | ANTRIM |
| COMMITTEE INTEREST | COUNCIL APPLICATION |
| RECOMMENDATION | GRANT PLANNING PERMISSION |

| | |
|------------------------|--|
| PROPOSAL | Erection of two polytunnels. |
| SITE/LOCATION | Antrim and Newtownabbey Borough Council, Newpark Household Recycling Centre, Orchard Way, Greystone Road |
| APPLICANT | Antrim and Newtownabbey Borough Council |
| AGENT | N/A |
| LAST SITE VISIT | 7 th February 2018 |
| CASE OFFICER | Alexandra Cooney Tel: 028 903 402016 Email: alexandra.cooney@antrimandnewtownabbey.gov.uk |

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 www.planningni.gov.uk

SITE DESCRIPTION

The application site is located off Orchard Way, Antrim within the Council's Newpark Household Recycling Centre. The site is located within the southwest section of the recycling centre and is currently fenced off and laid out in hard-core. Access to the site is through the main entrance to the centre and then via an access off the main forecourt area. The lands adjacent to the application site are also under the Council's ownership and include the Council's Environmental Services Depot and the Household Recycling Centre.

The application site lies within the settlement development limits of Antrim. The subject lands have no particular designation within the Plan and are considered as 'Whiteland'.

RELEVANT PLANNING HISTORY

Planning Reference: T/2012/0225/F
Location: 6 Orchard Way, Newpark Industrial Estate, Antrim, BT41 2RU,
Proposal: Part change of use of council building for extension to previous approved waste transfer station (T/2010/0078/F), to allow internal layout changes.
Decision: Permission Granted (23.11.2012)

Planning Reference: T/2004/0807
Location: 6 Orchard Way, Newpark Industrial Estate, Antrim
Proposal: Change of use of part of existing building to receive & compost kitchen & garden wastes using an "in-vessel" composting system. Use of land to store & stabilise compost before dispatch & for ancillary uses - vehicle washing, bio-filtration system & staff car-parking.
Decision: Application Deemed Refusal (27.01.06)

Planning Reference: T/2002/0853/F

Location: 6 Orchard Way, Antrim.

Proposal: Operational Services Depot Facility (refuse collection, street cleansing, grounds maintenance and storage facility for associated plant, equipment and vehicles with ancillary office accommodation)

Decision: Permission Granted (03.12.2002)

PLANNING POLICY

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 Antrim Area Plan and the Belfast Urban Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Belfast Metropolitan Area Plan (which has reverted to the Draft Plan stage) 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.

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.

PPS 3: Access, Movement and Parking (Revised 2005) and PPS 3 (Clarification 2006): sets out planning policies for vehicular and pedestrian access, transport assessment, the protection of transport routes and parking.

PPS 4: Planning and Economic Development: sets out planning policies for economic development uses.

CONSULTATION

No consultations were carried out on this application.

REPRESENTATION

Two (2) neighbouring properties were notified 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:

- Principle of Development

- Compatibility and Impact on Character and Appearance of the Area
- Neighbour Amenity
- Other Matters

Principle of Development

The Strategic Planning Policy Statement (SPPS) states that a transitional period shall operate until such times as a Plan Strategy for the whole Council area has been adopted. The retained policy of Planning Policy Statement 4: Planning and Economic Development (PPS 4) is applicable in this case and it is noted that no conflict arises between the provisions of the SPPS and those of the retained planning policy of relevance to this application.

The application site lies within the settlement development limits of Antrim and falls under consideration of Policy PED 1 of PPS 4. The site is located within an established site of an economic development use (Newpark Household Recycling Centre). It is therefore considered that the principle of development is established in so far as the application should be considered under Policy PED 1 of PPS 4 which then directs that an extension to an existing economic development proposal in the urban area will be determined under the general criteria in Policy PED 9.

Compatibility and Impact on Character and Appearance of the Area

The application site is located inside the curtilage of the Council's Newpark Household Recycling Centre and Environmental Services Depot. The subject lands which sit at a higher level than the main buildings on site, are currently laid out in hardcore and are bounded by 2 metre high metal fencing on all sides. There is a short access road into the site, which is taken off the main service yard. The two proposed polytunnels are to be sited along the sites southeastern boundary as indicated on Drawing No. 01 bearing the date stamp 16th January 2018. Each polytunnel will measure 20 metres in length, 3.175 metres (maximum) in height, have a width of 9 metres and a total area of 180m².

It is considered that the proposed polytunnels are compatible with the existing industrial type uses already present on site and will not adversely impact any features of built or natural heritage or the general character and appearance of the area.

Neighbour Amenity

As noted above the proposal is within the already established site of the Newpark Household Recycling Centre and Environmental Services Depot. The subject site is within a mainly industrial area with only one residential property within its near proximity. This dwelling at No. 21 Ballycraig Road lies approximately 70 metres from the site. This property was notified of the application but it is considered that there would be no detriment caused to the amenity of the residents at this property primarily due to the screening provided by existing vegetation on the site. A strong line of mature trees limits any views of the proposal from this dwelling house and therefore ensures that the proposal will cause no detriment to neighbouring amenity. Generally the proposal would not be considered likely to impact or cause harm to any nearby residents.

Other Matters

It is considered that the proposal is compliant with all other applicable criterion set out within Policy PED 9.

CONCLUSION

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

- The principle of the development is acceptable.
- The proposed polytunnels are considered to be compatible with the existing surrounding land uses.
- The proposal will not adversely impact any natural or built heritage features.
- There will be no significant impact caused to the amenity of nearby residents.

RECOMMENDATION : **GRANT PLANNING PERMISSION****PROPOSED CONDITION**

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.

**PART 2 FORWARD PLANNING MATTERS - LOCAL DEVELOPMENT
PLAN, PLANNING POLICY AND CONSERVATION**

OTHER PLANNING MATTERS

ITEM 3.10

P/PLAN/1 DELEGATED PLANNING DECISIONS AND APPEALS

A list of planning decisions issued by Officers during February 2018 under delegated powers is **enclosed** for Members attention together with information received this month on planning appeals.

RECOMMENDATION: that the report be noted.

ITEM 3.11

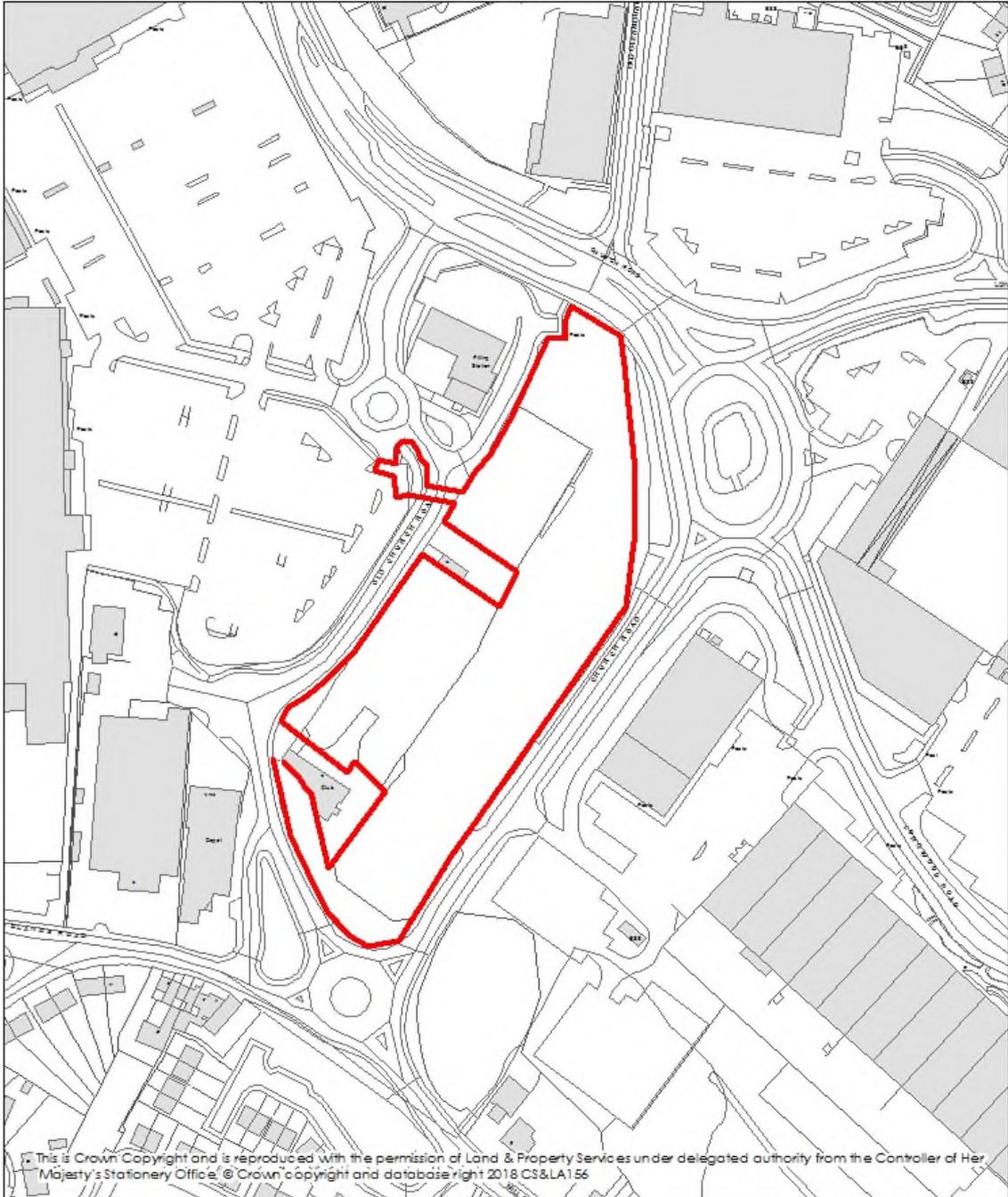
P/PLAN/1 PROPOSAL OF APPLICATION NOTIFICATIONS FOR MAJOR DEVELOPMENT

Members will be aware that prospective applicants for all development proposals which fall into the Major development category under the 2011 Planning Act are required to give at least 12 weeks notice to the Council that an application for planning permission is to be submitted. This is referred to as a Proposal of Application Notice (PAN). One PAN was registered during February the details are set out below.

| | |
|------------------------|---|
| PAN Reference: | LA03/2018/0164/PAN |
| Proposal: | Proposed development comprising multi-screen cinema, café/restaurant units, parking, landscaping and all associated access and site works |
| Location: | Lands adjacent and east of Old Church Road adjacent and west of Church Road and adjacent and north east, east and south east of No. 17 Old Church Road Newtownabbey |
| Applicant: | Hammerson Plc |
| Date Received: | 22 February 2018 |
| 12 week expiry: | 17 May 2018 |

Members will recall that under Section 27 of the 2011 Planning Act obligations are placed on the prospective developer to 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 what consultation has been undertaken regarding the application and detailing how this has influenced the proposal submitted.

RECOMMENDATION: that the report be noted.



Location Map

Application Reference: LA03/2018/0164/PAN

Lands adjacent and east of Old Church Road, adjacent and west of Church Road and adjacent and north east, east and south east of No. 17 Old Church Road, Newtownabbey

 Site Boundary



For Information Only



ITEM 3.12

CONSULTATION BY THE DEPARTMENT FOR COMMUNITIES UNDER SECTION 80 (3) OF THE PLANNING ACT (NORTHERN IRELAND) 2011 – ADVANCE NOTICE OF LISTING OF 59 LOUGHVIEW ROAD, ALDERGROVE, CRUMLIN

The Historic Environment Division of the Department for Communities (DfC) has written to the Council (copy enclosed) seeking views on the proposed listing of 59 Loughview Road, Aldergrove, Crumlin as a building of special architectural or historic interest.

The responsibility for including a building on the list of buildings of special architectural or historic interest rests with DfC subject to consultation with the relevant district council and the Historic Buildings Council (HBC). Any comments made will be taken into account by DfC in determining whether to list the building in question.

Once a building is listed by DfC then consent is subsequently required for its demolition and any works of alteration or extension in any manner which would affect its character as a building of special architectural or historic interest. This is referred to as "listed building consent" and it is an offence to carry such works without consent. Planning permission is also required in addition to listed building consent if the works involve "development".

In considering whether to grant planning permission for development which affects a listed building or its setting, and in considering whether to grant listed building consent for any works, the Council must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

There are a number of options available to the Council in responding to the consultation by DfC:

1. Provide a corporate view in support of the proposed listing.
2. Provide a corporate view opposing the proposed listing.
3. Provide no corporate view on the matter. In this case individual Members or parties may express support for or object to the proposed listing.

RECOMMENDATION: The Committees instructions are requested.

ITEM 3.13

CHAIR OF ROYAL TOWN PLANNING INSTITUTE NI EXECUTIVE COMMITTEE 2018

Judith Winters, Senior Planning Officer in the Council's Planning Section, has been elected as Chair of the Northern Ireland Executive Committee of the Royal Town Planning Institute for 2018. She is the first local government employee to chair the RTPI NI Committee since 1971-72.

This is a voluntary, high profile role within the local planning community and Judith intends to avail of every opportunity to promote the Council's planning functions during her year as Chair. Her theme for the year is to promote planning as a career for future generations, to engage with school children to encourage a greater appreciation of the built and natural environment and to empower them to influence positive change. To this end she recently participated in a careers event in Ballyclare High School.

Judith is also keen for the RTPI to progress a collaborative project with Belfast Healthy Cities entitled "Healthy Places, Healthy Children". The project involves Key Stage 2 teachers delivering a programme of education designed to promote discussion among pupils about place and an appreciation of the positive and negative aspects of the area in which they live, play and attend school. The programme includes the potential for built environment professionals to visit participating schools and Judith hopes to use this opportunity to further promote planning as a stimulating and worthwhile career.

The RTPI Committee also provides an events programme for those interested in and working in the planning profession. Key events arranged for the coming year include the NI Annual Planning Conference which will be held at the Europa hotel on 11th September 2018 and Giving Evidence at Inquiries which is to be held at Mossley Mill on 11th October 2018.

RECOMMENDATION: that the report be noted.

ITEM 3.14

P/PLAN/12 - REPLACEMENT OF THE NORTHERN IRELAND PLANNING PORTAL

Members will be aware that the Council has continued to be involved in work being led up by the Department for Infrastructure in relation to a potential shared service model for the planned replacement of the current NI Planning Portal.

A briefing note providing an update on progress has now been received from the Department (copy **enclosed**). This indicates that PA Consultants were appointed by the Project Team and are currently working up a business case to present to the Department that will identify the preferred option for a new Planning IT system.

Based on the timeline suggested it is anticipated that a draft business case should be with the Department by the end of March and hopefully agreed by all parties by the end of June.

RECOMMENDATION: that the report be noted.

ITEM 3.15

P/FP/LDP/PLAN/79 LOCAL DEVELOPMENT PLAN (LDP) STEERING GROUP

The quarterly meeting of the Local Development Plan Steering Group took place on 25 January 2018 in Mossley Mill.

A number of items were discussed, including the 2018 Work programme relating to the preparation of the Plan Strategy, housing and transport.

A copy of the minutes are **enclosed** for information.

RECOMMENDATION: that the report be noted.

ITEM 3.16

P/FP/LDP/2 LOCAL DEVELOPMENT PLAN: REVISED TIMETABLE

Members are reminded that the Council published a Local Development Plan Timetable in January 2016. The purpose of the Timetable was to advise the public and other stakeholders of the key stages and the indicative timescale for the production of the Antrim and Newtownabbey Local Development Plan 2030 (LDP).

The Planning Act (Northern Ireland) 2011 and the Planning (Local Development Plan) Regulations (Northern Ireland) 2015 require the Council to keep under review the published Timetable for the preparation and adoption of its Local Development Plan.

The Forward Planning Team has now produced a Revised Timetable that will detail amended dates for key stages in the LDP preparation (**copy enclosed**). These dates are indicative and are based on the 2018 Work Programme that was presented to Members in February 2018.

The Council's original timetable was based upon Departmental published guidance. In September 2017, the Chief Planner, Fiona McCandless issued a letter to all Councils which emphasised that the timescales indicated in Department's guidance was produced for illustrative purposes only. The letter outlined that the actual timeframe will ultimately depend on the specific circumstances and context of each plan and council area. The Chief Planner also reminded councils that key stages of LDP preparation should not be undertaken if their Timetable is out of date.

The Council's original Timetable has consequently been revised in accordance with the Chief Planner's advice and sets out a more realistic approach to the delivery of the next key stage of the LDP – the draft Plan Strategy. As much of the LDP preparation lies beyond the control of the Council, the indicative dates provided for the remainder of the LDP process must be regarded as flexible in response to this uncertainty.

The following matters have influenced the need for revision of the original Timetable published in January 2016:

Engagement Responses

Following engagement with the public and stakeholders during the Preferred Options Paper (POP) stage in early 2017, a number of further comprehensive studies were required to address issues raised in POP responses and also to update the evidence base for the next stage of the plan. These studies are regarded as essential to ensure the robustness of the plan during Independent Examination. The outcome of these studies requires further engagement with Members and consultees.

Independent Examination Requirements

Following the publication of the Council's original Timetable in January 2016, the Planning Appeals Commission (PAC) have advised that the period for Independent Examination is estimated to be between 9 to 12 months. The Forward Planning Team have considered the PAC's advice and have subsequently added the extended timeframe to the Council's Revised

Timetable. In addition, the extended time frame includes the need for the Forward Plan Team to adequately consider all representations and counter representations received during the public consultation; the preparation of Topic Papers and the submission of the plan to the Department to cause the Independent Examination to be held.

Belfast Metropolitan Transport Strategy

The Department for Infrastructure has advised the Forward Plan Team that the Plan Strategy should take account of the forthcoming Belfast Metropolitan Transport Strategy. This is anticipated for public consultation in March 2018, with a final version expected in summer 2018.

Cross-Boundary Issues

A number of working groups have been initiated with neighbouring councils, and discussions have commenced on cross-boundary planning matters such as Lough Neagh, mineral resources, the landscape, and issues specific to the Greater Belfast area. By permitting time for these discussions now and allowing new matters to become apparent at this stage, it will address planning issues at an early stage and add to the robust evidence base that is required to underpin the LDP. The out workings of these groups is on-going.

Policy Review

There is a very large body of work associated with the ongoing review of planning policy that needs to be brought forward in the draft Plan Strategy. At the time the initial DfI guidance on the LDP Timetable was being drawn up it was anticipated that much of this work would come forward at the Local Polices Plan stage.

The Forward Planning Team wish to use the Council's Revised Timetable as an opportunity to remind the reader that the LDP will be tested on '*soundness*'. This allows stakeholders advance notice of their requirements should they wish to make representation during the LDP preparation process. The onus will be on them to demonstrate why they believe the LDP is unsound.

As the LDP preparation progresses, the Forward Planning Team will further review and update the Timetable as necessary, and in particular, will publish an update following the Plan Strategy adoption.

Once the draft Timetable is agreed, it will be submitted formally to the Department for consideration before publication. In the event that any further adjustments are made, the Forward Plan Team will bring the Timetable back to Committee to update them of the changes.

RECOMMENDATION: that Members approve the revised Timetable for submission to the Department of Infrastructure.

ITEM 3.17

P/FP/LDP/30 – LDP LANDSCAPE CHARACTER ASSESSMENT – PUBLIC CONSULTATION

Members are reminded that in order to inform the preparation of the new Local Development Plan, a Strategic Countryside, Coast and Minerals Assessment is being undertaken to develop a robust evidence base in relation to the Council's draft proposals. As part of this assessment, the Forward Planning Team is conducting a Landscape Character Assessment (LCA) to inform the capacity and sensitivity of the unique landscapes within our Borough.

To ensure the LCA process is robust, the Forward Plan Team intends to undertake a public stakeholder consultation exercise involving the following:

- An Online Questionnaire – available on the Council's Corporate Website via the Consultation Hub in April 2018 for a period of 8 weeks;
- An article in Borough Life;
- Pop-up stands with hardcopy questionnaires and a comments box will be made available in the foyers of Antrim Civic Centre and Mossley Mill; and
- Notification on the Council's Social Media platforms (Facebook and Twitter), and in the local press.

The questionnaire survey will seek the views of the public on those parts of the Borough they consider to comprise important landscapes and the reasons why they value these places. This will enable comparative analysis between the data collected by the Forward Planning Team on site and data provided by the public through a robust public stakeholder consultation exercise. Following analysis the Forward Planning Team will provide information on the outworking of the consultation exercise to Members towards Autumn 2018.

RECOMMENDATION: that the report be noted.

ITEM 3.18

P/PLAN/1 CORRESPONDENCE FROM THE CONSTRUCTION EMPLOYERS FEDERATION

John Armstrong, Managing Director of the Construction Employers Federation (CEF), has written to the Chief Executive (copy enclosed) to draw the Council's attention to the 2017 Housing Market Symposium Final Report and Recommendations recently presented to the Department for Communities.

The Housing Market Symposium was set up by DfC in 2017 in response to a key indicator set out in the draft Programme for Government. It was independently chaired by Professor Joe Frey (Research Associate, Ulster University) and its membership comprised of a small number of internal and external experts with knowledge and experience in the field of research and statistics, and in particular in issues pertinent to the housing market.

The key objectives for the Symposium were as follows:

- To undertake a data audit as part of identifying the most robust research and evidence available on current and future housing need.
- To provide a preliminary assessment of what this evidence tells us about the nature and extent of the housing supply problem in NI.
- To identify the gaps in evidence on issues key to housing supply and demand, and present some initial proposals on how these evidence gaps might be addressed.
- To produce a summary report with suggested actions for the way forward.

The final report on the Symposium's findings was presented to DfC in January 2018. The report details the Symposium's recommendations for seven research studies covering a range of issues including for example, establishing a comprehensive and consistent profile of Northern Ireland's housing stock and examining how the local housing market might respond to demographic changes such as NI's ageing population.

A copy of the report is available at the following link

<https://www.communities-ni.gov.uk/sites/default/files/publications/communities/dfc-housing-market-symposium-report-2017.PDF>

The CEF has drawn specific attention to one element of the report which indicates that the relatively low level of housing constructed in recent years (mainly by the private sector) means there has effectively been an undersupply that roughly equates to a requirement for an additional 2,000 dwellings annually (over and above the annual Housing Growth Indicator figure for NI of 7,200 set out in the Regional Development Strategy) over the remaining period of the HGI estimate (i.e. to 2025).

The CEF has urged each of Northern Ireland's 11 Councils to take cognisance of this element of the report in bringing forward and zoning appropriate amounts of land in their new Local Development Plans.

RECOMMENDATION: that the report be noted.