



14 July 2021

Committee Chair: Councillor S Flanagan

Committee Vice-Chair: Alderman F Agnew

Committee Members: Aldermen – P Brett, T Campbell and J Smyth
Councillors – J Archibald-Brown, H Cushinan, R Lynch,
M Magill, N Ramsay, R Swann and B Webb

Dear Member

MEETING OF THE PLANNING COMMITTEE

A meeting of the Planning Committee will be held in the **Council Chamber, Mossley Mill on Monday 19 July 2021 at 6.00pm.**

Planning Committee Members are requested to attend the meeting in the Chamber, Mossley Mill any other Members wishing to attend may do so via Zoom.

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 0048 / 028 9448 1301
memberservices@antrimandnewtownabbey.gov.uk

AGENDA FOR PLANNING COMMITTEE – JULY 2021

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

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

- 1 Apologies.
- 2 Declarations of Interest.
- 3 Report on business to be considered:

PART ONE - Decisions on Planning Applications

- 3.1 Planning Application No: LA03/2021/0402/F
Extension to terminal building to accommodate enhanced security area and external facade re-cladding at Belfast International Airport, Airport Road, Belfast
- 3.2 Planning Application No: LA03/2020/0891/O
Site for 1 no. detached dwelling (one and a half storey and single bay detached garage) in the garden to rear of 16 Lenamore Drive, Jordanstown, Newtownabbey
- 3.3 Planning Application No: LA03/2021/0175/A
Retention of digital advertising panel at 450 – 456 Shore Road, Newtownabbey
- 3.4 Planning Application No: LA03/2020/0480/O
Two no. sites for proposed new dwellings and garages on land at 50m north of 85 Old Ballyrobin Road, Antrim
- 3.5 Planning Application No: LA03/2020/0512/O
Infill two no. dwellings and garages/stores on land 50m south east of 192 Portglenone Road, Randalstown
- 3.6 Planning Application No: LA03/2021/0360/O
Two no. dwellings & garages on lands 30m North West of 2 Derryhollagh Lane, Randalstown
- 3.7 Planning Application No: LA03/2021/0221/F
Proposed milk vending station (Agricultural farm gate diversification) on land approximately 80m south east of 44 Calhame Road, Ballyclare

- 3.8 Planning Application No: LA03/2020/0532/F
Retrospective application for an outdoor ice-cream kiosk and bar server to existing beer garden, including low level wall and new steps at 129 Antrim Road, Belfast
- 3.9 Planning Application No: LA03/2020/0797/F
Reinstatement of fire damaged building (Council Offices) at Steeple House, 16 Steeple Road, Antrim
- 3.10 Planning Application No: LA03/2021/0798/LBC
Reinstatement of fire damaged building (Council Offices) at Steeple House, 16 Steeple Road, Antrim

PART TWO – Other Planning Matters

- 3.11 Delegated Planning Decisions and Appeals June 2021
- 3.12 LDP Quarterly Update
- 3.13 Correspondence from Mid Ulster District Council – Submission of Draft Plan Strategy documents to DfI
- 3.14 Coastal Forum Minutes
- 3.15 Tree Preservation Order: Lands directly south of Neills Court, North of Rathcoole Drive and West of Shore Road (the site of the former Newtownabbey Community High School)
- 3.16 Northern Ireland Planning Statistical Annual Bulletin 2020-21
4. Any Other Business

COMMITTEE ITEM	3.1
APPLICATION NO	LA03/2021/0402/F
DEA	AIPORT
COMMITTEE INTEREST	MAJOR APPLICATION
RECOMMENDATION	GRANT PLANNING PERMISSION
PROPOSAL	Extension to terminal building to accommodate enhanced security area and external facade re-cladding
SITE/LOCATION	Belfast International Airport, Airport Road, Belfast BT29 4AB
APPLICANT	Belfast International Airport
AGENT	Strategic Planning
LAST SITE VISIT	5 th June 2021
CASE OFFICER	Barry Diamond Tel: 028 903 40407 Email: barry.diamond@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site comprises a section to the front of the airport terminal building, a portion of the pick-up and drop off point and a small portion of the short stay car park. The entire site falls within the airport zone as designated within the Antrim Area Plan (AAP) 1984-2001.</p> <p>The existing terminal building varies between single storey and two storey with sections of flat roof and other areas of low gradient roof slopes. The building has an industrialised/commercial appearance, is primarily faced with non-profile grey cladding and has an extensive canopy extending along the front of the building at first floor level.</p> <p>The site is relatively flat and includes an area to the front of the terminal building that is used for vehicular and pedestrian traffic.</p>	
RELEVANT PLANNING HISTORY	
No relevant history	
PLANNING POLICY AND GUIDANCE	
<p>Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.</p> <p>Until the Council adopts its new Local Development Plan, 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.</p>	

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 application site is located outside any settlement limit and lies in the countryside as designated by the Plan which offers no specific policy or guidance pertinent to 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.

PPS 6: Planning, Archaeology and the Built Environment sets out planning policies in relation to development at, or in close proximity to listed buildings, archaeological monuments and Conservation Areas.

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

PPS 16: Tourism: sets out planning policies for tourism in the region.

CONSULTATION

Council Environmental Health Section – No objection subject to conditions.

NI Water – No objection.

DAERA Regulation Unit - No objection subject to conditions.

DAERA Water Management Unit - No objection.

DfC - Historic Environment Division – No objection.

DfI Roads – No objection.

DFI Rivers – No objection.

Defence Infrastructure Organisation – No objection.

Belfast International Airport – No objection subject to condition.

National Air Traffic Service – No objection subject to conditions.

Northern Ireland Electricity – No objection.

REPRESENTATION

No neighbouring properties were notified as the application site does not abut any other property and no letters of representation have been received.

The application falls within the category of a Major planning application as defined by the Planning (Development Management) Regulations (Northern Ireland) 2015 and as such was subject to Pre-Application Community Consultation carried out on behalf of the applicant. It is noted that through the online community consultation event that there were 11 comments made with a range of support and queries regarding the proposed development.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Policy Context and Principle of Development
- Design and Appearance
- Neighbour Amenity
- Compatibility with Adjacent Land Uses
- Natural and Built Heritage
- Flood Risk
- Road Safety and Parking
- Development in Proximity to the Airport
- Contaminated Land
- Other Matters

Policy Context and Principle of Development

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

The Antrim Area Plan 1984 – 2001 (AAP) currently operates as the statutory local development plan for the area where the application site is located and there is also a range of regional planning policy which is material to determination of the proposal. The application site is located within the Airport Zone as designated by the Plan which states that development will be permitted for uses related to and dependent on being sited close to Belfast International Airport.

PPS16 Tourism provides the regional context for tourism related development and Policy TSM 2 allows for the extension of existing tourism assets. Given that the airport is the second largest airport on the island of Ireland it is considered that it falls within the definition of a tourism asset.

The application proposes an extension to the airport to facilitate 3D scanning machines for carry-on luggage. This is a new regulatory requirement being

introduced by the Department for Transport for all major airports in the UK. These machines cannot be accommodated within the existing security suite due to structural issues given the weight of the machines required. It is considered that the extension is a necessary development required to facilitate the future operation of the airport and in principle is in accordance with both the Area Plan and Regional Policy.

In addition to the extension facilitating the new security suite to accommodate 3D scanning, the development also includes a number of other ancillary components including security accommodation, storage, plant room and goods in security. These components are ancillary to the functioning of the airport and the security screening of goods and baggage.

There is no specific policy for assessing development in proximity to the airport, however, Policy PED 9 of PPS 4 Planning and Economic Development provides general criteria that economic uses will be expected to conform with. Whilst strictly speaking the airport may not fall within the definition of an economic use as defined by PPS4, the policy criteria provides a useful benchmark to assess the acceptability of the current proposal when measures against the general yardsticks of appropriate development and good neighbourliness.

Design and Appearance

Under part (j) of Policy PED 9 of PPS 4 new development should have a high-quality design and layout.

The existing terminal building was constructed in the 1960's and has an industrialised/commercial appearance, is primarily faced with non-profile grey cladding and has an extensive canopy extending along the front of the building at first floor level. The height of the building varies between single storey and two storey with sections of flat roof and other areas of low gradient roof slopes.

The proposal is to erect a two storey annex to the existing two storey element of the terminal building to create an additional 3,600sqm of additional floorspace over two levels. The proposed extension does not exceed the height of the existing building and respects the existing building line along the front façade. Access is at ground floor level with internal stairs and elevators providing access to the upper floor.

The proposed extension is rectangular in shape, with a flat roof and cladding to the ground and first floors. The colour of the cladding will change between dark at first floor and light on the ground floor and it is suggested that this will help to break up the mass of the building. The existing terminal building to the front of the check-in hall is proposed to be reclad in a light coloured cladding similar to the cladding used in the ground floor of the new extension. In addition, some of the existing voids will be altered to a slightly new position. The existing canopy to the front of part of the building will be removed and replaced with a new more linear canopy which will run parallel to the existing building line. The canopy will be constructed at first floor level over the front of the building which will be similar in height to the existing canopy. This canopy, however will extend across the entire frontage of the building and will wrap around the side of the new extension. These changes to the existing building are considered to bring a better cohesiveness to the architecture of the building which has undergone a number of alterations over the years. Overall the extension and the

recladding to the existing front façade are considered to complement and enhance the design of the existing terminal building and there are no significant concerns in this regard.

As such, it is considered that the design of the proposal is acceptable and in accordance with part (j) of Policy PED 9 of PPS 4.

Neighbour Amenity

Parts (b) and (e) of Policy PED 9 of PPS 4 state that a proposal shall not harm the amenities of nearby residents or create a noise nuisance.

BIA is the second largest airport on the island of Ireland and operates 24/7. The nearest sensitive receptor to the development would be the Maldron Hotel (150 metres) which would be impacted by airport related noises. It is considered that as the proposed operational requirements of this facility are all contained within the fabric of the building that there will be no significant loss of amenity as a result of the proposed development. Given the potential for noise nuisance, the Council's EHS was consulted on the proposal and has raised no concerns with this aspect of the proposal.

Given the above it is unlikely that there will be any significant detrimental impact upon neighbouring amenity and as such it is considered the proposal complies with parts (b) and (e) of policy PED 9 of PPS 4.

Compatibility with Adjacent Land Uses

Part (a) of Policy PED 9 states that the works shall be compatible with surrounding land uses. The airport area contains a number of other commercial businesses which are not directly linked to the airport, however, they all tend to be compatible with and complimentary to the airport and these businesses derive the majority of their customer base from the patrons visiting the airport. The proposed development will introduce an enhanced 3D screening suite to the existing airport and it is considered that this development will complement the existing services of the airport and will not conflict with any of the other existing businesses operating at the airport.

Natural and Built Heritage

PPS 2 Natural Heritage, PPS 6 Planning, Archaeology and Built Heritage and Part (c) of PED 9 of PPS 4 set the relevant policy context for the consideration of any impacts arising from the development on natural heritage and the historic environment. In general terms the policies state that works should not adversely affect features of the natural or built heritage. The site is immediately adjacent to the existing terminal building and currently comprises an area of hardstanding. Given the lack of vegetation on the site there are no concerns in relation to any impact on flora and fauna.

There are some archaeological monuments in the vicinity of the site, namely: ANT 055:216 and ANT 055:142 which are an enclosure and a field crop circle respectively. An Archaeological Impact Assessment has been submitted with the application and the Historic Environment Division has been consulted on this. It has advised that there are no significant impacts on these archaeological sites given that there are no features within the site boundaries and therefore any impact would be negligible.

Flood Risk

The site is not located in an area of flood risk and will not cause or exacerbate flooding. While there are no active floodplains, there are areas of the application site and the wider area which are prone to surface water flooding. A Drainage Assessment has been submitted as part of the supporting information which accompanied the application. It is noted that the developable area of the site amounts to 0.4 hectares which is currently impermeable surfacing with an existing drainage regime in operation. The proposed building works will not increase the level of impermeable surfacing in the area and therefore there will be no net increase in the amount of runoff resulting in identical flow rates into the existing drainage regime. DfI Rivers were consulted with the Drainage Assessment and have raised no objections to the proposed development.

Road Safety and Parking

In relation to road safety and parking, the policy position is set out in PPS 3 Access, Movement and Parking and Policy PED 9 of PPS4. The latter outlines the following criteria for considering proposals;

- (a) the existing road network can safely handle any extra vehicular traffic the proposal will generate or suitable developer led improvements are proposed to overcome any road problems identified;
- (b) adequate access arrangements, parking and manoeuvring areas are provided;
- (c) a movement pattern is provided that, insofar as possible, supports walking and cycling, meets the needs of people whose mobility is impaired, respects existing public rights of way and provides adequate and convenient access to public transport;

The proposed development will utilise the existing access to the terminal building which is taken off Airport Road. Although the proposal is for an extension to the airport terminal it is to facilitate an enhanced 3D security screening suite and will not necessarily lead to a greater number of customers using the airport. The Department of Transport has mandated that 3D security screening is to be installed at all major airports in the UK. It is therefore acknowledged that the extension will not lead to any automatic intensification of the level of traffic utilising the airport. There is no loss of parking provision at the airport as a result of this proposal and there are over 8,000 parking spaces at BIA with other private companies providing an additional parking resource. It is considered that the proposed development will not contribute to any significant impact on the parking provision in the area. DfI Roads was consulted on the proposal and has responded with no objection subject to informatives.

Development in Proximity to the Airport

Any development in close proximity to the airport has the capacity to interfere with air traffic safety either because it could create an obstacle within the obstacle limitation surfaces or because it could interfere with the capacity of the airport radar to operate successfully. Consultation was carried out with National Air Traffic Safety (NATS) and the Airport Safeguarding Team at BIA. Consultation was also carried out with the Defence Infrastructure Organisation (DIO) given the proximity of RAF Aldergrove.

BIA has raised concern with the impact of external lights causing a distraction to aircraft and the possibility of fruit/berry producing trees and shrubs attracting birds into the area resulting in the possibility of bird strike. While BIA has acknowledged

these concerns they have proposed conditions to mitigate the potential impacts which are considered appropriate and reasonable.

Whilst DIO has raised no objection to the proposed development NATS has raised concern with the impact of the development on the aircraft radar system. A similar concern has arisen several times in the past when dealing with large wind turbines in proximity to the airport where the turbine as it moves may give a false signal of an aircraft or a blind spot on the radar. The proposed development is a non-moving object, however, its likely effect is that the proposed cladding on the external of the extension may cause a reflection on the radar image at Crowhill which may result in false readings as the aircraft is shown to be in the wrong position or not visible at all. As a consequence, NATS has identified that the development should not proceed until a suitable mitigation is in place. In the circumstances where there is a possible consequential impact on air traffic safety it is considered that the advice of the consultee must be followed. It is understood there are ongoing discussions between the developer and NATS about the type of material which will be used on the external cladding of the building which should remove any potential for radar reflection. To address this matter, a number of planning conditions have been proposed by NATS which have been amalgamated into one recommended condition which is considered necessary and appropriate should planning permission be forthcoming.

Contaminated Land

Given the presence of the airport terminal building on the site over a significant number of years, there is a strong likelihood of there being made ground and the presence of hydrocarbons within the sub surface layers. The proposed development has the potential to pose a risk by either exposing contaminated land or through the creation of subsurface pathways which would allow contaminated materials to enter the groundwater.

The applicant has provided a Preliminary Risk Assessment with the application which has included a site walkover, a review of aerial photography, a desktop study of the geology, hydrology and groundwater vulnerability, a review of the Contaminated Land Database, the Discharge Consent Database and the development of the conceptual site model for consideration of sources, pathways and receptors.

The most significant issue raised is the presence of an above ground diesel tank adjoining the existing electricity substation (ESS). This diesel tank is contained within a brick bund immediately adjacent to the ESS and is used to power a backup generator contained within the ESS. There are no plans to remove the ESS or the bunded tank and as a consequence the potential issues with the tanks removal do not exist. Consultations were carried out with DAERA Regulation Unit, DAERA Water Management Unit and the Council's Environmental Health Section. There were no objections to the proposed development from any of the consultees given the significant distances to the nearest watercourse (Black Burn) which is some 395 metres and given the lack of any sensitive receptors.

DAERA Regulation Unit have proposed a condition given that the diesel tank may be removed, however, the removal of the tank does not fall within the scope of the development proposed and therefore the condition is considered unnecessary. There are no issues with the comments of DAERA Regulation Unit in relation to the

tank removal being included within the informatives section on the grant of planning permission, should it be forthcoming. Conditions are proposed by both DAERA Regulation Unit and the Council's Environmental Health Section to address the potential of other sources of contamination that may only become apparent during the construction phase and which were not previously known. These comprise standard conditions for development on brownfield sites and are considered both appropriate and necessary.

Overall, it is considered that there is only a very minor risk of contamination given the limited number of sources, pathways and receptors.

Other Matters

No objections or other representations have been received from any third parties relating to the development.

CONCLUSION

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

- The principle of development is considered acceptable;
- The design of the proposal is considered acceptable;
- There will be no significant detrimental impact upon neighbouring properties;
- The development will not impact on the functioning of the airport;
- The proposed extension will not impact on air traffic safety;
- DfI Roads has no objection to the proposal.

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. No construction shall commence on site until a Radar Mitigation Scheme, (including a timetable for its implementation during construction), has been agreed with the Operator and approved in writing by the Council. The approved Radar Mitigation Scheme shall thereafter be implemented during the construction and operational phases in accordance with the approved scheme.

Reason: In the interests of aircraft safety and the operations of NATS En-route PLC.

3. External lighting to be included in the development should be of flat glass, full cut off design with horizontal mountings so that there is no light spill above the horizontal.

Reason: To ensure that the lighting does not confuse or distract pilots in the vicinity of the aerodrome.

4. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Planning Authority shall be notified immediately. This new contamination shall be fully

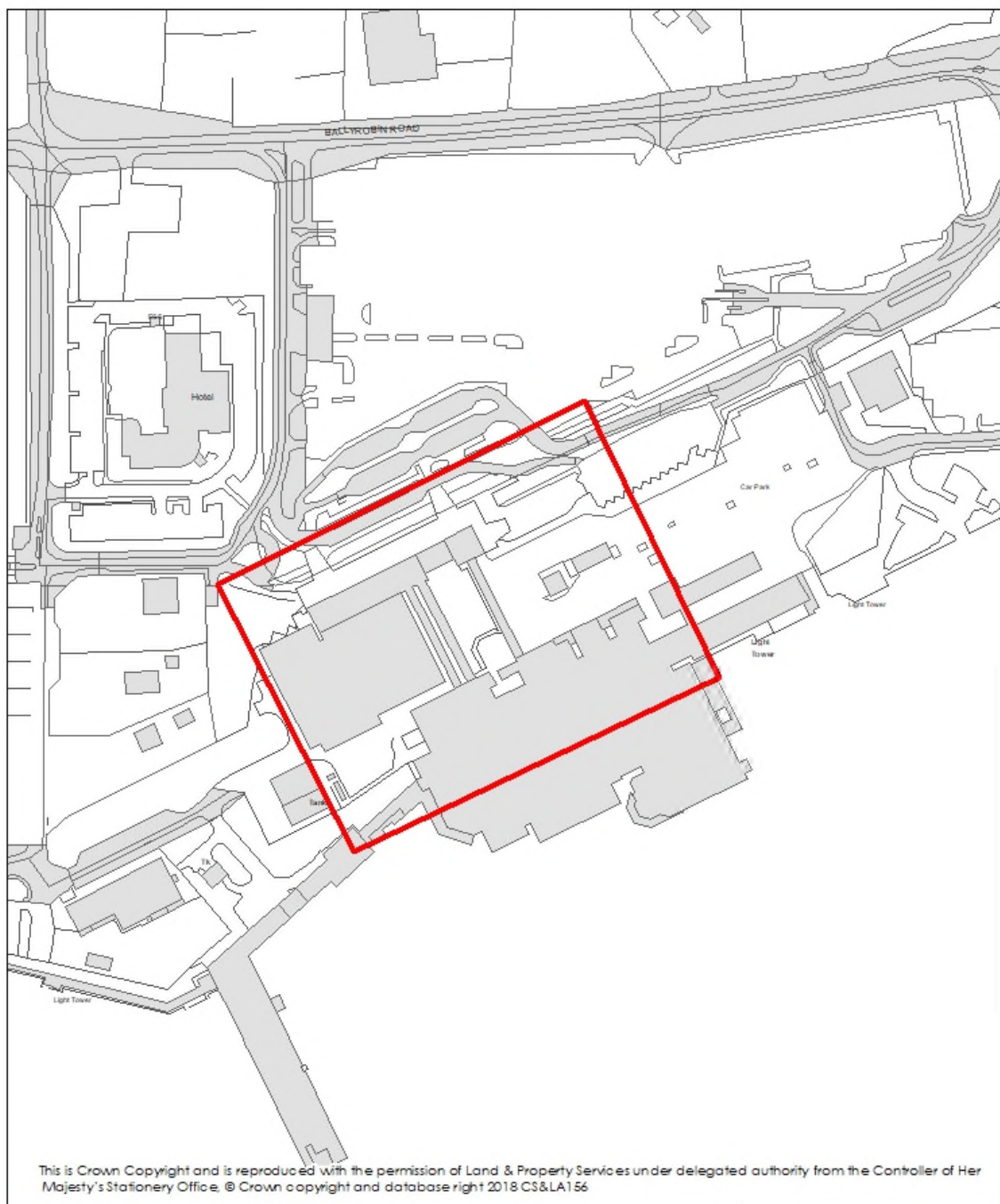
investigated in accordance with the Land Contamination: Risk Management (LCRM) guidance. In the event of unacceptable risks being identified, a Remediation Strategy shall be agreed with the Planning Authority in writing, and subsequently implemented and verified to its satisfaction. This strategy should be completed by competent persons in accordance with the Land Contamination: Risk Management (LCRM) guidance available at:

<https://www.gov.uk/guidance/land-contamination-how-to-manage-the-risks>.

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

5. After completing any remediation works required under Condition 4 and prior to the operation of the development, a Verification Report needs to be submitted in writing and agreed with Planning Authority. This report should be completed by competent persons in accordance with the Land Contamination: Risk Management (LCRM) guidance. The Verification Report should present all the remediation and monitoring works undertaken and demonstrate the effectiveness of the works in managing all the waste materials risks and achieving the remedial objectives.

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



Location Map

Application Ref: LA03/2021/0402/F

Location: Belfast International Airport
Airport Road, Belfast

Proposal: Extension to terminal building
to accommodate enhanced
security area and external facade
re-cladding

0 65 130 260
Meters



COMMITTEE ITEM	3.2
APPLICATION NO	LA03/2020/0891/O
DEA	THREEMILEWATER
COMMITTEE INTEREST	LEVEL OF OBJECTION
RECOMMENDATION	GRANT OUTLINE PLANNING PERMISSION
PROPOSAL	Site for 1 no. detached dwelling (one and a half storey and single bay detached garage)
SITE/LOCATION	Garden to rear of 16 Lenamore Drive, Jordanstown, Newtownabbey
APPLICANT	G McNabb, J Robinson, J Cochrane, L Fielden, J Thomas
AGENT	Streams Architectural Design
LAST SITE VISIT	2 nd February 2020
CASE OFFICER	Ashleigh Wilson Tel: 028 903 Ext40429 Email: ashleigh.wilson@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located at No. 16 Lenamore Drive, Jordanstown and falls within the settlement limit of Metropolitan Newtownabbey as defined by the Belfast Urban Area Plan (BUAP). Within the draft Newtownabbey Area Plan 2005 (NAP) the application site is located within the settlement limit of Metropolitan Newtownabbey and within the Lenamore Area of Townscape Character (Zoning ATC 2). Within the draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP) the site is located within the settlement limit of Metropolitan Newtownabbey and within Lenamore Area of Townscape Character (Zoning MNY 33).</p> <p>The site is rectangular in shape and currently hosts an existing bungalow with velux windows in the roof. The dwelling fronts onto Lenamore Drive and is finished in red brick. The front, northeastern boundary of the site is defined by existing mature vegetation with a number of trees within the eastern corner of the site. A rear garden area extending 13 metres beyond the rear elevation of the existing dwelling is separated by a one (1) metre high wooden fence from the remaining garden area (which extends approximately a further 58 metres). The rear, southwestern boundary is defined by existing mature vegetation. Existing vegetation also defines part of the southeastern boundary separating the site from Nos. 12a and 12b Lenamore Avenue. The remaining southeastern boundary is defined by a wooden fence of approximately one (1) metre in height separating the site with No. 14a and 14b Lenamore Avenue. The properties within Lenamore Avenue are situated on a lower level than the application site.</p> <p>An existing 1 ½ storey dwelling with sunroom to the rear (No. 18 Lenamore Drive) is located further northwest of the application site separated by a one (1) metre high wooden fence along the northwestern boundary of the site.</p>	

The site is located within a residential area with existing residential dwellings abutting the site on all sides. The existing dwellings have a range of ridge heights and are of varying designs.

RELEVANT PLANNING HISTORY

Planning Reference: LA03/2016/0067/O

Location: Garden to the rear of 16 Lenamore Drive, Jordanstown
Newtownabbey

Proposal: Erection of 1 no. detached dwelling and a single bay detached garage to the rear of 16 Lenamore Drive

Decision: Permission Granted (18.04.2016)

Planning Reference: U/2012/0108/O

Location: 16 Lenamore Drive, Jordanstown, Newtownabbey, BT37 0PQ

Proposal: Erection of detached one and a half storey dwelling and garage to rear of 16 Lenamore Drive, Jordanstown

Decision: Permission Granted (14.02.2013)

Planning Reference: U/2008/0629/O

Location: Adjoining No. 16 Lenamore Drive, Jordanstown, Newtownabbey, BT37 0PQ

Proposal: Site for detached dwelling with garage.

Decision: Permission Granted (13.08.2009)

Planning Reference: U/2002/0789/O

Location: Adjoining No.16 Lenamore Drive, Jordanstown, Newtownabbey, BT37 0PQ

Proposal: Site for dwelling and garage

Decision: Permission Granted (05.08.2003)

PLANNING POLICY AND GUIDANCE

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

Until the Council adopts its new Local Development Plan, most planning applications will continue to be assessed against the provisions of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the 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 (BUAP): The application site is located within the Belfast Urban Area settlement limit and within Lenamore Area of Townscape Character (ATC).

Draft Newtownabbey Area Plan 2005 (NAP): The application site is located within the settlement limit of Metropolitan Newtownabbey, within the Lenamore Area of Townscape Character (Zoning ATC 2). NAP states that the Lenamore area contains a mixture of dwellings ranging from large detached Victorian properties to small, terraced houses together with some modern properties. The character is derived from the inter-relationship that exists between the spacious layout of houses, the network of narrow roads and the generous distribution of mature trees and hedges. This character will be retained.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey within an Area of Townscape Character Lenamore (Zoning MNY 33).

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.

Addendum to PPS 6: Areas of Townscape Character: sets out planning policy and guidance relating to Areas of Townscape Character, for demolition of buildings, new development and the control of advertisements.

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.

CONSULTATION

Council Environmental Health Section – No objection

Northern Ireland Water – Sewer network at capacity

Department for Infrastructure Roads – No objection, subject to conditions

Department for Communities Historic Environment Division – No objection

DAERA: Water Management Unit – No objection

REPRESENTATION

Ten (10) neighbouring properties were notified and seven (7) letters of objection have been received from six (6) 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:

- Overdevelopment / 'garden grabbing'
- Loss of amenity
- Request for no dormer windows in the rear elevation to ensure privacy is afforded to No. 7 Church Avenue
- Attempts to mitigate loss of privacy through landscaping will take many years to develop
- Overlooking
- Loss of light / overshadowing
- Previous permission granted on the application site conditioned retention of the existing trees, many of which have since been removed having a detrimental impact on the Area of Townscape Character.
- If planning conditions are deliberately breached as they have been, a failure by planning authorities to impose punitive sanctions will encourage others to ignore future conditions
- Request for a condition that all existing vegetation along the boundary is retained
- The application drawings include a 'misleading' photograph of the site prior to the removal of trees
- Unsuitable design
- Out of character of this Area of Townscape Character
- Noise and other disturbance
- Loss of bats since removal of trees
- Flooding and drainage concerns
- Overcapacity of sewage system in the area
- Request that trees between the site and 12b are cut back to be more manageable
- Further development has caused expense to residents in the area whose properties are on private unadopted roads
- Road safety from use by construction traffic
- Request for notification of No. 12A at reserved matters stage due to concerns regarding lack of additional screening between the two sites

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Preliminary Matters
- Policy Context and Principle of Development
- Density
- Impact on Character and Appearance of the Area
- Neighbour Amenity

- Flood Risk
- Other matters

Preliminary Matters

A previous outline approval was granted on this site by the Council under delegated powers under planning application reference LA03/2016/0067/O on 18 April 2016. That application was assessed by the planning Section taking into consideration a number of previous approvals for a dwelling that had been granted by the then planning authority, the Department for the Environment in 2003, 2009 and 2013. All permissions on the site have now expired.

The most recent permission, reference LA03/2016/0067/O, was granted on the condition that the existing hedgerow and vegetation along the southeast boundary of the site should be retained at a minimum height of 1.8 metres and trees within the hedgerow should be allowed to grow on. This condition was attached to the permission in the interests of residential amenity and to ensure the maintenance of screening to the site. It is acknowledged that since the previous grant of planning permission, a portion of the southeastern boundary hedging has been removed.

A further condition was stipulated on the permission that the mature trees and hedgerows to the rear (southwestern boundary) of the site be retained and details provided prior to any trees being removed. Concerns have been raised through the letters of objection received indicating that a number of existing trees and vegetation have also since been removed from the site.

Policy Context and Principle of Development

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

The purportedly adopted Belfast Metropolitan Area Plan 2015 (BMAP 2015) was for a period of time deemed to be the statutory development plan for this area, however the purported adoption of the Plan by the then Department of the Environment in 2014 was subsequently declared unlawful by the Court of Appeal on 18th May 2017. As a consequence, the Belfast Urban Area Plan (BUAP) remains the statutory Local Development Plan (LDP) for the area. The provisions of draft NAP and the draft Belfast Metropolitan Area Plan (dBMAP) are also a material consideration in this application.

The application site is located within the development limit of Metropolitan Newtownabbey within the Belfast Urban Area Plan (BUAP) and lies within the Lenamore Area of Townscape Character (ATC), originally designated in BUAP.

Development Guidance Note 3K Lenamore (DGN 3K) addresses the specific characteristics of the existing ATC within which the application site is located. DGN 3K recognises that 'the narrow unadopted roads with no footpaths bordered by mature trees and hedges together with the spacious layout gives this area its unique

character' and that 'the retention of existing mature vegetation will help to ensure the setting of existing buildings is maintained'. It also acknowledged that the character of the area could be threatened by design changes, inappropriate infill developments, and loss of mature landscaping. It places significant emphasis on the protection of mature trees and hedges along the narrow roads, which contributes to its particular character.

Within the Draft Newtownabbey Area Plan 2005 (NAP) the application site is located within the settlement limit of Metropolitan Newtownabbey and within the Lenamore Area of Townscape Character (Zoning ATC 2). NAP states that the Lenamore area contains a mixture of dwellings ranging from large detached Victorian properties to small, terraced houses together with some modern properties and identifies that the character is derived from the inter-relationship that exists between the spacious layout of houses, the network of narrow roads and the generous distribution of mature trees and hedges. It seeks for this character to be retained.

Within draft Belfast Metropolitan Area Plan (2004) the application site is located within the development limit of Metropolitan Newtownabbey and within an Area of Townscape Character Lenamore (ATC) under Zoning MNY 33. Designation MNY 33 states that the key features of the area which will be taken into account when assessing development proposals include:

- The late Victorian and Edwardian dwellings, which include large, two storey detached villas, set within mature gardens;
- The inter-war 1920s/30s dwellings, post war 1950s/60s properties and 1980s/90s housing, which fit comfortably with a gently sloping topography;
- The informal and secluded layout of narrow roads, set within a dense mature landscape and bordered by tall boundary hedges;
- St. Patrick's Church (1866) and building;
- The late Victorian 'Old Rectory' (No. 122 Circular Road) listed building;
- The Edwardian Arts and Crafts 'Eden Lodge' (No. 129 Circular Road) listed building;
- The detached dwellings on Circular Road from the late nineteenth and early twentieth century and from the inter-war 1920s/30s; and
- The 1950s row of closely fitted detached houses along the southern side of Circular Road.

Designation MNY 33 also states that all development proposals will be assessed against the following key design criteria:

- Density/Building Footprint: New dwellings shall be detached or semi-detached. Terraced, town house or apartment developments will not normally be permitted; and the size, plot ratio and ratio of footprint to open space in new developments shall be compatible with those of the historic character and appearance in the immediate neighbourhood; and
- Landscape Quality: Development shall not include the removal of trees and areas of soft landscaping between the building line and the boundary of the road or footway; and Townscape Quality/Detailing: New dormer windows shall be located on the rear roof elevation. In exceptional cases where a dormer is required on the front elevation, it shall be of pitched design and in scale with the existing building and its fenestration.

The relevant policy context is also provided by the Addendum to Planning Policy Statement 6 'Areas of Townscape Character' (APPS6), Planning Policy Statement 7 'Quality Residential Environment', the Creating Places Design Guide and the Addendum to Planning Policy Statement 7 'Safeguarding the Character of Established Residential Areas (APPS7), PPS 3 'Access Movement and Parking' and the policies retained in the SPPS, which will be considered below.

The proposal seeks outline planning permission for a detached dwelling and garage. The character of the existing residential area is primarily made up form detached properties with varying plot sizes. Given the proposal is located within the rear garden of No. 16 Lenamore Avenue, this is considered to be backland development. Development Control Advice Note 8 (DCAN 8) advises that for backland development, plots with a depth of less than 80 metres will unlikely be acceptable. The total depth of this plot measures approximately 105 metres. It is considered that due to the site's location within the development limit of Metropolitan Newtownabbey and given the size of the plot a dwelling could be accommodated on the site subject to meeting the relevant criteria set out within the policies outlined above. The principle of development is therefore considered acceptable.

Density

A number of objection letters raised concerns with overdevelopment of the site and its subsequent impact on the Lenamore Area of Townscape Character (ATC).

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. A significantly higher density of development can lead to unacceptable forms of development due to the impact that it may have on the character of an area, the streetscene and consequential impacts on nearby development. Taking into account the development immediately abutting the southeastern boundary of the site and within Woodfield Grove opposite the site, it is considered that the proposed density of development would not be significantly higher than that found in the immediate area and therefore will not result in an adverse impact on the character and appearance of the Lenamore ATC or the surrounding area.

Design and Impact on the Character and Appearance of the Area

PPS 6 'Planning Archaeology and the Built Heritage' sets out the planning policies for the protection and conservation of archaeological remains and features of the built heritage. The Addendum to PPS 6 'Areas of Townscape Character' (APPS6) sets out planning policy and guidance relating to Areas of Townscape Character (ATC).

Policy ATC 2 'New Development in an Area of Townscape Character' of APPS 6 states that only development proposals in an ATC where the development maintains or enhances its overall character and respects the built form of the area, will be permitted; and any trees, archaeological or other landscape features which contribute to the distinctive character of the area are protected and integrated in a suitable manner into the design and layout of the development. This will be considered in more detail below alongside PPS 7 'Quality Residential Environments' (PPS 7), the 'Creating Places Design Guide' and the Addendum to PPS 7 'Safeguarding the Character of Established Residential Areas' (APPS 7).

Policy QD 1 of PPS 7 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. The current policy direction is to make more efficient use of urban land but cautions that overdeveloped and unsympathetic schemes will not be acceptable in established residential areas and that schemes should be sensitive in design terms to people living in the existing neighbourhood and to local character. Paragraph 4.34 of the SPPS indicates that one of the keys to successful place-making is the relationship between different buildings and the relationship between buildings and streets and the compatibility of a development with its immediate and wider context, and the settlement pattern of a particular area. Although imaginative and innovative forms of housing are encouraged, this is qualified in existing residential areas with the need for harmony and sensitivity to avoid significant erosion of environmental quality, amenity and privacy. 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 'Protecting Local Character, Environmental Quality and Residential Amenity' of APPS 7 is an amplification of Policy QD 1 and is intended to strengthen existing policy criteria to ensure that the quality of these areas is maintained, if not enhanced and requires that the pattern of development is in keeping with the overall character and environmental quality of the established residential area. In addition, paragraph 7.08 of supplementary planning guidance document 'Creating Places' advises that it will not be acceptable to increase building density by simply 'cramming' development. 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.

Concerns were raised through the letters of objection that the proposed dwelling was an unsuitable design. Given the proposal is for outline permission, there are limited details with regards to the design of the proposed dwelling and this can be given detailed consideration in the event that permission is granted and should a Reserved Matters application be forthcoming. Drawing No. 01/1 states that the proposed dwelling is to be 1½ storeys and indicates a rear return. The concept statement refers to dormer windows in the rear roof elevation. A single garage is proposed in front of the proposed dwelling. The views of the proposed dwelling will be limited from public vantage points and therefore it is considered that a suitably designed dwelling would not have a significant impact on the character and appearance of the area.

Creating Places recommends that a dwelling with three or more bedrooms have an average of 70sqm of private amenity provision behind the building line. The provision of rear private amenity space is acceptable at 870 square metres for the proposed dwelling and 430 square metres for the existing dwelling at 16 Lenamore Drive. It is therefore considered that adequate amenity space has been provided for both the existing and the proposed dwelling.

As previously mentioned, the Lenamore ATC was originally designated in BUAP and the particular design guidance relating to this ATC is outlined in DGN 3K which recognises that 'the narrow unadopted roads with no footpaths bordered by mature

trees and hedges together with the spacious layout gives this area its unique character'. It is noteworthy that it places significant emphasis on the protection of mature trees and hedges along the narrow roads, such as Lenamore Drive which contributes to its particular character.

Concerns have been raised through letters of objection that the previous permission granted on the application site conditioned retention of the existing trees, many of which have since been removed having a detrimental impact on the Area of Townscape Character. Further expansion of this point highlights that if planning conditions are deliberately breached as they have been, a failure by planning authorities to impose punitive sanctions will encourage others to ignore future conditions. Objections received also note that the application drawings include a 'misleading' photograph of the site prior to the removal of trees.

A site inspection has been carried out and the proposal has been assessed on the current context rather than from the photographs on the drawing submitted. The objectors are correct in that the removal of vegetation from within the site contradicts the conditions of the outline planning approval on the site. However, an outline approval cannot be implemented without a subsequent reserved matters approval. No such application was submitted prior to the expiration of the outline approval and no development took place. Therefore, as there is no Tree Preservation Order on the trees, there is no breach of planning control through the removal of the vegetation and their removal took place prior to the submission of the current application. Notwithstanding, it remains a material consideration of this current application that some of the vegetation from within the site is no longer in place and the potential impacts of this on residential amenity are considered further under 'neighbouring amenity'.

The application site is not covered by a Tree Preservation Order (TPO), but it is noted that the Lenamore ATC is greatly enhanced by the trees within the immediate area, particularly those along the roadside and between the front of the existing dwellings and the road. While the proposed dwelling will sit to the rear of the existing dwelling, No. 16 Lenamore Drive and be set some 70 metres back from Lenamore Avenue, in order to obtain access to the dwelling and provide the necessary visibility splays the mature hedging will be removed from the front of the site. A note has been added to the plan to indicate that the same species hedging will be re planted behind the visibility splays at a distance of three (3) metres back to allow for future growth and that this will be maintained at a height of 2.5 metres. In addition, it is noted that the proposal will involve the retention of all but one of the trees within the front garden area to allow for the proposed access. It is noted that a further annotation on Drawing No. 01/1, date stamped 14th May 2021 states that this northeastern (roadside) boundary is to be defined by a 2-metre-high close boarded timber fence however, it is considered this is an error and should refer to the northwestern boundary as this is where the arrow points to and where the key indicates the fence is to be positioned. Notwithstanding this, the positioning of any such proposed fencing can be controlled by condition should planning permission be forthcoming.

Given the location of the proposed dwelling to the rear of the existing dwelling and replanting of hedging along the roadside, with the retention of all but one of the trees within the front garden area, it is considered the impact on the character and

appearance of this Area of Townscape Character as a result of the proposal will not be significant.

Neighbour Amenity

Policy QD 1 of PPS 7 (part 'h') states that new development shall not create conflict with adjacent land uses and there is no adverse effect on existing or proposed properties in terms of overlooking, loss of light, overshadowing, noise or other disturbance.

The proposal seeks outline permission and therefore there are limited details with regards to the design of the proposed dwelling however, the description of development seeks permission for a 1½ storey dwelling and the concept statement indicates a dwelling fronting onto No. 16 Lenamore Drive.

Approximately 31 metres is indicated between the front elevation of the proposed dwelling and the rear elevation of the existing dwelling at No. 16 Lenamore Drive. A two (2) metre high rendered masonry wall is proposed separating the two sites which will provide privacy and additional planting is noted to soften the visual impact. This wall is some fourteen (14) metres from the front elevation of the proposed dwelling and is considered an acceptable distance so as to not provide an unacceptable outlook for the proposed dwelling.

A number of dwellings within Lenamore Drive also have rear gardens which back onto the southeastern side boundary of the application site. These dwellings sit on a level of approximately 1 metre lower than the application site. As previously stated, part of this boundary hedging (previously conditioned to be retained) has been removed since the previous grant of outline planning permission and the boundary now consists of a 1.1-metre-high wooden fence erected by the adjacent landowner. Concerns have been raised by objectors regarding the loss of vegetation which was previously conditioned to be retained. Concerns have also been raised by objectors regarding the impact the proposal has, particularly due to the loss of vegetation, on residential amenity.

The proposed dwelling is located approximately twelve (12) metres from the boundary of No. 14a Lenamore Avenue and there is a total of 25 metres from the front elevation of the proposed dwelling and the rear elevation of No. 14a Lenamore Avenue. However, windows are not directly opposing given the angle at which the dwellings are situated. This property's immediate private amenity space is in the corner closest to the proposed dwelling.

The proposed dwelling is located six (6) metres from the boundary with No. 12a Lenamore Avenue. This neighbouring property has a rear to gable elevation with the proposed dwelling. A separation distance of approximately 20 metres is indicated between the rear elevation of the proposed dwelling and the rear elevation of No. 12b Lenamore Avenue however, again windows are not opposing due to the positioning of the dwellings. Approximately ten (10) metres is retained between the rear elevation and the common boundary with No. 12b Lenamore Avenue.

As previously stated, a portion of the mature vegetation which previously existed along the common southeastern boundary has been removed following the previous grant of outline planning permission on the site. The most notable loss is along the

boundary with Nos. 14a and 14b Lenamore Avenue. A note on Drawing No. 01/1, date stamped 14th May 2021 states that the existing boundary fence is to be retained and augmented with new planting to afford privacy to the existing dwelling. However, it is considered that any new planting will take time to mature. In addition, the existing 1.1-metre-high wooden fence is not considered adequate to provide sufficient levels of privacy or to ensure that noise and disturbance will not arise to an unreasonable degree from the proposed driveway access, which runs along this southeastern boundary with Nos. 12a, 14a and 14b Lenamore Avenue. These concerns are further exacerbated given the difference in levels with the proposed dwelling sitting at a higher level than the other existing dwellings within Lenamore Avenue. There are a number of mature trees within the rear garden area of No. 14a Lenamore Avenue however, the limited height of the foliage means these will provide minimal relief in terms of reducing the impact on residential amenity. Additionally, these are deciduous trees losing their foliage through the winter months. For this reason, it is considered necessary to impose a condition requiring the erection of a 1.8-metre-high closed boarded acoustic fence along southeastern side of the proposed access where it abuts the existing dwellings backing onto the site within Lenamore Avenue. It is considered that the increase in the height of the fencing by 0.7 metres along this boundary would not be so significant as to have an adverse impact on the amenity of the existing dwellings and indeed should serve to increase privacy.

The proposed access could have a detrimental impact on the existing dwelling at No. 16 Lenamore Drive when cars are driving across the front garden area and abutting the rear garden area with no boundary definition however, again this can be mitigated against by a condition imposing a 1.8-metre-high fence where the proposed access abuts the rear amenity space of the existing dwelling, No. 16 Lenamore Drive. This should help reduce any disturbance arising due to passing cars accessing the proposed dwelling to an acceptable level.

The applicant has applied for a dwelling with a 6.5 metre ridge height and the drawings refer to dormer windows. Any first-floor window in the front elevation of the proposed dwelling would cause overlooking and/or the perception of overlooking concerns from the proposed dwelling towards the private amenity space of the existing dwelling on the site, No. 16 Lenamore Drive, No 18 Lenamore Drive and the existing dwelling at No. 14a Lenamore Avenue. For this reason, it is considered necessary to attach a condition to ensure that any first floor windows in the front elevation of the proposed dwelling are velux windows only.

While the proposed dwelling is closer to No. 12a Lenamore Drive, the positioning of the proposed dwelling is such that there is not likely to be a significant overlooking impact to this dwelling given the existing mature boundary hedging providing there are no first-floor gable windows and again this can be controlled by way of an appropriately worded condition. Concerns have also been raised through a letter of objection regarding the overshadowing impact on this property. While some overshadowing may occur, this will be during the evening period only and due to the separation distances and existing vegetation to the rear of No. 12a Lenamore Drive it is considered overshadowing is not likely to be significant.

The proposed dwelling backs onto the rear of existing dwellings No. 5 and No. 7 Church Avenue. Concerns have again been raised regarding overlooking. There is a

total of 23.5 metres between the closest part of the proposed rear elevation and the common rear boundary with these existing dwellings and whilst it is clear that vegetation has been removed, some mature vegetation still remains and it is considered that a dwelling could be designed to ensure no significant overlooking to these properties with a condition stipulating the retention of this vegetation.

Access, Movement and Parking

Objections have been received highlighting that further development will cause additional expense to residents in the area whose properties access onto a private unadopted road and also with regards to road safety implications from the proposed development from use of the existing roads by the construction traffic required for the development. DfI Roads has been consulted and has recommended conditions for the proposed development. It is considered the proposed access arrangements comply with PPS 3, 'Access, Movement and Parking' and its associated guidance whilst it is considered the addition of one further dwelling accessing onto Lenamore Drive would not impact on road safety to such a degree as to warrant refusal. It is acknowledged that construction traffic can cause disturbance and traffic problems, however these tend to be for a limited duration and it is not considered that significant damage to the road would ensue from the proposal. However, if it did occur this would be a civil matter between the developer and the parties responsible for the unadopted road and therefore determining weight cannot be attributed to this issue.

Other Matters

Flooding

Concerns were raised through objections that the proposal would create additional flooding problems in the area due to the removal of the trees from within the site. The site is not covered by a TPO and while the previous outline permission conditioned the retention of the mature vegetation within the site, the removal of these trees prior to the submission of a subsequent reserved matters application and commencement of development of the same does not constitute a breach of planning control. The proposal is not located within an area subject to flooding. Question 17 of the P1 form states that surface water is to be disposed of via an on-site sustainable drainage system (SuDS) and/or a storm sewer shall be requisitioned in consultation with and with the approval of NI Water. NI Water has advised that there is no surface water sewer within 20m of the application site and in such circumstances the developer is required to consult with NI Water and they may wish to requisition a surface water sewer to serve the proposed development and / or obtain approval from DfI Rivers for discharge to a watercourse. This is covered via separate legislation. It is considered that one additional dwelling would not create significant issues with regards to flooding on this site.

Wastewater

There is an existing 150mm diameter public foul sewer located within Lenamore Drive, which is adjacent and near the boundary of the proposed site. However, due to the sewer network being at capacity in the Whitehouse catchment and sewer flows spilling from CSOs into the environment, NI Water has recommended that no further connections should be made to this network. The proposed plans indicate an on-site foul sewage treatment system. Northern Ireland Environment Agency, Water Management Unit has been consulted on the proposal and has no objection to the proposal subject to a condition requiring no development to take place until the on-

site method of sewage disposal being agreed in writing with NI Water or a Consent to discharge being granted.

Impact on bats

Concerns raised by objectors relate to the loss of bats in the area due to the previous removal of the trees and hedges that have taken place within the site. If the previous removal of trees affected bat roosts on the site then this may constitute an offence under the Wildlife Order which is a matter for the PSNI. The Council has no remit to investigate this matter nor is it a material consideration in the determination of this application. The Council can only consider the proposal as submitted and in the context of the site at the time of assessment.

Cutting back of trees

The occupants of No. 12a Lenamore Drive raised concerns regarding the lack of maintenance of the mature hedging along the common boundary. This is a civil matter and again is outside the remit of planning.

CONCLUSION

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

- The principle of the development is acceptable;
- It is considered the proposal will not have a significant impact on Lenamore Area of Townscape Character;
- It is considered the proposed development will maintain the character and appearance of this Area of Townscape Character;
- It is considered that the proposed development can be designed to have minimal impact on the residential amenity by way of dominance, overshadowing, loss of light or overlooking, noise or other disturbance with appropriate mitigation;
- There are no road safety concerns with the proposal

RECOMMENDATION

GRANT OUTLINE PLANNING PERMISSION

PROPOSED CONDITIONS

1. As required by Section 62 of the Planning Act (Northern Ireland) 2011, application for approval of the reserved matters shall be made to Antrim and Newtownabbey Borough 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.

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

2. Approval of the details of the siting, design and external appearance of the buildings, the means of access thereto and the landscaping of the site (hereinafter called "the reserved matters"), shall be obtained from Antrim and Newtownabbey Borough Council, in writing, before any development is commenced.

Reason: To enable Antrim and Newtownabbey Borough Council to consider in detail the proposed development of the site.

3. Full particulars, detailed plans and sections of the reserved matters required in Conditions 01 and 02 shall be submitted in writing to the Council and shall be carried out as approved.

Reason: To enable Antrim and Newtownabbey Borough Council to consider in detail the proposed development of the site.

4. The vehicular access, including visibility splays and any forward sight distance, shall be provided in accordance with Drawing No.01/1 bearing the date stamp 14th May 2021, prior to the commencement of any other development hereby permitted. 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 gradient(s) of the access road shall not exceed 8% (1 in 12.5) over the first 5m outside the road boundary. Where the vehicular access crosses a footway, the access gradient shall be between 4% (1 in 25) maximum and 2.5% (1 in 40) minimum and shall be formed so that there is no abrupt change of slope along the footway.

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

6. Prior to the construction of the dwelling hereby permitted, a 1.8-metre-high acoustic barrier with no gaps shall be erected along both sides of the proposed access as indicated in orange on Drawing No. 01/1 date stamped 14th May 2021.

Reason: In the interests of residential amenity and to mitigate noise and disturbance.

7. No works or other development associated with the dwelling hereby permitted shall take place until a main sewerage connection is agreed in writing with Northern Ireland Water (NIW) or a consent to discharge has been granted under the terms of the Water (NI) Order 1999 and details of the agreed method of sewage disposal are submitted to the Council.

Reason: To ensure the protection of the aquatic environment and to help the applicant avoid incurring unnecessary expense before it can be ascertained that a feasible method of sewage disposal is available.

8. The proposed finished ground levels shall not exceed existing levels at any point within this site.

Reason: The site and adjacent properties, No's 16 and 18 Lenamore Drive occupy level sites and development should be carried out to complement these dwellings and protect residential amenity.

9. 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.

10. The proposed dwelling shall have a ridge height of less than 6.5 metres above finished floor level.

Reason: To ensure that the development is satisfactorily integrated with the adjacent residential dwellings.

11. The proposed dwelling shall have no window openings other than roof light windows on the first floor level front and gable elevations.

Reason: In the interest of privacy and amenity.

12. The existing hedgerow and vegetation along the southeast and southwest boundary of the site as indicated on the approved Drawing No. 01/1, date stamped 14th May 2021 shall be retained at a minimum height of 2 metres and trees within the hedgerow, as agreed in writing with the Council, shall be allowed to grow on.

Reason: In the interests of residential amenity and to ensure the maintenance of screening to the site.

13. 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.

14. The plans and particulars submitted in accordance with Condition 2 above shall include the following details of the measures proposed to retain the existing mature vegetation in the south west and northeast portion of this site, as indicated on approved plan No 01/1 which was received on 14th May 2021:

- (a) a plan showing the location of, and allocating a reference number to, each existing tree on the site which has a stem with a diameter, measured over the bark at a point 1.5 metres above ground level, exceeding 75 mm, showing which trees are to be retained and the accurate crown spread of each retained tree;
- (b) details of any trees to be removed on the site;
- (c) details of any proposed arboricultural work or tree surgery of any retained tree;
- (d) the measures to be taken for the protection of any retained tree from damage before or during the course of development.

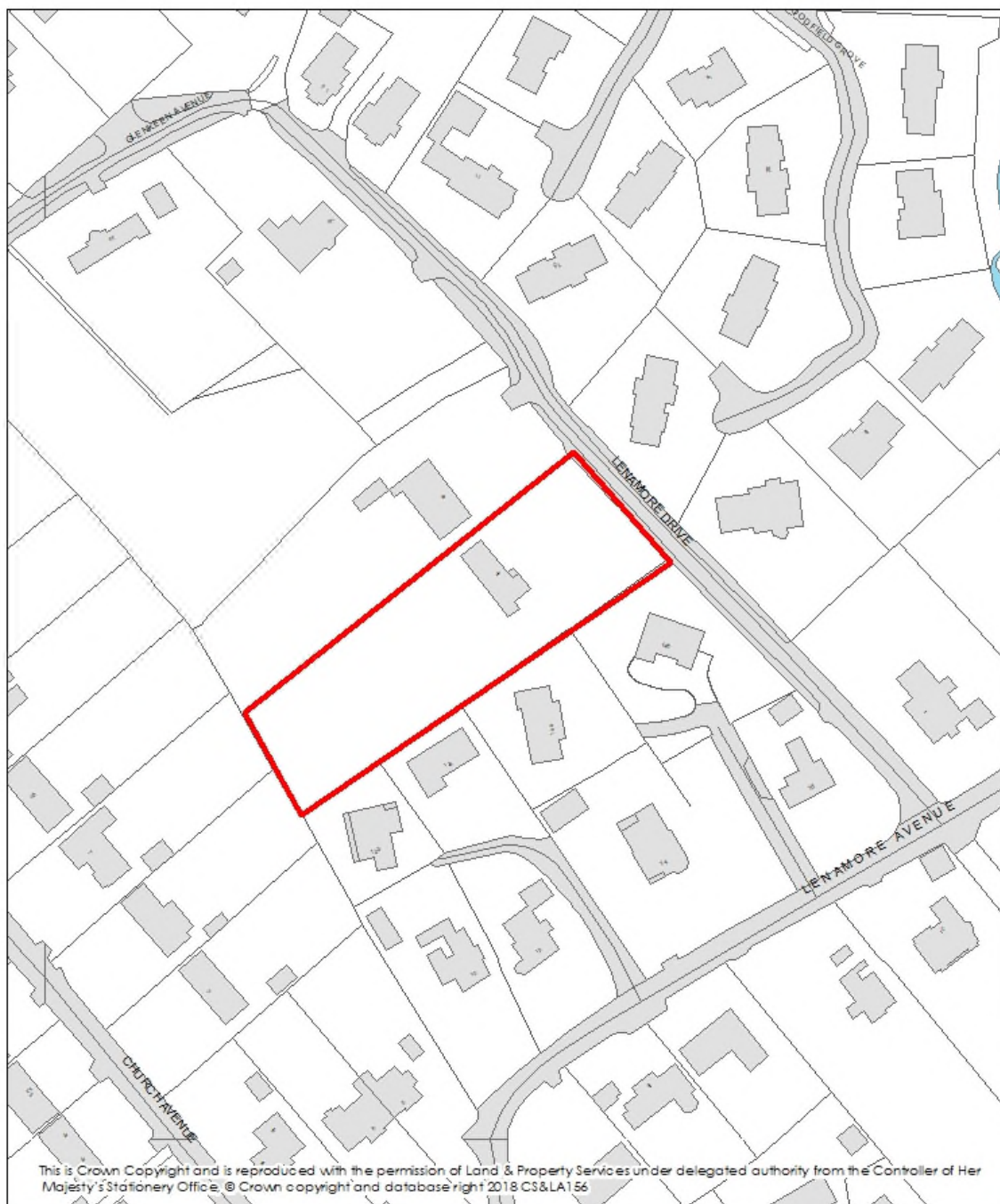
Reason: To ensure the continuity of amenity afforded by existing trees.

15. The proposed planting shall be in general accordance with that indicated on site layout plan No. 01/1 which was received on 14th May 2021. Details of these proposals shall accompany the landscaping particulars required by Condition 14 above.

Reason: To ensure the provision, establishment and maintenance of a high standard of landscape for the protection of visual amenity and the privacy of adjacent residential dwellings.

16. In the first available planting season after occupation of the dwelling the existing roadside hedgerow shall be reinstated behind the required sight visibility splays.

Reason: To ensure the proposal maintains the character of this Area of Townscape Character.



Site Location Plan

Application Reference: LA03/2020/0891/O

Site for 1 no detached dwelling (one and a half storey and single bay detached garage)

Garden to rear of 16 Lenamore Drive, Jordanstown, Newtownabbey

0 30 60 Metres



Site boundary



COMMITTEE ITEM	3.3
APPLICATION NO	LA03/2021/0175/A
DEA	MACEDON
COMMITTEE INTEREST	LEVEL OF OBJECTION
RECOMMENDATION	REFUSE ADVERTISEMENT CONSENT
PROPOSAL	Retention of digital advertising panel
SITE/LOCATION	450 – 456 Shore Road, Newtownabbey, BT37 0AA
APPLICANT	Omega Outdoor
AGENT	Durnien Surveyors and Project Managers
LAST SITE VISIT	07 March 2021
CASE OFFICER	Tierna McVeigh Tel: 028 90340401 Email: tierna.mcveigh@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located within the forecourt of SS Logan and Sons at 450-456 Shore Road, Newtownabbey which is within the development limit of the Belfast Urban Area as defined by the Belfast Urban Area Plan (BUAP) and within the development limit of Metropolitan Newtownabbey as defined by the draft Belfast Metropolitan Area Plan published 2004 (dBMAP).</p> <p>SS Logan and Sons is a car dealership located directly southeast of the A2 Shore Road. The application site is located within the curtilage of the forecourt and bounded by 1.8-metre-high metal security fencing.</p> <p>The signage which is the subject of the application is sited adjacent to the site's southwestern boundary wall, adjacent to the public footpath and the A2 Shore Road. The application site directly faces the Hazlebank/Abbeylands Area of Townscape Character (ATC) under zoning MNY 32 in dBMAP. To the southwest of the signage is a Maxol Petrol Station, while residential properties lies to the east and west.</p>	
RELEVANT PLANNING HISTORY	
<p>Planning Reference: LA03/2021/0058/CA Location: 450 – 456 Shore Road, Newtownabbey, BT37 0AA Proposal: Alleged erection of metal frame Decision: Held pending determination of this application</p>	
PLANNING POLICY AND GUIDANCE	
<p>Regulation 3(1) of the Planning (Control of Advertisements) Regulations (Northern Ireland) 2015 requires that the Council exercise its powers in relation to advertisement control only in the interests of amenity and public safety, taking into account the provisions of the local development plan, so far as they are material and any other relevant factors.</p>	

Until the Council adopts its new Local Development Plan, most planning applications will continue to be assessed against the provisions of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Belfast Metropolitan Area Plan (which remains at 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 (BUAP): The application site is located within the Belfast Urban Area settlement limit. The Plan offers no specific policy or guidance pertinent to this proposal.

Draft Newtownabbey Area Plan 2005 (NAP): The application site is located within the settlement limit of Newtownabbey. The Plan offers no specific policy or guidance pertinent to this proposal.

Draft Belfast Metropolitan Area Plan (Published 2004) (dBMAP): The application site is located within the settlement limit of Metropolitan Newtownabbey. The Plan offers no specific policy or guidance pertinent to this proposal.

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

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

PPS 17 – Control of Outdoor Advertisements: sets out planning policy and guidance for the control of outdoor advertisements.

CONSULTATION

DfI Roads – No objection subject to conditions

Environmental Health Section – No objection subject to condition

REPRESENTATION

Neighbour notification is not undertaken for applications for consent to display an advertisement, however, nine (9) letters of objection have 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:

- Large and bright display which is distracting and dangerous to road users/ pedestrians.
- Prominently located and can be seen over 0.5 / 1 mile away.
- Spoils the view and is not in keeping with the immediate area i.e., Belfast Lough and Shore Road.
- Constructed without planning permission.
- Inappropriate for a largely residential area.
- Constructed within the vicinity of a busy area, including pedestrian crossing, traffic lights, and busy A2 Shore Road.
- Constant flickering is invasive to the amenity of neighbouring properties and causes light pollution.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Policy Context
- Amenity, Design and Appearance
- Public Safety

Policy Context

The Planning (Control of Advertisements) Regulations (Northern Ireland) 2015 is the relevant statutory rule for the control of advertisements, made under the provisions of Section 130 of the Planning Act (Northern Ireland) 2011. Regulation 3(1) of the Regulations requires that the Council exercises its power in relation to advertisement control only in the interests of amenity and public safety, taking into account the provisions of the local development plan, so far as they are material and relevant factors.

The purportedly adopted Belfast Metropolitan Area Plan 2015 (BMAP 2015) was for a period deemed to be the statutory development plan for this area, however the purported adoption of the Plan by the then Department of the Environment in 2014 was subsequently declared unlawful by the Court of Appeal on 18th May 2017. Consequently, the Belfast Urban Area Plan (BUAP) remains the statutory Local Development Plan (LDP) for the area. The provisions of draft NAP and the draft Belfast Metropolitan Area Plan (dBMAP) are also a material consideration in this application.

The application site is located within the development limits of the Belfast Urban Area as defined within the Belfast Urban Area Plan (BUAP) and within the development limits of Metropolitan Newtownabbey as defined in the draft Belfast Metropolitan Area Plan published 2004 (dBMAP). There are no specific operational policies relevant to the determination of the application in the plan.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements. Amongst these is PPS 17: Control of Outdoor Advertisements. Considering the transitional arrangements of the SPPS, retained PPS 17 provides the relevant policy context for consideration of the proposal.

Policy AD 1 Amenity and Public Safety Consent indicates consent will be given for the display of an advertisement where:

- It respects amenity, when assessed in the context of the general characteristics of the locality; and
- it does not prejudice public safety.

PPS 17 also advises that the guidance set out in Annex A of the document for different categories of outdoor advertisement will be taken into account in assessing proposals.

Amenity, Design and Appearance

The amplification and justification of Policy AD 1 indicates that care should be taken to ensure that a sign does not detract from the place where it is to be displayed or its surroundings, that it will not prejudice public safety and that it is important to prevent clutter. The term amenity is usually understood to mean the effect upon the appearance of the immediate neighbourhood where the sign is displayed or its impact over long-distance views.

The application seeks retrospective planning for a digital LED advertisement panel fixed onto a black steel frame. The panel is located approximately 1 metre directly adjacent to the front of the southwestern boundary and is positioned 4.5 metres south of the car sales building and 3.5 metres northeast from the car sales entrance. Located approximately 2.5 metres southeast is an existing freestanding totem sign associated with the car sales approximately 5 metres in height and there is an existing totem sign relating to the Maxol Petrol Station located some 8.5 metres to the south.

The LED digital panel is internally illuminated and displays static images. The panel measures 2.7 metres in height, 5.6 metres in width and is positioned on a free-standing steel frame some 2.6 metres above the ground level. The frame measures 5.7 metres in height and 5.8 metres in width. Supporting the frame are three (3) black steel supports.

The LED digital panel is located in a prominent position along the A2 Shore Road and due to its size and brightness is clearly visible both during the day and at night when travelling along the A2 Shore Road from the Jordanstown direction. Views of the panel can be seen as far back as the Whiteabbey Green carpark approximately 1,600 metres (1 mile) on approach for the south along the Shore Road. The panel is also positioned near existing advertising signage associated with the Maxol Petrol Station and that of the car sales. For these reasons it is considered that the digital advertising panel contributes towards cluttering of signage and diminishes the appearance of the area.

The LED digital panel, when assessed in the context of the general characteristics of the area, due to the high level of visibility, size and brightness, is considered to have a significant detrimental impact upon the character of the area and does not respect the visual amenity of the area. Consequently, it is considered that the panel has a detrimental impact on the visual amenity of the area and does not meet the requirements of Policy AD 1 of PPS 17.

Located some 30 metres east and 45 metres west of the digital panel are residential properties. Concerns were raised regarding the panel's illumination and its impact upon residential amenity. The Council's Environmental Health Section has been consulted and has raised no concerns with regards to the impact from illumination on residential amenity.

Public Safety

Objections were raised concerning the positioning of the digital panel and driver safety in that it is located some 10 metres east from the A2 Shore Road and some 118 metres southwest of the busy roundabout intersection.

DfI Roads has been consulted on the application and raised no objections to the proposal subject to conditions. Consequently, it is considered that public safety is not being adversely affected by the sign and thus the proposal is considered to meet Policy AD 1 in this regard.

CONCLUSION

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

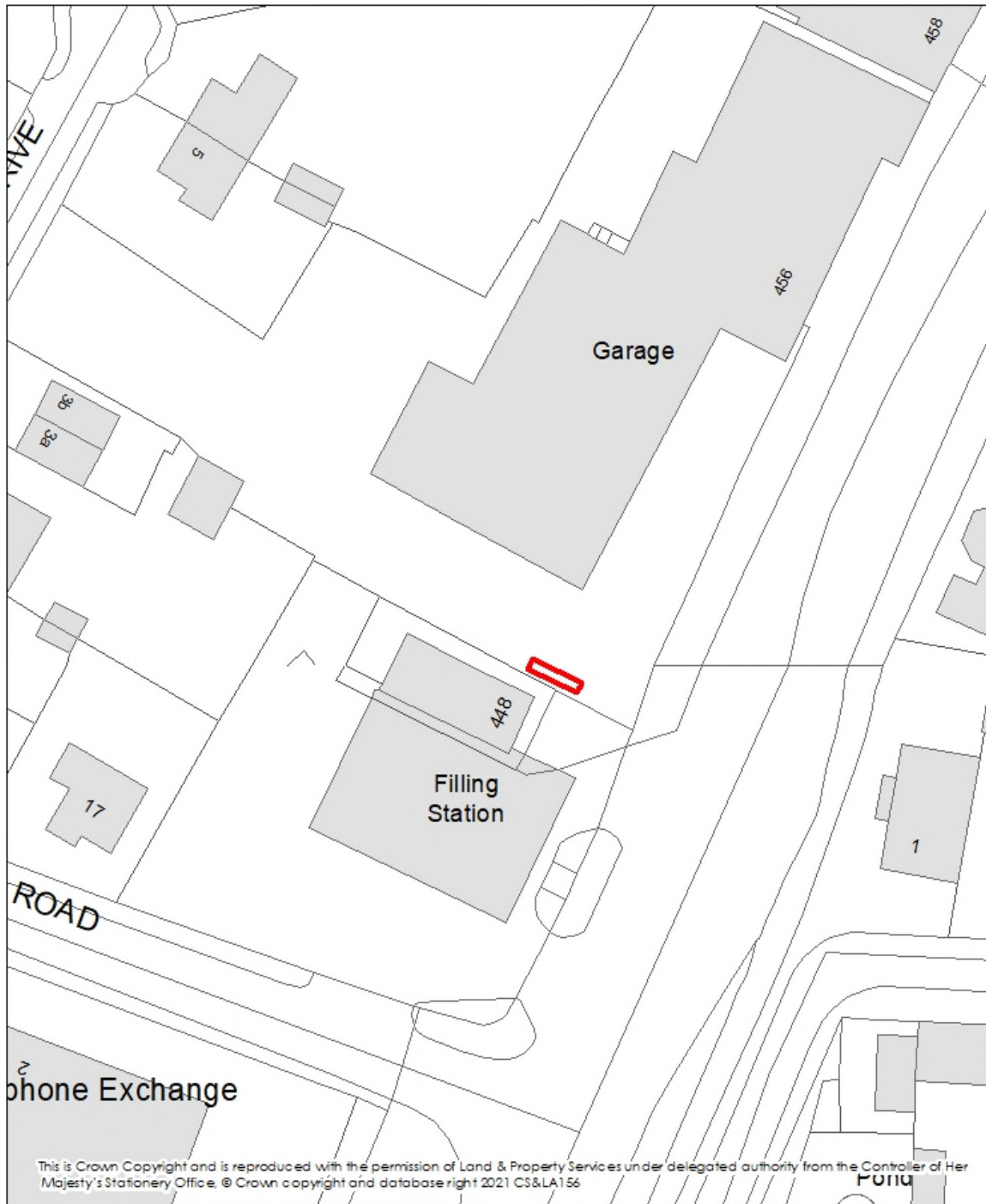
- The proposal has an adverse impact on the visual amenity of the area, and;
- The signage does not have a significant impact on public safety.

RECOMMENDATION

REFUSE ADVERTISEMENT CONSENT

PROPOSED REASON OF REFUSAL

1. The retention of the digital advertising panel is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy AD1 of PPS 17, in that the proposal would result in an unacceptable detrimental impact on the visual amenity of the area.



Location Map

Reference: LA03/2021/0175/A
 Location: 450-456 Shore Road, Newtownabbey
 Proposal: Retention of Digital Advertising Panel

 Site Boundary



COMMITTEE ITEM	3.4
APPLICATION NO	LA03/2020/0480/O
DEA	AIRPORT
COMMITTEE INTEREST	REFUSAL RECOMMENDED
RECOMMENDATION	REFUSE OUTLINE PLANNING PERMISSION
PROPOSAL	2 No. sites for proposed new dwellings and garages.
SITE/LOCATION	50m North of 85 Old Ballyrobin Road, Antrim
APPLICANT	Maurice McBride
AGENT	Arca Design
LAST SITE VISIT	25/05/2021
CASE OFFICER	Lindsey Zecevic Tel: 028 903 40414 Email: Lindsey.Zecevic@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located to the rear of No 85 Old Ballyrobin Road, Muckamore which is within the rural area as defined within the Antrim Area Plan 1984 - 2001. The site is set approximately 56 metres back from the public highway.</p> <p>The site is defined by a post and wire fence to the southern boundary and a low level ranch style fence which bounds the northern, eastern and western boundaries. An existing vehicular access is taken from the Old Ballyrobin Road.</p> <p>The application site comprises an agricultural field which slopes gradually in a northerly direction to the rear of the site. The area is rural in character with a number of large detached dwellings and agricultural outbuildings within close proximity to the application site.</p>	
RELEVANT PLANNING HISTORY	
<p>Planning Reference: LA03/2017/0601/F Location: 85 Old Ballyrobin Road, Muckamore Proposal: Proposed new entrance to laneway leading to existing stable building Decision: Permission Granted (02.10.2017)</p> <p>Planning Reference: T/2005/0240/F Location: 85 Old Ballyrobin Road, Ballyrobin, Muckamore Proposal: Provision for stables, horsebox garage and open paddock Decision: Permission Granted (28.09.2005)</p>	
PLANNING POLICY AND GUIDANCE	
<p>Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.</p>	

Until the Council adopts its new Local Development Plan, 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 application site is located outside any settlement limit and lies in the countryside as designated by the Plan which offers no specific policy or guidance pertinent to 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

Council Environmental Health Section - No objection

Northern Ireland Water - No objection

Department for Infrastructure Roads - Recommends amendments

Department for Communities Historic Environment Division - No objection

Belfast International Airport - No comment to date

NATS - Requested elevations.

LMS Defence Services - No objection

REPRESENTATION

Three 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:

- Policy Context and Principle of Development
- Design and Impact on Character and Appearance of the Area
- Neighbour Amenity
- Access and Road Safety
- Other Matters

Policy Context and Principle of Development

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

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

The Antrim Area Plan (AAP) currently operates as the statutory local development plan for the area where the application site is located and there is also a range of regional planning policy which is material to determination of the proposal.

The application site is located within the countryside outside any settlement limit defined in AAP. There are no specific operational policies or other provisions relevant to the determination of the application contained in the Plan.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements (PPSs). Amongst these is PPS 21: Sustainable Development in the Countryside. Taking into account the transitional arrangements of the SPPS, retained PPS 21 provides the relevant policy context for the proposal. Supplementary guidance on PPS 21 is contained in document 'Building on Tradition - A Sustainable Design Guide for the Northern Ireland Countryside' which seeks to promote quality and sustainable building design in Northern Ireland's countryside.

Policy CTY 1 of PPS 21 indicates that there are certain types of development acceptable in principle in the countryside and that they will contribute to the aims of sustainable development. There are a number of cases when planning permission will be granted for an individual dwelling house.

Paragraph 6.73 of the SPPS and Policy CTY 2a states planning permission will be granted for a dwelling at an existing cluster of development which lies outside a farm provided it appears as a visual entity in the landscape; and is associated with a focal point; and the development can be absorbed into the existing cluster through rounding off and consolidation and will not significantly alter its existing character, or visually intrude into the open countryside. Policy CTY 2a goes further in that it requires

the cluster to comprise four or more buildings (3 of which are to be dwellings), to be bounded on 2 or more sides with other development and not to adversely impact on residential amenity.

In addressing the first criteria of Policy CTY 2a the application site is located within a cluster of 4 buildings, 3 of which are dwellings and includes No's 87, 85 and 83a Old Ballyrobin Road and an agricultural shed to the rear of No. 85 Old Ballyrobin Road. An infill dwelling has been approved adjacent 83a Ref LA03/2019/1011/F which has not yet been constructed. Policy CTY 2a also requires the identified site to provide a suitable degree of enclosure and be bounded on at least two sides with other development in the cluster'. The site edged red would only be partially bound to the north and south by other development in the cluster. In addition, it relies on the grant of planning permission rather than actual development as required by the policy. Given that the site is only partially defined along its boundary's it means that a suitable degree of enclosure is not provided it is considered that the development will not consolidate the existing cluster, rather it would visually intrude into the open countryside.

Furthermore, as outlined above the policy requires that the cluster is associated with a focal point such as a community building or is located at a crossroads. In this instance the Block Plan Drawing Ref: 02/2 date stamped 15th April 2021 indicates that the site is within 750m to the nearest community hall and 1350m to the main cross roads. It is therefore considered that the proposal is not associated with a focal point and therefore the proposal fails to meet the provisions of Policy CTY 2a and the principle of development is unacceptable.

Design and Impact on Character and Appearance of the Area

The SPPS paragraph. 6.70 states that all development in the countryside must integrate into its setting and respect rural character. Policy CTY 13 states that a new building in the countryside will be unacceptable where the site lacks long established natural boundaries or is unable to provide a suitable degree of enclosure. In the context of the application the site is partially boundary to northeastern and southeastern boundaries by the agricultural building and the dwelling house at No. 85 Old Ballyrobin Road respectively. It is considered that this provides some degree of enclosure to one of the plots, however, notwithstanding the above, the proposal is for two dwellings and currently the northwestern and southwestern boundaries are only defined by post and wire fencing and therefore a dwelling in this portion of the site would fail to integrate into its surroundings and would therefore rely on the use of new landscaping for integration which is contrary to the provisions of Policy CTY 13.

Policy CTY 14 of PPS21 also emphasises that any proposal which causes a detrimental change to or further erodes the rural character of the area will be resisted. The application site does not meet the criteria set out within Policy CTY 2a of PPS 21 for a dwelling in a cluster.

It is considered that a dwelling on the application site would be read with the existing development at 83a, 85 and 87 Old Ballyrobin Road and is therefore considered that further development at this site would result in an extension of the existing development at this location leading to a build-up of development which would have a detrimental impact on the character and appearance of the area. Views of the dwellings proposed at this site, whilst not over a long distance, would still be

clearly visible from a northwesterly and southeasterly direction. Furthermore, the form of development proposed i.e. setting two dwellings directly behind existing and approved frontage development is considered an uncharacteristic form of development in this rural area.

It is concluded that the proposal is contrary to Policies CTY 13 and 14 of PPS 21 in that the proposed development would have a detrimental impact on the character and appearance of this rural area.

Neighbour Amenity

As this application seeks outline planning permission, no details have been provided regarding the proposed design or layout. It is however considered that dwellings could be appropriately designed for the site to ensure the privacy and amenity of neighbouring properties is not significantly impacted.

Access and Road Safety

DfI Roads has been consulted and have requested amendments. DfI Roads were re-consulted on the 16th June 2021 however as the principle of development cannot be established on the site it is not considered necessary to delay the outcome of this application whilst awaiting DfI Roads comments.

Other Matters

The site is located in close proximity to Belfast International Airport and is noted in the Hazards and Constraints as a consultation Zone for NATS. Both have been consulted as part of this application. NATS has indicated that it requires elevational details to provide a full response, however as the principle of the development is not considered acceptable it was not deemed appropriate to request this information at this time and thus place further costs on the developer. Comments from BIA are also outstanding, but again given the principle of development is not acceptable it is not considered appropriate to delay the application to await these comments.

CONCLUSION

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

- The principle of the proposed development is not acceptable in the rural area and the proposal fails to comply with the requirements of the clustering policy CTY2a of PPS21;
- It is considered that the proposal would rely on the use of new landscaping for integration which is contrary to the provisions of Policy CTY 13 of PPS 21;
- The proposal will result in an unacceptable impact on the character and appearance of the area and therefore the proposal is contrary to Policy CTY 14 of PPS 21.

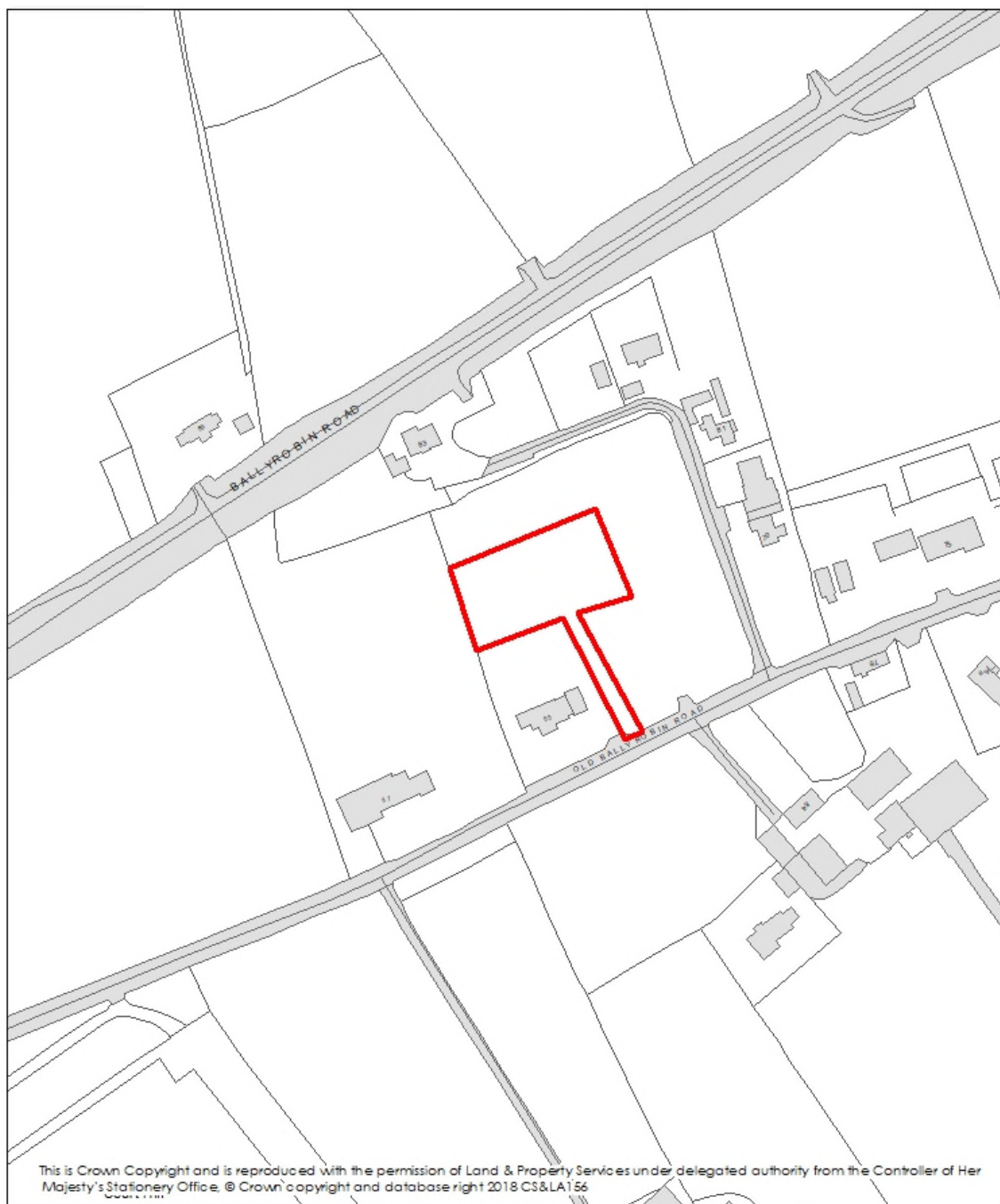
RECOMMENDATION

REFUSE OUTLINE 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 PPS 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 a dwelling within a cluster in accordance with Policy CTY2a of PPS21.

2. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY 13 and of Planning Policy Statement 21, in that the site lacks long established natural boundaries and the proposed development therefore relies on the use of new landscaping for integration.
3. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY 14 of PPS 21, Sustainable Development in the Countryside, in that the proposed development, if permitted, would result in a detrimental change to the rural character of the countryside.



Location Map

Application Ref: LA03/2020/0480/O

Location: 50m N of 85 Old Ballyrobin Road
Antrim



COMMITTEE ITEM	3.5
APPLICATION NO	LA03/2020/0512/F
DEA	DUNSILLY
COMMITTEE INTEREST	REFUSAL RECOMMENDED
RECOMMENDATION	REFUSE PLANNING PERMISSION
PROPOSAL	Infill 2 No. dwellings and garages/stores.
SITE/LOCATION	50m SE of 192 Portglenone Road, Randalstown
APPLICANT	Mr G Crawford
AGENT	CMI Planners Ltd
LAST SITE VISIT	23 rd June 2021
CASE OFFICER	Lindsey Zecevic Tel: 028 903 40214 Email: Lindsey.Zecevic@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located in the countryside outside the development limits of any settlement designated in the Antrim Area Plan 1984-2001.</p> <p>The site lies on the western side of the Portglenone Road and comprises a flat rectangular portion of land cut out of a larger agricultural field. The site occupies a roadside location with its eastern (roadside) boundary defined by a post and wire fence along with intermittent vegetation. The northern boundary is also defined by a post and wire fence and is well screened by the neighbouring properties dense vegetation. The south of the site is bound by existing mature vegetation and a blank gable wall of No. 190's outbuilding. The western boundary is undefined.</p> <p>The surrounding area is characterised by a number of roadside dwellings. The site lies between a single storey dwelling (No.190) and its associated outbuildings and a two storey dwelling (No.192). A ribbon of dwellings fronting onto the Portglenone Road extends from No. 190 Portglenone Road to the south of the site and includes No's 188 186b 186a and 186 Portglenone Road.</p>	
RELEVANT PLANNING HISTORY	
<p>Planning Reference: T/1981/0165 Location: Portglenone Road, Randalstown Proposal: Site of dwelling and Garage Decision: Permission Granted 10.08.1981</p>	
PLANNING POLICY AND GUIDANCE	
<p>Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.</p> <p>Until the Council adopts its new Local Development Plan, planning applications will continue to be assessed against the provisions of the extant adopted Development</p>	

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 application site is located outside any settlement limit and lies in the countryside as designated by the Plan which offers no specific policy or guidance pertinent to 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.

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 objections

Northern Ireland Water - No objections

Department for Infrastructure Roads- Amendments required – Amendments submitted 4th March 2021, however as the principle is unacceptable no further consultations were carried out.

REPRESENTATION

Five neighbouring properties were notified and one letter of representation 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 raised is provided below:

- Visibility plays not in applicant's ownership.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Policy Context and Principle of Development
- Design and Impact on Character and Appearance of the Area
- Neighbour Amenity
- Access and Road Safety
- Other matters

Policy Context and Principle of Development

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

The Antrim Area Plan (AAP) currently operates as the statutory local development plan for the area where the application site is located and there is also a range of regional planning policy which is material to the determination of the proposal. The application site is located within the countryside outside any settlement limit defined in AAP. There are no specific operational policies or other provisions relevant to the determination of the application contained in the Plan.

The AAP identifies the application site as being within the countryside outside any settlement limit. There are no specific operational policies or other provisions relevant to the determination of the application contained in these Plans.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements (PPSs). Amongst these is PPS 21: Sustainable Development in the Countryside. Taking into account the transitional arrangements of the SPPS, retained PPS 21 provides the relevant policy context for the proposal. Supplementary guidance on PPS 21 is contained in document 'Building on Tradition - A Sustainable Design Guide for the Northern Ireland Countryside' which seeks to promote quality and sustainable building design in Northern Ireland's countryside.

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 an acceptable form of development in accordance with Policy CTY8. Policy CTY 1 goes on to state that other types of development will only be permitted where there are overriding reasons why that development is essential and could not be located in a settlement.

Whilst the main thrust of Policy CTY 8 is to resist ribbon development as this is detrimental to the character, appearance and amenity of the countryside, the

policy exceptionally provides for the development of a gap site where the following four specific criteria are met:

- (a) The gap site is within an otherwise substantial and continuously built up frontage;
- (b) the gap site is small sufficient only to accommodate up to a maximum of two houses;
- (c) the proposal respects the existing development pattern along the frontage in terms of size, scale, siting and plot size; and
- (d) the proposal meets other planning and environmental requirements.

For the purposes of the policy the definition of a substantial and continuously built up frontage includes a line of three or more buildings along a road frontage without accompanying development to the rear. A building has frontage to the road if the plot in which it stands abuts or shares a boundary with the road.

The applicant has included a layout on Drawing Number 02 indicating the footprint of the two proposed dwellings on the application site between property Nos. 190 and 192 Portglenone Road. Both of these properties have a frontage onto the Portglenone Road. In addition, Nos. 188, 186b, 186a and 186 which are located to the south of the application site also have frontages onto Portglenone Road. It is therefore accepted that the application site is located within a substantial and continuously built up frontage and therefore satisfies the first element of CTY 8.

The second element of Policy CTY 8 requires the gap site to be a small gap sufficient only to accommodate a maximum of two dwellings. As outlined above the Block Plan, Drawing Number 02 indicates the footprint of the two properties with plot 1 to the north of the site having a frontage of 54 metres whilst plot 2 to the south has a plot frontage of 57.5 metres. The justification and amplification text at paragraph 5.34 is clear that the gap site is the distance between houses or other buildings, as such the gap between the outbuildings at No. 190 and the dwelling at 192 Portglenone Road constitutes the gap site. The overall gap that exists between the said buildings measures 100 metres at the nearest point with a road frontage in excess of 110 metres which is considered to be a large gap sufficient to accommodate more than 2 dwellings whilst respecting the existing pattern of development in terms of size, scale, siting and plot size.

The third element of Policy CTY 8 requires that the proposal respects the existing development pattern along the frontage in terms of size scale, siting and plot size. As outlined above it is considered that the proposal could accommodate more than two dwellings whilst respecting the existing pattern of development. The frontage of the proposed plots measures 54 metres and 57.5 metres. The aforementioned properties that constitute the substantial and continuously built up frontage, are property Nos. 190, 188, 186b, 186a and 186 located to the south of the site, each of these properties have a frontage of 34 metres, 40 metres, 22 metres, 50 metres and 22 metres respectively. Property No. 192 is located to the north and has a frontage of 36 metres. It is noted that the larger plot width of approximately 50 metres at dwelling No. 186a is due to its irregular plot shape, and is considered an exception and not an indication of the predominant frontage size within this area. The proposed plot frontages of 54 metres and 57.5 metres are therefore in contrast to the average plot frontages within the substantial and continuously built up frontage. The proposal therefore fails to satisfy the third element of Policy CTY 8.

The fourth element of the Policy CTY 8 requires that the proposal meets other planning and environmental requirements, which are discussed in more detail below; however, given the reasons outlined above, there is no infill opportunity in accordance with Policy CTY 8.

No other evidence has been submitted to suggest that the proposal falls to be considered under any other category of development that is noted as acceptable in principle in the countryside in accordance with Policy CTY 1 of PPS 21. Furthermore, it is not considered that there are any other overriding reasons as to why this development is essential at this location and could not be located within a settlement. The proposal therefore fails Policies CTY 1, CTY 2a and CTY 8 of PPS 21.

Design and Impact on Character and Appearance of the Area

All dwellings in the countryside must integrate with their surroundings in accordance with the policy requirements of the SPPS and Policies CTY 13 and CTY 14 of PPS 21.

Policy CTY 13 states that planning permission may be granted for a building in the countryside where it can be visually integrated into the surrounding landscape and is of an appropriate design. Policy CTY 14 of PPS 21 goes on further stating 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 an area.

Policy CTY 13 of PPS 21 states that planning permission may be granted for a building in the countryside where it can be visually integrated into the surrounding landscape and is of an appropriate design, Criterion (a) of the policy indicates that a new building will be unacceptable if it is a prominent feature in the landscape.

In the context of the application the proposed dwellings are single storey in nature and achieve a maximum ridge height of 6 metres above ground level with gable roof design and chimneys to the ridge. The proposed finishes include painted render and natural stone cladding, natural roof slates and aluminium rainwater goods.

Critical views of the site are limited on approach from both the north and south along the Portglenone Road due to existing vegetation. Uninterrupted views are only possible immediately opposite the site. The size and scale of the proposed dwellings are considered appropriate and will not be prominent in the landscape.

However, notwithstanding the above Criterion 'd' of Policy CTY 14 goes on further to note that a new building will be unacceptable where it creates or adds to a ribbon of development. The words 'visual linkage' that are found in Paragraph 5.33 of the justification and amplification text, are used in reference to what can constitute a ribbon of development. Policy CTY 14 further, indicates that a ribbon does not necessarily have to be served by individual accesses nor have a continuous or uniform building line. Buildings sited back, staggered or at angles and with gaps between them can still represent ribbon development if they have a common frontage or they are visually linked. This criterion is cross-referenced with Policy CTY8.

The application site is located between the outbuilding at No. 190 and the dwelling at No. 192 Portglenone Road. This gap provides a visual break in the developed appearance of the locality and is significant in ensuring that the rural character of the area is not eroded. This proposal will result in a suburban style build-up and the

creation of a ribbon of development along the Portglenone Road. The infilling of this critical gap would be detrimental to the rural character of the area as this proposal will result in the creation of a linear form of ribbon development along the Portglenone Road, which is at odds with the present dispersed settlement pattern. The proposal is therefore considered contrary to criteria 'd' of Policy CTY 14 and will thus have a detrimental impact on the character of the rural area.

Neighbour Amenity

Due to the plot size of the sites proposed, there is adequate separation distances to ensure there are no overlooking or overshadowing impacts from the proposed dwellings. It is considered that there would be no impact on the privacy or amenity of any surrounding properties.

Access and Road Safety

DfI Roads was consulted in relation to the proposed development and requested amendments to the application which were received on the 4th March 2021, however, as the principle of development cannot be established DfI Roads were not re-consulted on the application.

Other Matters

Concerns have been raised regarding the ownership of the visibility splays and potential damage to existing hedgerows. DfI Roads were consulted and have noted that third party land will be required to achieve the required visibility splays to the northwest and southeast. However, this matter has not been pursued further as the principle of the development could not be established. However, if the principle were accepted the developer would be required to serve the requisite notice on the relevant landowners.

CONCLUSION

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

- The principle of the development is considered unacceptable as the proposal is not considered to meet the policy requirements for an infill opportunity.
- The proposal constitutes ribbon development that will cause a detrimental change to and further erode the rural character of the area.
- The proposed dwelling will not have a detrimental impact on the amenity of neighbouring properties.

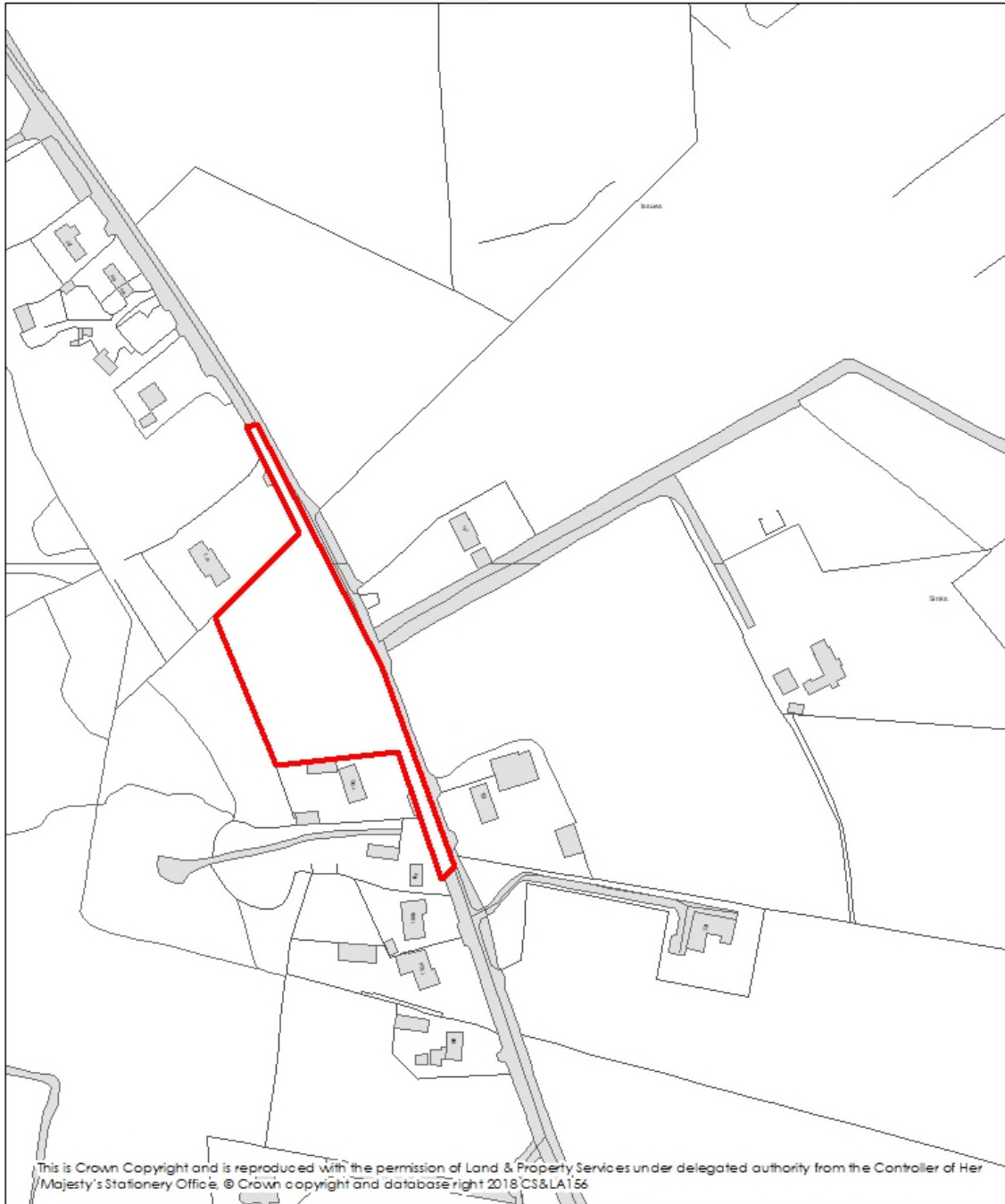
RECOMMENDATION

REFUSE PLANNING PERMISSION

PROPOSED REASONS OF REFUSAL

1. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY 1 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.
2. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and fails to meet with the provisions for an infill dwelling in accordance with Policy CTY 8 of Planning Policy Statement 21, Sustainable Development in the Countryside, in that the application site does not comprise a small gap within a substantial and continuously built up frontage.

3. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY 14 of Planning Policy Statement 21, in that the two dwellings would, if permitted, result in a suburban style build-up of development; and the creation of ribbon development along the Portglenone Road.



Location Map

Application Ref: LA03/2020/0512/F

Location: 50m SE of 192 Portglenone Road
Randalstown

0 60 120
Metres



COMMITTEE ITEM	3.6
APPLICATION NO	LA03/2021/0360/O
DEA	DUNSILLY
COMMITTEE INTEREST	REFUSAL RECOMMENDED
RECOMMENDATION	REFUSE OUTLINE PLANNING PERMISSION
PROPOSAL	Two no. dwellings & garages
SITE/LOCATION	Lands 30m North West of 2 Derryhollagh Lane, Randalstown BT41 3HT
APPLICANT	Mr T McKeever
AGENT	McCartan Muldoon Architects
LAST SITE VISIT	11 th May 2021
CASE OFFICER	Simon Russell Tel: 028 903 40427 Email: simon.russell@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located in a rural area and outside of any settlement limits identified within the Antrim Area Plan 1984-2001, approximately 3.5 miles west of Randalstown.</p> <p>It is located approximately 30m north west of No. 2 Derryhollagh Lane, accessed off the Moneynick Road to the south. The site comprises an elevated northeastern section of a larger agricultural field which measures approximately 74 metres along the road frontage with a depth of 45 metres at its widest point. The northern boundary is defined by post and wire fencing with mature vegetation of various heights. A belt of mature trees is located in the north western and northeastern corners. The southern common boundary is defined by 1.2-metre-high D-rail fencing. The eastern roadside boundary is defined by a 0.9 metre stone retaining wall which was heavily overgrown and formed part of a raised embankment. A belt of trees, which had been cut down to a height of 2.3 metres lined the southeastern roadside boundary. The western boundary is undefined given that the site makes up part of a larger agricultural field. The site sits around 0.9 metres above road level with the topography rising to the rear of the site to the southwest.</p> <p>The application site lies just to the north of the junction of where the Moneynick Road and Derryhollagh Lane meet. The surrounding area is characterised by agricultural fields interspersed with a detached single storey dwelling and garage to the south (No.2 Derryhollagh Lane) and a one and a half storey dwelling (No.8) and its associated farm buildings which lies immediately to the north. The site lies opposite a laneway to the east which provides access to a number of detached dwellings (Nos.3 and 5 Derryhollagh Lane). A linear form of development lines the Moneynick Road to the south, which includes Moneynick Primary School, a local pub and a number of detached dwellings.</p>	

RELEVANT PLANNING HISTORY

No relevant planning history.

PLANNING POLICY AND GUIDANCE

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

Until the Council adopts its new Local Development Plan, 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 application site is located outside any settlement limit and lies in the countryside as designed by the Plan which offers no specific policy or guidance pertinent to 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.

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 objections.

Northern Ireland Water – No objections.

Department for Infrastructure Roads- No objections.

REPRESENTATION

Two (2) neighbouring properties were notified and no letters of objection have been received.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Policy Context and Principle of Development;
- Integration and Impact on Character and Appearance of the Area;
- Neighbour Amenity; and
- Other Matters.

Policy Context and Principle of Development

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

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

The Antrim Area Plan 1984-2001 (AAP) currently operates as the statutory local development plan for the area where the application site is located, and regional planning policy is also material to the determination of the proposal. The application site is located outside any settlement limit defined in the AAP and is located within the countryside. No specific zoning is applied to the site within the plan and no specific mention is made of this type of proposal.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements. One such document is Planning Policy Statement 21 'Sustainable Development in the Countryside'. Taking into account the transitional arrangements of the SPPS, retained PPS 21 is contained in document 'Building on Tradition – A Sustainable Design Guide for the Northern Ireland Countryside' which seeks to promote quality and sustainable building design in Northern Ireland's countryside.

Policy CTY 1 of PPS 21 indicates that there are certain types of development acceptable in principle in the countryside and that will contribute to the aims of sustainable development. There are a number of cases when planning permission will be granted for an individual dwelling house. According to Question No.05 on the P1 form, the applicant has sought outline planning permission for two (2) infill dwellings and garages. The applicant's Supporting Statement contends that the proposal meets with the policy requirements of CTY 8 of PPS 21 which relates to the development of a small gap site within an otherwise substantial and continuously built up frontage in accordance with Policy CTY 8.

Whilst the main thrust of Policy CTY 8 is to resist ribbon development as this is detrimental to the character, appearance and amenity of the countryside, the policy exceptionally provides for the development of a gap site where the following four specific criteria are met:

- (a) The gap site is within an otherwise substantial and continuously built up frontage;
- (b) the gap site is small, sufficient only to accommodate up to a maximum of two houses;

- (c) the proposal respects the existing development pattern along the frontage in terms of size, scale, siting and plot size; and
- (d) the proposal meets other planning and environmental requirements.

For the purposes of the policy the definition of a substantial and continuously built up frontage includes a line of three or more buildings along a road frontage without accompanying development to the rear. A building has frontage to the road if the plot in which it stands abuts or shares a boundary with the road.

The first element of Policy CTY 8 requires that a substantial and continuously built up frontage exists. In the agent's Supporting Statement, they contend that the buildings which make up the substantial and continuously built up frontage are the detached dwelling and its garage to the south (No.2 Derryhollagh Lane) and the detached dwelling and its associated outbuildings to the north (No.8 Derryhollagh Lane). Policy CTY 8 allows for buildings to be sited back or at angles as long as they have a common frontage with the road. No.2 is located to the northeast of the junction of where the Derryhollagh Lane and the Moneynick Road meet. Due to this arrangement it is considered that the dwelling has a frontage onto both Derryhollagh Lane and the Moneynick Road. Therefore, according to Drawing No. 01, it is considered that the dwellings at Nos. 02 (and its garage) and No.8 Derryhollagh Lane make up the substantial and continuously built up frontage and therefore the proposal complies with criterion (a) of the policy.

The second element of Policy CTY 8 requires that the gap site is small and sufficient only to accommodate up to a maximum of two houses. In this case, the application is seeking permission for two dwellings and garages. The overall application site measures 75 metres along Derryhollagh Lane and is subdivided into two plots (referred to as Sites A & B), with Sites A and B having a frontage of approximately 33 metres and 32 metres respectively. In the applicant's original Supporting Statement (Document No.01) the agent contends that the existing pattern of development, in terms of size, scale and plot size clearly demonstrates that their proposal meets this element of the policy. The applicant's Supporting Statement has quoted seven (7) other approvals for infill dwellings across the Borough in an attempt to bolster their argument that the gap along the frontage of the application site is considered acceptable. The agent has incorrectly quoted LA03/2019/0699/O which is not a valid planning reference and as such, this example has been discounted in this assessment.

Having considered the applicant's Supporting Statement, it is clear that the agent has sought to rely on the average plot size/frontage (Figure 2 of Document No.01) to determine if their proposal respects the existing development pattern. The justification and amplification text at paragraph 5.34 of Policy CTY8 is clear that the gap is between houses or other buildings, and not the frontage of the application site. Whilst the plot size of the application site measures 32 metres and 33 metres respectively, the gap between the garage at No.2 and No.8 Derryhollagh Lane constitutes the gap for the purpose of this policy which measures approximately 117 metres. As such, this resulting gap could easily accommodate at least three dwellings based on the average plot widths existing in the immediate area. The 117 metre gap is therefore significant and it is not considered to be a small gap sufficient to accommodate a maximum of two (2) dwellings as per the policy requirements of CTY8.

In addition to the applicant applying for outline planning permission for two (2) infill dwellings and garages (Question No.05 on the P1 form refers) under the infill policy CTY8, the applicant also contends in their Supporting Statement that the application site is also acceptable in accordance with Policy CTY 2a – New Dwellings in Existing Clusters.

In respect of a dwelling within an existing cluster, paragraph 6.73 of the SPPS and CTY2a of PPS 21 refers to 'new dwellings in existing clusters' and states that provision should be made for a dwelling at an existing cluster of development which lies outside of a farm provided it appears as a visual entity in the landscape; and is associated with a focal point; and the development can be absorbed into the existing cluster through rounding off and consolidation and will not significantly alter its existing character, or visually intrude into the open countryside. Policy CTY2a goes further and requires in addition to the above criteria that the cluster of development consists of four or more buildings (excluding ancillary buildings) of which at least three are dwellings and the application site provides a suitable degree of enclosure and is bounded on at least two sides with the development in the cluster.

In this case, the applicant has indicated that the buildings which they consider to constitute a cluster of development comprises the dwellings at Nos. 02, 08 Derryhollagh Lane and No.102 Moneynick Road, with the wider cluster of development comprising the two (2) focal community buildings on the Moneynick Road, Moneynick Primary School at No. 104 Moneynick Road and the Public House at No.100 Moneynick Road. The properties referred to along the Moneynick Road lie to the south of the application site and are separated by part of an agricultural field and the main B183 Moneynick Road, with the public house at No.100 separated from the application site by some 145 metres. It is accepted that the dwellings lie outside of a farm, however, the dwellings No.02 and No.08 Derryhollagh Road and the outbuildings associated with No.08 form part of a separate and distinctive group of buildings which lie outwith the existing cluster of linear development which lies along the Moneynick Road.

Due to the configuration of these development patterns, the application site and the buildings along Derryhollagh Lane are considered distinctive and separate to the cluster of the development along the Moneynick Road. Given their separation distance away from the existing cluster, as well as the topography of the surrounding lands, the proposal is not read as part of a single visual entity that constitutes the main cluster. The proposal therefore fails to meet the second criterion of Policy CTY2a.

Furthermore, as outlined above, the policy requires that the cluster is associated with a focal point such as a community building or is located at a crossroads. In this case, the supporting statement outlines that the application site is located within an existing cluster of development comprising two (2) focal community buildings (Moneynick Primary School and the Public House at No.100 Moneynick Road) which lie to the south and southeast. However, contrary to the applicant's Supporting Statement, neither of these focal points would be read/associated with the application site due to the topography of the surrounding lands and the separation distances which exist between them. For these reasons, it is considered that proposal fails to meet with the policy requirements of the third criterion under Policy CTY 2a.

As outlined above, Nos. 02 and 08 Derryhollagh Lane do not form part of the cluster and as such, the application site is not bounded on at least two sides with other development in the cluster to meet the requirements of the forth criterion of Policy CTY2a.

No other evidence has been submitted to suggest that the proposal falls to be considered under any other category of development that is noted as acceptable in principle in the countryside in accordance with Policy CTY 1 of PPS 21. Furthermore it is not considered that there are any other overriding reasons as to why this development is essential at this location and could not be located within a settlement.

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

All dwellings in the countryside must integrate with their surroundings in accordance with the policy requirements of the SPPS and Policies CTY 13 and CTY 14 of PPS 21. Policy CTY 13 requires that a dwelling in the countryside will not be prominent in the landscape and will integrate into its surroundings, whilst Policy CTY 14 states that planning permission will be granted where the proposed dwelling will not cause a detrimental change to, or further erode the rural character of an area.

As this application seeks outline planning permission, no details have been provided regarding the proposed design or layout of the dwelling. However, given the context of the site and its immediate area, a single storey dwelling of a modest scale and size is considered the most appropriate form of development to use for the purposes of assessment.

Policy CTY 13 states that a new building in the countryside will be unacceptable where the site lacks long established natural boundaries or is unable to provide a suitable degree of enclosure. As stated earlier in the report, critical views are obtained along the Moneynick Road when travelling in an easterly direction, just beyond No.112a Moneynick Road, where the proposed dwellings and their associated garages would be openly viewed with a limited sense of enclosure and no discernible backdrop due to the elevated topography of the site. As such the dwellings would be read as skyline development viewed from the Moneynick road. The topography of the site then falls sharply towards Derryhollagh Lane where the site sits approximately 1.0 metres above road level. Whilst the site has some vegetation directly along its eastern roadside boundary it is considered this will all need to be removed to facilitate the necessary access arrangements and associated sight lines.

Due the rising ground and the lack of established boundaries along the western and eastern boundaries of the site the proposed dwellings would require a significant cut and fill operation in order to accommodate the development on the application site. The effect of the topography of the site will mean that even a modest pair of single storey dwellings and garages would fail to integrate to a satisfactory level and would also be read as skyline development from Derryhollagh Lane. Policy CTY13 requires that any new building should blend with the landform and it is considered that cannot be achieved in the circumstances of this sloping elevated site. Any development would rely on the planting of new landscaping for integration.

Policy CTY 14 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 an area. Although the site is not within any designated landscape area, the proposed erosion of the rural countryside remains relevant. It is considered that the development of two dwellings and their associated garages on this application site would be visually linked with the existing buildings to the south and would therefore lead to a build-up of development in the area when read with other existing development. It is considered that the resultant roadside dwellings abutting Derryhollagh Lane would effectively create a line of ribbon development. This form of ribbon development is suburban in character and uncharacteristic of this rural area and therefore should be resisted given the dispersed settlement pattern that currently exists along Derryhollagh Lane.

As indicated above, the proposed site has extended critical views from the adjacent public road (Moneynick Road) and together with the absence of long established boundaries to the west and also along the roadside, fails to provide a suitable degree of integration. This would result in a development that would be unduly prominent in the landscape and contrary to criterion (a) of Policy CTY 14. If allowed, the proposal would add an additional two (2) dwellings and their associated detached garages along this section of Derryhollagh Lane which would result in a suburban style build-up of development and add to a ribbon of development. Taking into consideration the existing development along this stretch of Derryhollagh Lane, the application site provides an important visual break in the built appearance of the area and should be maintained in order to help resist the rural erosion of the rural character.

Due to the failure to comply with Policy CTY 8 (as discussed above) and the subsequent creation of ribbon development which would result in a detrimental change to, and further erode, the rural character of the area, the proposal fails to comply with criteria (a), (b) and (d) of Policy CTY 14 of PPS21 respectively.

Neighbouring Amenity

As the application is for outline planning permission, no specific details of a house type or design have been submitted. However, it is considered that a dwelling could be appropriately designed for the site to ensure that the privacy and amenity of the existing properties to the northwest and immediately to the south are not negatively impacted upon.

Access

The proposal seeks to construct a new access onto Derryhollagh Lane. DfI Roads were consulted on the application and offered no objections to the principle of this scheme subject to compliance with the RS1 form at reserved matters stage should planning permission be forthcoming.

Other Matters

Site A of the application site lies approximately 50 metres to the south of farm buildings. The Council's Environmental Health Section were consulted on the application and offered no objections to the proposal subject to an informative being added to any grant of planning permission informing the applicant that future occupants of the proposed dwellings may experience noise, odour, dusts and pests from the nearby farm should planning permission be forthcoming.

CONCLUSION

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

- The principle of development cannot be established as the proposal fails to fulfil the policy requirements of CTY 1, CTY2a and CTY 8 of Planning Policy Statement 21;
- The proposal is not read as part of the visual entity that constitutes the development cluster at this location;
- The proposal would be prominent and represent skyline development detrimental to visual amenity at this rural location;
- The proposal constitutes ribbon development that will cause a detrimental change to and further erode the character of the area; and
- No evidence has been advanced that the proposed development could not be located in a settlement.

RECOMMENDATION

REFUSE OUTLINE PLANNING PERMISSION

PROPOSED REASONS OF REFUSAL

1. The proposal is contrary to the policy provisions contained in the Strategic Planning Policy Statement and Policy CTY 1 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.
2. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY 2a of Planning Policy Statement 21, Sustainable Development in the Countryside, in that it fails to meet with the provisions for a new dwelling in an existing cluster.
3. The proposal is contrary to the policy provisions contained in the Strategic Planning Policy Statement and fails to meet with the provisions for an infill dwelling in accordance with Policy CTY 8 of Planning Policy Statement 21, Sustainable Development in the Countryside, in that the application site does not comprise a small gap within a substantial and continuously built up frontage.
4. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy CTY 13 of Planning Policy Statement 21, Sustainable Development in the Countryside, in that two dwellings and their associated garages on this site, if permitted, would be prominent, represent skyline development and fail to integrate into the countryside.
5. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and Policies CTY 8 and 14 of Planning Policy Statement 21, Sustainable Development in the Countryside, in that the building would, if permitted, result in ribbon development resulting in a suburban style build up when viewed with the existing dwellings along Derryhollagh Lane.



Location Map

Reference: LA03/2021/0360/O

Proposal: Two no. infill dwellings & garages

Location: Lands 30m North West of 2 Derryhollagh Lane, Randalstown, BT41 3HT

0



Metres



Site Boundary



COMMITTEE ITEM	3.7
APPLICATION NO	LA03/2021/0221/F
DEA	BALLYCLARE
COMMITTEE INTEREST	REFUSAL RECOMMENDED
RECOMMENDATION	REFUSE PLANNING PERMISSION
PROPOSAL	Proposed milk vending station (Agricultural farm gate diversification)
SITE/LOCATION	Approx 80m south east of 44 Calhame Road,Ballyclare
APPLICANT	Mr William Kennedy
AGENT	Ivan McClean
LAST SITE VISIT	14 th May 2021
CASE OFFICER	Alexandra Tipping Tel: 028 903 40216 Email: alexandra.tipping@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located on lands approximately 80 metres south east of No. 44 Calhame Road, Ballyclare. It is located approximately 1 kilometre outside of the settlement development limits of Straid. The area in which the site is located is rural in character with only a small number of detached dwellings in close proximity.</p> <p>The application site is part of a wider agricultural field that lies approximately 1 metre below the level of the Calhame Road. The northwestern (roadside) and northeastern boundaries are defined with hedging. The other boundaries currently remain undefined. The site is visible when travelling along the Calhame Road in both directions.</p>	
RELEVANT PLANNING HISTORY	
No relevant planning history	
PLANNING POLICY AND GUIDANCE	
<p>Under the provisions of the Planning Act (Northern Ireland) 2011, all decisions must be taken in accordance with the provisions of the Local Development Plan unless material considerations indicate otherwise.</p> <p>Until the Council adopts its new Local Development Plan, most planning applications will continue to be assessed against the provisions of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Belfast Metropolitan Area Plan (which remains at 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.</p>	

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.

Draft Newtownabbey Area Plan and Draft Belfast Metropolitan Area Plan: The application site is located outside any settlement limit and lies in the countryside as designated by these Plans which offer no specific policy or guidance pertinent to 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.

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

Department for Infrastructure Roads – Additional information required

Department of Agriculture, Environment and Rural Affairs – No objection

REPRESENTATION

Four (4) neighbouring properties were notified and one (1) letter of objection has been received from one (1) property. 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 application lands should not be considered for business use given their rural location and their proximity to the farm
- Concerns in regard to increase of traffic impacting on amenity and road safety
- Detrimental impact on amenity of nearby residents
- Detrimental effect on property values and view
- Concerns in relation to potential future (change of use) application for a residential dwelling.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Policy Context and Principle of Development
- Design and Appearance
- Neighbour Amenity
- Impact on Character and Appearance of the Area
- Flood Risk
- Other Matters

Policy Context and Principle of Development

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

The purportedly adopted Belfast Metropolitan Area Plan 2015 (BMAP 2015) was for a period of time deemed to be the statutory development plan for this area, however the purported adoption of the Plan by the then Department of the Environment in 2014 was subsequently declared unlawful by the Court of Appeal on 18th May 2017. Up until the publication of draft BMAP (dBMAP) in 2004 and its purported adoption in 2014, the draft Newtownabbey Area Plan 2005 (dNAP) and associated Interim Statement published in February 1995 provided the core development plan document that guided development decisions in this part of the Borough.

In these circumstances the provisions of both dNAP and dBMAP are considered to be material considerations in assessment of the current application. Given that dNAP was never adopted, it is considered that dBMAP provides the most up to date development plan position for this part of the Borough and should therefore be afforded greater weight than dNAP in the decision-making process.

Both of the relevant development plans identify the application site as being within the countryside outside any settlement limit. There are no specific operational policies or other provisions relevant to the determination of the application contained in these Plans.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements (PPSs). Amongst these is PPS 21: Sustainable Development in the Countryside. Taking into account the transitional arrangements of the SPPS, retained PPS 21 provides the relevant policy context for the proposal. Supplementary guidance on PPS 21 is contained in document 'Building on Tradition - A Sustainable Design Guide for the Northern Ireland Countryside' which seeks to promote quality and sustainable building design in Northern Ireland's countryside.

The proposal is for a Milk Vending Machine (Agricultural Farm Diversification) on lands 80 metres to the South East of 44 Calhame Road, Straid. Policy CTY 1 of PPS 21

indicates that there are certain types of development acceptable in principle in the countryside and that will contribute to the aims of sustainable development. One of these types of development is for a farm diversification project that complies with the policy criteria laid out under Policy CTY 11.

Policy CTY 11 states that planning permission will be granted for a farm diversification where it has been demonstrated that it is to be run in conjunction with the agricultural operations on the farm. A number of criterion also must be satisfied in order to meet this policy criteria.

Firstly, the policy requires that the farm business is currently active and established. A PIC form has been submitted with the application and DEARA have been consulted. DEARA's Countryside Management Branch have responded to confirm that the farm business has been in existence for more than six years (since 19th November 1991). The Farm Business ID provided has also made claims for Single Farm Payment or the Basic Payment Scheme in each of the last six years. It is therefore accepted that the subject farm business is currently active and established.

The second criterion of Policy CTY 11 requires that the character and scale of the proposal is appropriate to its location.

The proposal sees the creation of a new access off the Calhame Road and the erection of a new building with a width of 6.9 metres, depth of 2.9 metres and height of 3 metres. This building is to house a number of vending machines which will sell fresh milk from the applicants own farm directly to the paying customer. It is considered that the proposal would be out of character for the area given that it would require the creation of a new access and be located in a prominent roadside position away from any other building associated with the farm. It would essentially become a standalone commercial site in the countryside which would be located around 1 kilometre (approximately) away from the relevant farm. It is noted that the proposal is relatively small scale but nonetheless it would still have an impact on the character and appearance of the rural area due to its obvious roadside location.

The third criterion laid out in the policy advises that the proposal should not have an adverse impact on the natural or built heritage. There are no concerns that the proposal would impact on either of these heritage features as there are no nearby built heritage sites nor are there any sites of local nature importance.

The final criterion laid out in the policy relates to neighbour amenity. It advises that a proposal will be acceptable only where it will not result in detrimental impact on the amenity of nearby residential dwellings including potential problems arising from noise, smell and pollution. It is considered that given the nature and scale of the proposal together with the consultation responses provided by DfI Roads and Environmental Health that the proposal would not have a significant detrimental impact on amenity. Neighbour amenity will be discussed in further detail later in the report.

Policy CTY 11 of PPS21 goes on to advise that proposals will only be acceptable where they involve the re-use or adaptation of existing farm buildings. There is however an exception made where there is no existing building available to accommodate the proposed use. In this case the policy advises that where the

principle of a building is acceptable, it should be satisfactorily integrated with an existing group of buildings.

It is considered that the milk vending station at the proposed location does not meet the policy criteria as set out above. Although the agent has advised that there are no other buildings available for use on the existing farm holding; the application site does not present a suitable location for the proposed development given that site lacks any type of integration and there are no existing buildings surrounding the site.

The principle of the Milk Vending Station (Farm Diversification) is not acceptable at this site as it does not fulfil the policy criteria as set out under Policy CTY 11 – Farm Diversification.

Design and Impact on Character and Appearance of the Area

As noted above the proposal is for the erection of a Milk Vending Station. The proposal includes a new access off the Calhame Road together with the erection of a new milk vending hut and 5 no. new car parking spaces. The Milk Vending Station has a width of 6.9 metres, depth of 2.9 metres and height of 3 metres. It is to be finished in render with a portion of timber cladding. The existing hedge along the sites northeastern boundary will remain with all other boundaries being defined with new hawthorn/beech hedging.

It is noted that the proposed building is relatively small in scale and there are no major concerns with the design. The main issue with the proposed development is in relation to integration. As noted within Policy CTY 11 any new building should be satisfactorily integrated with an existing group of buildings. The proposed building is to be located on the roadside in part of an open field. The northeastern boundary of the site is defined with an existing hedgerow. The roadside boundary is also defined by a hedge, but this would have to be removed and reinstated behind the visibility splays required for the development. Given that there are no existing buildings near to the site and that the site also lacks and long established natural boundaries it is considered that the proposed development would fail to blend in with the existing rural landform and would instead be seen as a prominent feature in the rural landscape.

Overall it is considered that the proposed development would not integrate into its receiving rural environment and would therefore conflict with Policy CTY 11 and CTY 13 of PPS 21.

In addition, it should be noted that if this building were to be approved, this would result in the creation of a ribbon of development that is likely to open up the potential of a gap site for two dwellings being created on the remaining frontage of the host field which runs up towards two adjacent road frontage properties (Nos. 41 and 43 Calhame Road). As a consequence, this would completely change the appearance and rural character currently exhibited along this stretch of Calhame Road and conflicts with Policy CTY 14 of PPS21.

Neighbour Amenity

The closest neighbouring property is located on the opposite side of the Calhame Road at No. 44. Given the separation distance proposed from this property

(approximately 60 metres) it is considered that the proposal would not have a significant impact on this property in terms of privacy.

Nos. 43 and 41 are also located in relative proximity to the application site, however, given the separation distances employed to these dwellings there are no concerns in relation to impact on the privacy experienced by these neighbours.

Environmental Health have been consulted on the application and have no objections. It is therefore considered that the proposed development would not have a detrimental impact on neighbours in terms of noise, odour or pollution.

An objection received in relation to the proposal raises numerous concerns in relation to road safety matters and the detrimental impact that increased traffic may have on neighbouring properties. DfI Roads has been consulted on the application and although they have asked for amendments; they have raised no overriding concerns in relation to road safety at the site. Overall it is considered that the proposal would not result in detrimental impact on the amenity of any nearby residential dwellings.

Flood Risk

A portion of the application site is subject to surface water flooding. DfI Rivers has not been consulted on the application and as such it will be necessary to take a precautionary approach and apply a refusal reason in relation to flood risk given that there has been insufficient information provided to allow for proper assessment of this matter.

Other Matters

This section of the report will go on to discuss any concerns raised by objectors that have not already been addressed in the report above.

The objection letter refers to the potential for the proposal to have a detrimental impact on property values and on views. The perceived impact of a development upon neighbouring property values is not generally viewed as a material consideration to be taken into account in the determination of a planning application.

In any case no specific or verifiable evidence has been submitted to indicate what exact effect this proposal is likely to have on property values. As a consequence, there is no certainty that this would occur as a direct consequence of the proposed development nor would any indication that such an effect in any case would be long lasting or disproportionate. Accordingly, it is considered that this issue would not be afforded determining weight in the determination of this application.

Concerns were also raised in relation to a potential future (change of use) application for a residential dwelling on the application site. The Council must determine each application on its own merits and cannot pre-empt the future choices of the applicant. It would also not be appropriate for the Council to prohibit the development of one use to prevent the possibility of it being changed in future.

CONCLUSION

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

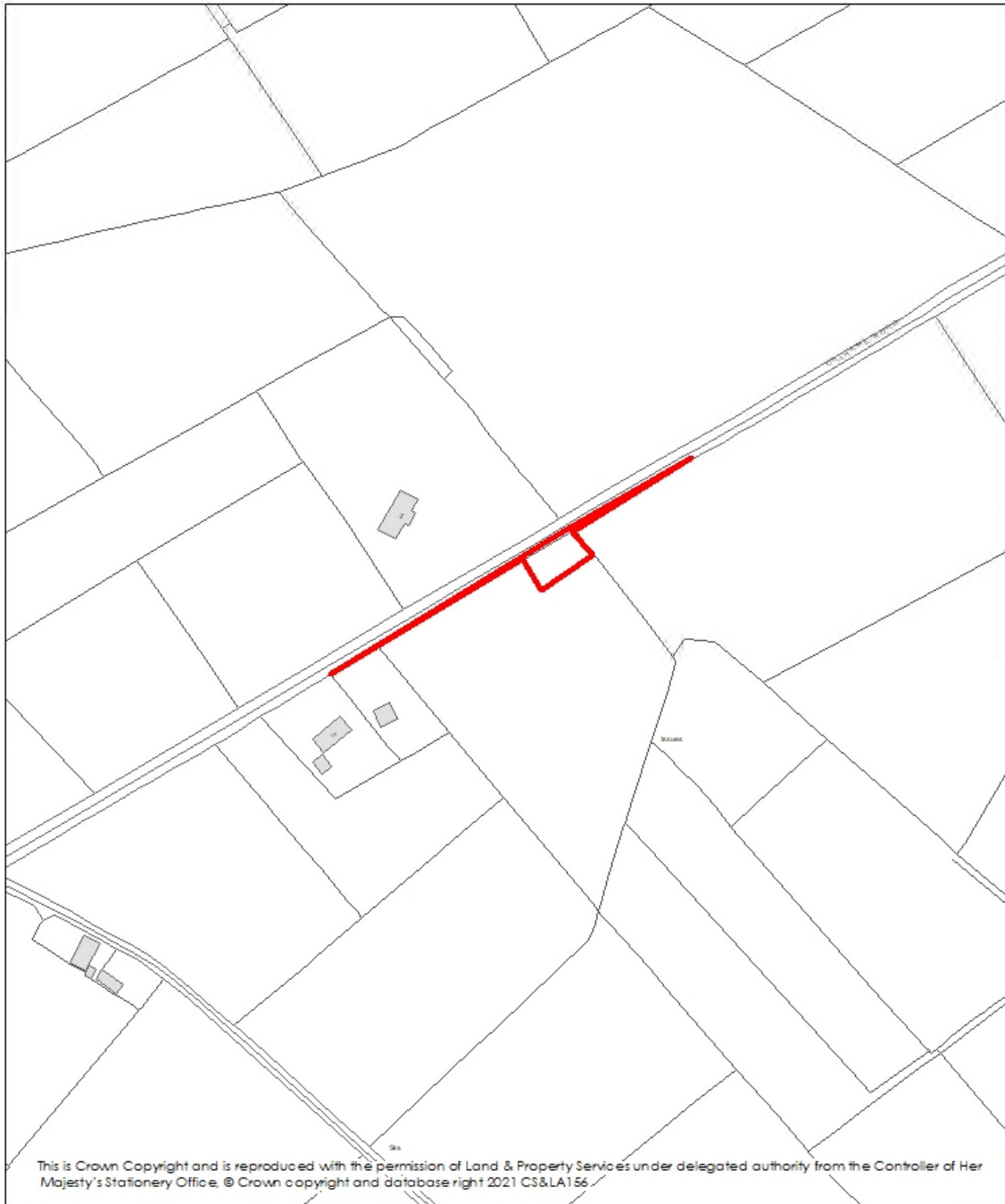
- The principle of the development is not acceptable as it does not comply with Policy CTY 11 of PPS21.
- The proposal would fail to integrate into the receiving rural environment.
- The proposal will result in the creation of a ribbon of development along this stretch of Calhame Road
- The proposal would not have a significant detrimental impact on neighbour amenity.
- The proposal may result in an increased level of flood risk

RECOMMENDATION

REFUSE PLANNING PERMISSION

PROPOSED REASONS OF REFUSAL

1. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and Policies CTY 1, CTY 11 and CTY 13 of Planning Policy Statement 21, Sustainable Development in the Countryside, in that the proposal does not involve the re-use or adaption of an existing farm building and the building if permitted on the site proposed, would not be satisfactorily integrated with an existing group of buildings, rather it would constitute a prominent feature in the rural landscape with consequent adverse impact on the character and appearance of the locality.
2. The proposal is contrary to the provisions contained in the Strategic Planning Policy Statement and Policies CTY 1 and CTY 14 of Planning Policy Statement 21, Sustainable Development in the Countryside, in that the building, if permitted, would result in the creation of a ribbon of development that would adversely affect the character and appearance of this rural area.
3. The proposal is contrary to the provisions contained within the Strategic Planning Policy Statement and within Policy FLD 3 of Planning Policy Statement 15 in that it has not be demonstrated that the proposal, if permitted, would not result in an unacceptable increase in flood risk due to an increased level of surface water run-off.



Location Map

Reference: LA03/2021/0221/F

0



Metres



Location: Approx 80m south east of 44 Calhame Road, Ballyclare

Proposal: Proposed milk vending station (Agricultural farm gate diversification)



Site Boundary



COMMITTEE ITEM	3.8
APPLICATION NO	LA03/2020/0532/F
DEA	GLENGORMLEY URBAN
COMMITTEE INTEREST	ADDENDUM REPORT (APPLICATION DEFERRED JUNE COMMITTEE)
RECOMMENDATION	GRANT PLANNING PERMISSION (TEMPORARY PERIOD)
PROPOSAL	Retrospective application for an outdoor ice-cream kiosk and bar servery to existing beer garden, including low level wall and new steps
SITE/LOCATION	129 Antrim Road, Belfast, BT36 7QS
APPLICANT	Bellevue Arms Ltd
AGENT	Paul McCollam
LAST SITE VISIT	21st October 2020
CASE OFFICER	Lindsey Zecevic Tel: 028 903 40214 Email: Lindsey.Zecevic@antrimandnewtownabbey.gov.uk
<p>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</p>	
ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS	
<p>Members will recall that this application was before the Committee on the 21st June 2021 (see Report attached). The application was put forward with a recommendation for refusal as it is considered that the design, appearance and finishes of the proposal are unacceptable at this location and would detract from the character and appearance of the host building and the street scene given the temporary appearance of the structure.</p> <p>Members deferred the application to the July Committee meeting for Officers to seek confirmation from the applicant whether they would consider a temporary grant of planning permission for a period of twelve (12) months.</p> <p>Discussions have taken place with the agent since the last Committee meeting. The agent has advised that the proposal is needed to permit the applicant to serve their customers on the exterior of the premises rather than having to go into the building due to the Covid 19 Pandemic.</p> <p>As a consequence, and whilst acknowledging that the prefabricated nature of the structures on site are not designed to a high enough standard for permanent retention, the agent has requested that Members give consideration to a temporary permission for a two (2) year period. Officers consider that this period would not be unreasonable in the present circumstances given the current uncertainty being experienced by hospitality businesses across the Borough due to the ongoing nature of the COVID-19 pandemic. As a consequence, the recommendation in this case has been amended to one of temporary approval for a two (2) year period.</p>	
RECOMMENDATION:	GRANT PLANNING PERMISSION (TEMPORARY PERIOD)

PROPOSED CONDITIONS

1. The buildings/structures hereby permitted shall be removed from the site no later than two years from the date of this grant of permission and the land restored to its former physical condition.

Reason: In view of the temporary nature of the buildings/structures and because their permanent retention would otherwise prove unacceptable in this location.

2. There shall be no provision of musical entertainment or the use of amplified speakers within the areas marked "Patio", "Decking", "Terrace", "Bar" or "Ice-Cream", as shown on Drawing No 16, date stamped received 05th August 2020.

Reason: In order to preserve amenity at nearby noise sensitive receptors.

AGENDA REPORT AS PRESENTED TO JUNE 2021 COMMITTEE MEETING

COMMITTEE ITEM	3.14 (JUNE 2021 COMMITTEE)
APPLICATION NO	LA03/2020/0532/F
DEA	GLENGORMLEY URBAN
COMMITTEE INTEREST	REFUSAL RECOMMENDED
RECOMMENDATION	REFUSE PLANNING PERMISSION
PROPOSAL	Retrospective application for an outdoor ice-cream kiosk and bar server to existing beer garden, including low level wall and new steps
SITE/LOCATION	129 Antrim Road, Belfast, BT36 7QS
APPLICANT	Bellevue Arms Ltd
AGENT	Paul McCollam
LAST SITE VISIT	21 October 2020
CASE OFFICER	Lindsey Zecevic Tel: 028 903 40214 Email: Lindsey.Zecevic@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is located within the development limits of Metropolitan Newtownabbey as defined by the Belfast Urban Area Plan 2001 and draft Belfast Metropolitan Area Plan (published 2004).</p> <p>The site is occupied by The Bellevue Arms located at No. 129 Antrim Road, which lies to the southeast of Glengormley within a predominantly residential area. The existing building on the application site is a large two storey commercial building which operates as a public house and restaurant. The external finishes include smooth and rough render to the walls coloured green, white wooden doors and window frames and a hipped roof with dark concrete roof tiles. The building subject to this planning application has been constructed on site and is described in detail below.</p> <p>The southwestern boundary of the site, which abuts the Antrim Road, is defined by a 1 metre high metal fence and close boarded timber fencing. The northeastern (rear) site boundary is defined by a 2 metre high wooden fence. The southeastern boundary to the side of the subject building is also defined by a 2 metre high fence. There is a large car parking area to the north and east of the subject building.</p> <p>The surrounding area represents a mix of uses including residential apartments and commercial premises.</p>	
RELEVANT PLANNING HISTORY	
<p>Planning Ref: LA03/2019/0313/F Proposal: Retrospective change of use from outdoor areas to beer terrace, patio areas and internal change of use from deli to off sales. Location: The Bellevue Arms, 129 Antrim Road, Glengormley Decision: Granted Permission (18th July 2019)</p>	

Planning Ref: LA03/2017/0827/F

Proposal: Change of use from off sales to deli bar including alterations to existing layout and entrance area and new extension to front of building

Location: The Bellevue Arms, 129 Antrim Road, Glengormley

Decision: Granted Permission (6th December 2017)

Planning Ref: LA03/2017/0822/A

Proposal: Free standing hoarding adjacent to entrance

Location: The Bellevue Arms, 129 Antrim Road, Glengormley

Decision: Granted Permission (20th October 2017)

PLANNING POLICY AND GUIDANCE

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

Until the Council adopts its new Local Development Plan, most planning applications will continue to be assessed against the provisions of the extant adopted Development Plans for the Borough (the Belfast Urban Area Plan, the Carrickfergus Area Plan and the Antrim Area Plan). Account will also be taken of the Draft Newtownabbey Area Plan and its associated Interim Statement and the emerging provisions of the Belfast Metropolitan Area Plan (which remains at 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 (BUAP): The application site is located on unzoned land within the development limit of the Belfast Urban Area. Policy H7 Infill Housing applies.

Draft Belfast Metropolitan Area Plan (published 2004): The application site is located on unzoned land within the settlement limit 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 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

Council Environmental Health Section – No objection subject to conditions

Department for Infrastructure Roads – No objection

REPRESENTATION

Seven (7) 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:

- Policy Context and Principle of Development
- Design and Impact on Character and Appearance of the Area
- Neighbour Amenity
- Access, Movement and Parking
- Other matters

Policy Context and Principle of Development

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

The purportedly adopted Belfast Metropolitan Area Plan 2015 (BMAP 2015) was for a period of time deemed to be the statutory development plan for this area, however the purported adoption of the Plan by the then Department of the Environment in 2014 was subsequently declared unlawful by the Court of Appeal on 18th May 2017. As a consequence, the Belfast Urban Area Plan (BUAP) remains the statutory Local Development Plan (LDP) for the area. The provisions of the draft Belfast Metropolitan Area Plan (dBMAP) are also a material consideration in this application. Both of the relevant development plans identify the application site as being within the settlement limit of Metropolitan Newtownabbey.

The application site is an established public house and restaurant. The proposal seeks retrospective consent for an outdoor ice-cream kiosk and bar servery to the existing beer garden. The proposal represents an expansion to the outdoor facilities to be utilised in association with the existing use as a public house.

Planning Policy Statement 4 'Planning and Economic Development' (PPS 4) states that a development proposal to extend an existing economic development use or premises within settlements will be determined on its individual merits having regard to Policy PED 9 'General Criteria for Economic Development'.

In the context of this application the application building is currently an employment generating use situated within an urban location. Therefore, in principle the alterations to the existing premises are acceptable subject to all other policy and environmental considerations being met in line with PPS 4.

Design and Impact on Character and Appearance of the Area

The proposal seeks retrospective planning approval for an outdoor ice-cream kiosk and bar servery to the existing beer garden, including a low level wall and new steps.

The proposal is located adjacent the public footpath in a prominent location with open views when travelling in both directions along the Antrim Road as well as from the M2 motorway below. The building has been constructed in plywood and coloured yellow. The building measures approximately 6.8 metres by 2.1 metres and attains a maximum ridge height of 3.8 metres.

The Bellevue Arms Public House is a two storey, hipped roof building finished in rough cast render. Immediately adjacent is a modern three storey apartment block with pitched roof and render finishes. Further up the Antrim Road there is a mix of land uses including some commercial units that are functional in their design mixed in with more traditional semi-detached properties.

Given the nature of the structures on site, which have been erected since the onset of coronavirus, clarification was sought from the applicant as to whether a temporary permission was being sought for these. However, confirmation was subsequently received that the applicant is seeking full planning permission.

Paragraph 4.26 of the SPPS states design is an important material consideration in the assessment of all proposals and good design should be the aim of all those involved in the planning process and must be encouraged across the region. Furthermore, paragraph 4.27 states planning authorities will reject poor design, particular proposals that are inappropriate to their context, including schemes that are incompatible with their surroundings.

In the context of this application, it is considered that the type of structure and design of the proposal are not in keeping with the host building and furthermore it is considered that the proposal creates a significant visual impact within the street scene and is therefore contrary to the SPPS and Policy PED 9 of PPS 4.

Neighbour Amenity

Policy PED 9 of PPS 4 requires that any economic development use shall not harm the amenities of nearby residents. A number of residential properties are located in close proximity to the application site, namely, Lesley Lodge on the Antrim Road, located approximately 15 meters to the northwest of the site and to the rear of the premises residential properties are set approximately 36 metres away on O'Neill Road. Following consultation with the Council's Environmental Health Section (EH), it advised that the proposed development could operate without adverse impact on residential amenity. However, it stated that given the proximity to neighbouring properties it is considered necessary to impose a noise mitigating condition.

Policy PED 9 requires that any proposal for economic use is compatible with the surrounding land uses. Given that the proposal is ancillary to the main use of the property as a Public House and Restaurant the proposal is considered an acceptable addition subject to a condition prohibiting the use of amplified speakers in order to preserve the current level of amenity enjoyed at the near-by noise sensitive receptors.

Access, Movement and Parking

Policy PED 9 also requires that adequate access arrangements, parking and manoeuvring areas are provided, and the existing road network can safely handle and additional vehicular activity. DfI Roads has been consulted and has raised no objections. Additionally, it is noted that a large car park is located to the rear of the property and the proposal will not reduce any existing parking spaces or manoeuvrability within the site.

Other Matters

It is considered that the proposal will not cause unacceptable loss of, or damage to, trees or other landscape features which contribute significantly to local environmental quality as there are no trees in the direct vicinity of the extension and there has been no indication that any existing trees will need to be removed.

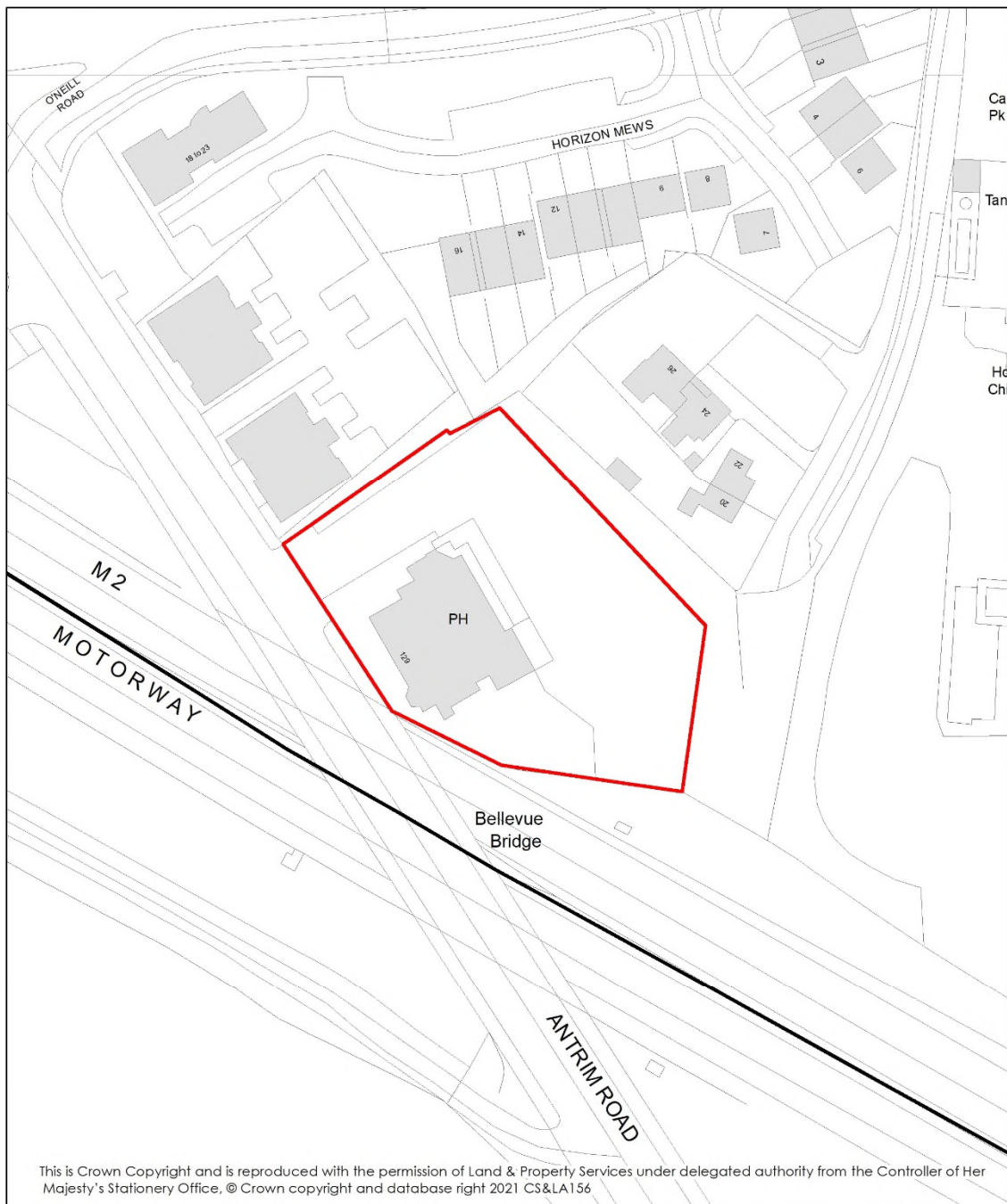
CONCLUSION

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

- The design, appearance and finishes of the proposal is considered unacceptable.
- It is considered that there will be no detrimental impact on neighbour amenity subject to a condition being attached to any approval.
- The proposal will not cause an unacceptable loss of trees nor damage the environmental quality of the area.
- Sufficient space remains within the site for the parking and manoeuvring of vehicles.

RECOMMENDATION**REFUSE PLANNING PERMISSION****PROPOSED REASON OF REFUSAL**

1. The proposal is contrary to the policy provisions of the Strategic Planning Policy Statement and Policy PES 9 of Planning Policy Statement 4 Planning and Economic Development, in that the design and appearance and finishes of the proposal are unacceptable and would detract from the character and appearance of the host building and the street scene.



Location Map

Reference: LA03/2020/0532/F

Location: Bellevue Arms, 129 Antrim Road, Newtownabbey
 Proposal: Retrospective application for an outdoor ice-cream kiosk and bar servery to the existing beer garden, including a low level wall and new stairs

 Site Boundary



COMMITTEE ITEM	3.9
APPLICATION NO	LA03/2020/0797/F
DEA	ANTRIM
COMMITTEE INTEREST	COUNCIL APPLICATION
RECOMMENDATION	GRANT PLANNING PERMISSION
PROPOSAL	Reinstatement of fire damaged building (Council Offices)
SITE/LOCATION	Steeple House, 16 Steeple Road, Antrim
APPLICANT	Antrim and Newtownabbey Borough Council
AGENT	Alastair Coey Architects
LAST SITE VISIT	June 2021
CASE OFFICER	Michael O'Reilly Tel: 028 90340424 Email: michael.oreilly@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is an urban location within the settlement development limits of Antrim Town, as defined by the adopted Antrim Area Plan 1984 – 2001, with no applicable designations or zonings. The site is located approximately 1.2 km northeast of Antrim Town Centre and approximately 200m south of Antrim Civic Centre on Stiles Way.</p> <p>Within the confines of this irregularly shaped application site is Steeple House which was built in 1827 and is a Grade B+ listed building of special architectural or historic interest as set out in Section 80 and protected under the Planning Act (NI) 2011. The naming of Steeple House derives from its proximity to the ancient Irish Round Tower located 100m due south and known as the 'Steeple.' The application site is within the historic park of the Steeple. The Steeple is included within the Register of Historic Parks, Gardens and Demesnes.</p> <p>The Listed Buildings Database for Steeple House describes it as an early 19th Century building of a classical style with the proportions and ornamental features characteristic of that style. It is a building of considerable local interest which enjoys a pleasant and historic setting.</p> <p>Steeple House was last used as civic offices by the Council, which is the owner of the building. The property suffered extensive damage due to a fire on 2nd July 2019 which resulted in damage to both the internal and external fabric of the building including the loss of its roof.</p> <p>Steeple House is contained at its western side by a linear stand of mature trees and other vegetation that runs southwards towards and up to the vehicular access to Steeple House, which is taken from Steeple Road. To the eastern side of the access there is a further linear stand of mature trees which runs to the northeast and is contiguous with the rear of residential properties on Steeple Gardens fronting Steeple Road. There are several associated ancillary outbuildings to the east and in close</p>	

proximity to Steeple House and which are separated from the Listed Building by areas of hardstanding.

RELEVANT PLANNING HISTORY

Planning Reference: LA03/2020/0798/LBC
Location: Steeple House, 16 Steeple Road, Antrim.
Proposal: Reinstatement of fire damaged building (Council Offices)
Decision: No decision

Planning Reference: LA03/2020/0590/PAD
Location: Steeple House, Steeple Road, Antrim, BT41 1BJ,
Proposal: Steeple House is to be reinstated to its original form following the fire of July 2019.
Decision: PAD Concluded.

PLANNING POLICY AND GUIDANCE

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

Until the Council adopts its new Local Development Plan, 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 application site is located within the settlement limits of Antrim on unzoned whiteland. Paragraph 16.6 of the Plan is entitled 'Unzoned Land' and states that the planning authority will consider proposals for development provided the uses are satisfactory for the locations proposed and that no physical or other problems are involved.

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.

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.

CONSULTATION

Department for Communities Historic Environment Division – No objection subject to conditions.

REPRESENTATION

Twenty-two (22) 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:

- Policy Context and Principle of Development
- Office Development
- Impact Upon Listed Building
- Neighbour Amenity
- Access, Movement and Parking

Policy Context and Principle of Development

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

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

Under Section 80 (7) of the Planning Act (Northern-Ireland) 2011 a listed building is defined as a building included in a list compiled under that section and also:

- a) Any object or structure within the curtilage of the building and fixed to the building.
- b) Any object or structure within the curtilage of the building which, although not fixed to the building forms part of the land and has done so since before 1st October 1973.

The application relates to the reinstatement of the fire damaged Steeple House, which was last used as civic Offices by the Council which owns the building. Steeple House is a Grade B1+ listed building of special architectural or historic interest as set out in Section 80 and protected under the Planning Act (NI) 2011.

The Antrim Area Plan (AAP) currently operates as the statutory local development plan for the area where the application site is located and there is also a range of regional planning policy which is material to determination of the proposal.

The application site is an area of unzoned land within the settlement development limits of Antrim Town, as identified in the adopted Antrim Area Plan 1984 – 2001. Paragraph 16.6 of the Plan is entitled 'Unzoned Land' and states that the planning authority will consider proposals for development provided the uses are satisfactory for the locations proposed and that no physical or other problems are involved.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements (PPSs). Amongst these is Planning Policy Statement 6; Planning, Archaeology and the Built Heritage. Taking into account the transitional arrangements of the SPPS, this document provides the main policy context for consideration of the proposal.

The SPPS contains a subject policy relating to Listed Buildings. Para 6.12 states that Listed Buildings of special architectural or historic interest are key elements of our built heritage and are often important for their intrinsic value and for their contribution to the character and quality of settlements and the countryside. It is important therefore that development proposals impacting upon such buildings and their settings are assessed, paying due regard to these considerations, as well as the rarity of the type of structure and any features of special architectural or historic interest which it possesses.

Para 6.13 further states development involving a change of use and / or works of extension / alteration may be permitted, particularly where this will secure the ongoing viability and upkeep of the building. It is important that such development respects the essential character and architectural or historic interest of the building and its setting, and that features of special interest remain intact and unimpaired. Proposals should be based on a clear understanding of the importance of the building/place/heritage asset, and should support the best viable use that is compatible with the fabric, setting and character of the building. Applicants should justify their proposals, and show why alteration or demolition of a listed building is desirable or necessary.

PPS 6 reiterates this position in Policy BH 8 (Extension and Alteration of a listed Building) stating that consent will normally only be granted to proposals for the extension or alteration of a listed building where all three criteria are met;

- (a) the essential character of the building and its setting are retained and its features of special interest remain intact and unimpaired;
- (b) the works proposed make use of traditional and/or sympathetic building materials and techniques which match or are in keeping with those found on the building; and
- (c) the architectural details (e.g. doors, gutters, windows) match or are in keeping with the building.

PPS 4 'Planning and Economic Development' contains planning policy for the control of office based development proposals. Prior to the fire that extensively damaged Steeple House the building had previously been used by the Council as civic offices. With reference to the Planning (Use Classes) Order (NI) 2015 the office based use of Steeple House lies within Part B, Industrial and Business Uses, Class B1: Business (a) – as an office other than a use within Class A2 (Financial, Professional and Other Services.) The provisions of Policy PED1 'Economic Development in Settlements' and Policy PED9 'General Criteria for Economic Development' are therefore also applicable to the assessment of this development proposal.

With the foregoing in mind it is considered that in principle the reinstatement of Steeple House is acceptable subject to the relevant policy provisions set out above and careful consideration of the impact of the proposal on the listed building.

Office Development

Policy PED1 is entitled 'Economic Development in Settlements' The policy headnote indicates that outside city and town centres a development proposal for a Class B1 business use will only be permitted where all of three (3) criterion are met.

Criterion (a) and the subsequent paragraph of PED1 effectively create an approach to appropriate site selection for the intended use that begins in the city or town centre. With reference to criterion (b) it is a requirement of Policy PED1 that the development proposal is firm rather than speculative. It is considered that criterion a & b of Policy PED1 is not determining in this instance given that the intended development seeks to reinstate a long-established office use in a listed building that was unfortunately extensively damaged by fire on 2nd July 2019.

Criterion (c) requires that the proposal would make a substantial contribution to the economy of the urban area. It is considered that the reinstatement of the use of Steeple House for office use by the Council or other civic purposes would make a substantial contribution to not only the economy of the urban area of Antrim but also the entire wider council borough. It is considered that criterion (c) has been complied with.

In summary, it is considered that the proposal complies with the policy tests and is therefore acceptable in principle.

Policy PED9 contains general criteria for economic development proposals. Several matters referred to in Policy PED 9 are referred to in later sections of this report but it is noted at this point that this development proposal is considered as being compliant with a range of identified matters and including that the proposed use as an office is compatible with surrounding land uses, that the proposal will not adversely affect natural heritage features, Steeple House is not located in an area at flood risk, that the development can satisfactorily deal with emissions and effluent and that the site layout and landscaping arrangements are acceptable.

Impact upon Listed Building

This application seeks full planning permission for the reinstatement of the Grade B1+ Listed Building 'Steeple House', a building of special architectural or historic interest as set out in Section 80 and protected under the Planning Act (NI) 2011. The Department for Communities: Historic Environment Division (HED) have been consulted with regard this proposal.

Steeple House was built in 1827 with The Listed Buildings Database describing it as an early 19th Century building of a classical style with the proportions and ornamental features characteristic of that style. It is a building of considerable local interest which enjoys a pleasant and historic setting.

Prior to a fire that substantially damaged it on 2nd July 2019, Steeple House had last been used as civic offices by the former Antrim Borough Council. Information within the Design and Access Statement (DAS) accompanying the application indicates

that as a consequence of the fire the roof of Steeple House has been lost in almost its entirety, having collapsed into the building and leaving only sporadic instances of the projecting eaves intact. The interiors have been lost almost in their entirety, with sporadic instances of floors, plasterwork and other details remaining. Major masonry walls, including the full external envelope and two major longitudinal walls supporting the chimney stacks remain intact.

Within the DAS the agent comments that it is the intention of the proposal to reinstate the character and appearance of Steeple House to its pre-fire condition and that materials and details used in the reinstatement will be guided by best practice and artefacts recovered during clearance. The list of issues to be addressed in reinstating the building identified in the 'Scope of Works' provided in the DAS is extensive and clearly illustrates the substantial damage suffered by the building and the extent of works required for its reinstatement. A brief summary of the topic areas of the 'Scope of Works' includes the roof, chimneys, external walls, windows, external doors, internal doors, internal walls, floors, ceilings, trims, rainwater goods, joinery, landscaping and mechanical and electrical services.

In its consultation response HED Historic Buildings comments that there is sufficient photographic evidence to accurately reinstate much of the fabric and detailing of Steeple House and also comment that prior to the submission of this planning application and the concurrent Listed Building Consent application the agent proactively engaged with HED in regard to the proposed works and that the applications are comprehensive.

HED Historic Buildings conclude that having reviewed the proposal it considers the proposal satisfies paragraph 6.13 (Change of Use, Extension or Alteration of a Listed Building) of the Strategic Planning Policy Statement for Northern Ireland (SPPS): Planning for Sustainable Development and Policy BH8 (Extension or Alteration of a Listed Building) of Planning Policy Statement 6: Planning, Archaeology and the Built Heritage, subject to the imposition of a series of planning conditions. These proposed conditions include such things as the demonstration of accreditation of the conservation professional who will oversee and certify the works, the types of materials and finishes that will be provided and the re-use of existing masonry. A full list is set out below under 'Proposed Conditions.'

Further to the advice and guidance provided by HED, it is considered that the proposal will secure the reinstatement of Steeple House using traditional and sympathetic building materials and techniques which match or are in keeping with those of the building and which respects its essential character, architecture, historic interest and its setting. Additionally, it is considered that the proposal will secure the ongoing viability and upkeep of Steeple House, that the works are desirable and necessary and that following reinstatement Steeple House will again make a positive contribution to the character and quality of Antrim. With reference to the AAP it is considered that this proposal and its end use on an area of unzoned land within the development limit are satisfactory.

HED Historic Monuments had commented that it required additional details as to proposed hard landscaping works involving the reinstatement of the railings and steps in order to clarify the extent and nature of the features noted in the proposed landscaping plan. The agent has clarified that the landscaping works will not involve

general excavations beyond removal of existing and modern tarmac surfaces and that where limited deeper excavations are required to place foundations these shall not exceed 450mm in depth. The agent has also agreed with HED that excavations will not proceed until HED Historic Monuments have been consulted and consent provided and that monitoring of the excavations shall be carried out. In its most recent response HED Historic Monuments states that it is content that the reinstatement of the railings and steps satisfies PPS 6 policy requirements, subject to planning conditions for the agreement and implementation of archaeological mitigation as although this proposal includes a relatively small area of ground disturbance, HED Historic Monuments remains concerned that previously unrecorded archaeological remains may be uncovered during site works.

In summary, it is considered that for the reasons set out above this development proposal is compliant with the relevant policy provisions of the AAP, the SPPS and PPS 6 and is therefore acceptable in regard these matters.

Neighbour Amenity

The reinstatement works associated with Steeple House do not seek to deviate from its recorded historic appearance and as such there are no new window openings being provided that would create a new relationship with the receiving environment. The nearest existing residential building is approximately 120m to the east/southeast of the application site at Steeple Gardens. The ancillary buildings associated with Steeple House are located between Steeple House and Steeple Gardens. It is noted that the site location plan does not include these buildings and they are neither associated with nor impacted upon by this development proposal. These buildings will therefore continue to provide a physical barrier between Steeple House and residential properties on Steeple Gardens to the southeast. It is also noted that in its consultation response the Council's Environmental Health Section has not indicated that it has received any complaints about a perceived unacceptable relationship between the previously established office based use of Steeple House and residential properties at Steeple Gardens. Given these circumstances It is considered that the use of the reinstated Steeple House is not likely to create any unacceptable residential amenity issues including noise and the proposal is therefore acceptable with respect to the relevant provisions of the AAP, the SPPS and PPS4.

Access, Movement and Parking

As a proposal for the reinstatement of Steeple House and its established office use there are no changes to the established vehicular and pedestrian access to Steeple Road nor the design and provision of the car parking and servicing arrangement areas. It is noted that pedestrian access to Steeple House will be achieved via a set of steps or a ramp. It is considered that up until 2nd July 2019 when the fire extensively damaged Steeple House that the usage of the building as an office was well established and the road network accommodated the vehicular and pedestrian activity associated with this use. There is no reason to suggest that the reinstatement of Steeple House would adversely affect the road network. Additionally, it is considered that adequate access and parking arrangements exist and will not be affected by this development proposal and a movement pattern exists that supports walking and cycling and that the proposal seeks to meet the needs of those whose mobility is impaired. It is therefore considered that the proposal is compliant with the relevant policy provisions of the APP, the SPPS, PPS 3 and PPS 4 and the proposal is therefore acceptable with respect these matters.

CONCLUSION

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

- The principle of development is acceptable.
- The proposal is considered to be compliant with the relevant policy provisions of the Antrim Area Plan 1984 – 2001, the SPPS and PPS 4.
- It is considered that there will be no undue harm upon the character of the listed building, that the works are desirable and necessary and that the proposal will secure the ongoing viability and upkeep of Steeple House.
- There are no residential amenity issues.
- There are no issues of access, movement and parking.
- There have been no objections from interested third parties.

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. All works, materials and finishes shall be as noted on Drawing Numbers 01, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, date stamped 11th November 2020 and Drawing number 30/1 date stamped 30th March 2021. Detailed finishes schedules and samples are required for approval on any changes proposed.
3. All works of making good to the existing masonry fabric, shall be finished exactly, to match the adjacent existing work with regard to the methods used and the reuse of existing masonry with pointing and lime mortar to match existing with no cementitious additives.
4. All paints used to exterior and interior shall be breathable in nature with no acrylic additives. A specification and colour scheme for the exterior shall be submitted to and agreed in writing with the Council prior to commencing external finishes.
5. New chimney structures shall be detailed to match the original structures constructed in material with no cementitious additives; and any remaining flues shall be vented.
6. No new plumbing, pipes, soil-stacks, flues, vents, ductwork, lighting, security cameras or mechanical and electrical services of any description shall be fixed on the external faces of the building other than those shown on the drawings hereby approved.
7. Prior to commencement of the relevant works, details of the following shall be submitted and approved in writing by the Council and the works shall be carried out fully in accordance with the details approved:
 - a. Tanking / damp proofing proposed to the basement;
 - b. Proposed render mix and final surface texture;

- c. Ornate plaster ceilings and all decorative features: cornices, coving, vaulting/ribs, etc.; and
- d. Staircases including balustrades, newel posts and handrails.

8. A detailed schedule and specification of all external steps, paving and landscaping materials shall be submitted to and agreed in writing with the Council prior to commencement of external works.

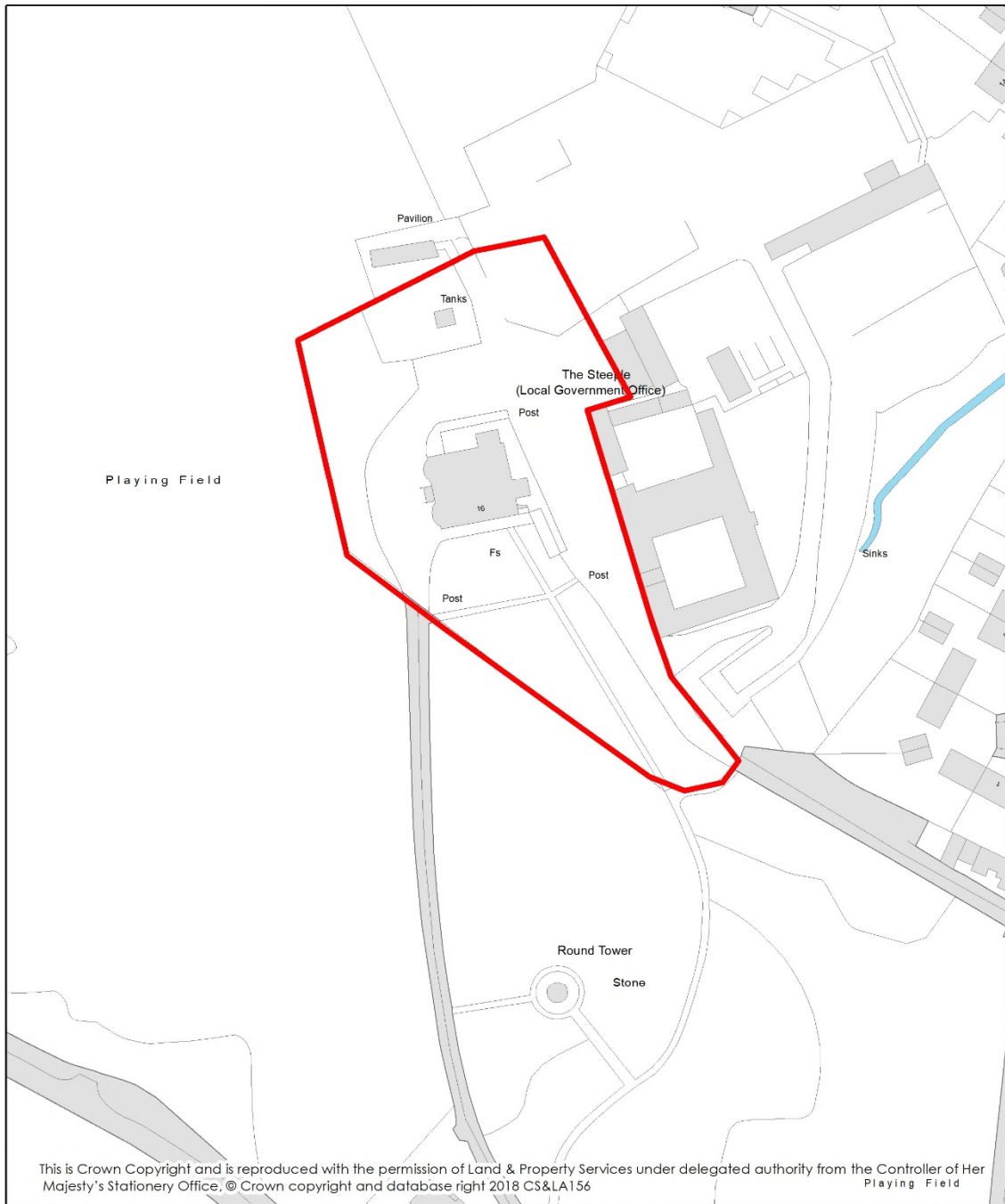
Reason for Conditions 2-8: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 80 of The Planning Act (NI) 2011.

9. No site works of any nature or development shall take place until arrangements have been made, and agreed with the Council, for archaeological surveillance of topsoil stripping and site preparation, and for the recording of any archaeological remains which may be identified.

Reason: To ensure that any archaeological remains which may exist within the application site are identified and recorded.

10. Access shall be afforded to the site at all reasonable times to any archaeologist nominated by the Council (in consultation with the Historic Environment Division of the Department for Communities) to observe the operations and to monitor the implementation of archaeological requirements.

Reason: To monitor programmed works in order to ensure that identification, evaluation and appropriate recording of any archaeological remains, or any other specific work required by condition, or agreement is satisfactorily completed.



Site Location Plan


Application Reference: LA03/2020/0797/F

Reinstatement of fire damaged building (Council Offices)

Steeple House
16 Steeple Road
Antrim
BT41 1BJ

0 30 60
Metres



 Site boundary



COMMITTEE ITEM	3.10
APPLICATION NO	LA03/2020/0798/LBC
DEA	ANTRIM
COMMITTEE INTEREST	COUNCIL APPLICATION
RECOMMENDATION	GRANT LISTED BUILDING CONSENT
PROPOSAL	Reinstatement of fire damaged building (Council Offices)
SITE/LOCATION	Steeple House, 16 Steeple Road, Antrim
APPLICANT	Antrim and Newtownabbey Borough Council
AGENT	Alastair Coey Architects
LAST SITE VISIT	June 2021
CASE OFFICER	Michael O'Reilly Tel: 028 90340424 Email: michael.oreilly@antrimandnewtownabbey.gov.uk
<p>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</p>	
SITE DESCRIPTION	
<p>The application site is an urban location within the development limits of Antrim Town, as defined by the adopted Antrim Area Plan 1984 – 2001, with no applicable designations or zonings. The site is located approximately 1.2 km northeast of Antrim Town Centre and approximately 200m south of Antrim Civic Centre on Stiles Way.</p> <p>Within the confines of this irregularly shaped site is Steeple House which was built circa 1827 and is a Grade B+ listed building of special architectural or historic interest as set out in Section 80 and protected under the Planning Act (NI) 2011. The naming of Steeple House derives from its proximity to the ancient Irish Round Tower located 100m due south and known as the 'Steeple.' The application site is within the historic park of the Steeple which is included within the Register of Historic Parks, Gardens and Demesnes.</p> <p>The listed buildings database for Steeple House describes it as an early 19th Century building of a classical style with the proportions and ornamental features characteristic of that style. It is a building of considerable local interest which enjoys a pleasant and historic setting.</p> <p>Steeple House was last used as civic offices by the Council, which is the owner of the building. The property suffered extensive damage due to a fire on 2nd July 2019 which resulted in damage to both the internal and external fabric of the building including the loss of its roof.</p>	
RELEVANT PLANNING HISTORY	
<p>Planning Reference: LA03/2020/0797/F Location: Steeple House, 16 Steeple Road, Antrim. Proposal: Reinstatement of fire damaged building (Council Offices) Decision: Under consideration</p>	

Planning Reference: LA03/2020/0590/PAD

Location: Steeple House, Steeple Road, Antrim, BT41 1BJ,

Proposal: Steeple House is to be reinstated to its original form following the fire of July 2019.

Decision: PAD Concluded.

PLANNING POLICY AND GUIDANCE

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

Until the Council adopts its new Local Development Plan, 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 application site is located within the settlement limits of Antrim on unzoned whiteland. Paragraph 16.6 of the Plan is entitled 'Unzoned Land' and states that the planning authority will consider proposals for development provided the uses are satisfactory for the locations proposed and that no physical or other problems are involved.

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 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.

CONSULTATION

Department for Communities Historic Environment Division – No objection subject to conditions.

REPRESENTATION

No neighbours were notified of this application as it is an application for Listed Building Consent, however, twenty-two (22) neighbouring properties were notified under the concurrent full planning application (LA03/2020/0797/F) for the same proposal. No letters of representation have been received for that planning application.

ASSESSMENT OF PLANNING ISSUES/MATERIAL CONSIDERATIONS

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

- Policy Context and Principle of Development
- Impact upon Listed Building

Policy Context and Principle of Development

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

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

Under Section 80 (7) of the Planning Act (Northern-Ireland) 2011 a listed building is defined as a building included in a list compiled under that section and also:

- a) Any object or structure within the curtilage of the building and fixed to the building.
- b) Any object or structure within the curtilage of the building which, although not fixed to the building forms part of the land and has done so since before 1st October 1973.

The application relates to the reinstatement of the fire damaged Steeple House, which was previously used as civic offices by the former Antrim Borough Council. Steeple House is a Grade B1+ listed building of special architectural or historic interest as set out in Section 80 and protected under the Planning Act (NI) 2011.

The Antrim Area Plan (AAP) currently operates as the statutory local development plan for the area where the application site is located and there is also a range of regional planning policy which is material to determination of the proposal.

The application site is an area of unzoned land within the settlement development limits of Antrim, as identified in the adopted Antrim Area Plan 1984 – 2001. Paragraph 16.6 of the Plan is entitled 'Unzoned land' and states that the planning authority will consider proposals for development provided the uses are satisfactory for the locations proposed and that no physical or other problems are involved.

The Strategic Planning Policy Statement for Northern Ireland (SPPS) is material to all decisions on individual planning applications. The SPPS sets out the transitional arrangements that will operate until the Council has adopted a Plan Strategy for the Borough and it retains certain existing Planning Policy Statements (PPSs). Amongst these is Planning Policy Statement 6; Planning, Archaeology and the Built Heritage. Taking into account the transitional arrangements of the SPPS, this document provides the main policy context for consideration of the proposal.

The SPPS contains a subject policy relating to Listed Buildings. Para 6.12 states that listed buildings of special architectural or historic interest are key elements of our built heritage and are often important for their intrinsic value and for their contribution to the character and quality of settlements and the countryside. It is important therefore that development proposals impacting upon such buildings and their settings are assessed, paying due regard to these considerations, as well as the rarity of the type

of structure and any features of special architectural or historic interest which it possesses.

Para 6.13 further states development involving a change of use and / or works of extension / alteration may be permitted, particularly where this will secure the ongoing viability and upkeep of the building. It is important that such development respects the essential character and architectural or historic interest of the building and its setting, and that features of special interest remain intact and unimpaired. Proposals should be based on a clear understanding of the importance of the building/place/heritage asset, and should support the best viable use that is compatible with the fabric, setting and character of the building. Applicants should justify their proposals, and show why the alteration or demolition of a listed building is desirable or necessary.

PPS 6 reiterates this position in Policy BH 8 (Extension and Alteration of a listed Building) stating that consent will normally only be granted to proposals for the extension or alteration of a listed building where all three criteria are met;

- (a) the essential character of the building and its setting are retained and its features of special interest remain intact and unimpaired;
- (b) the works proposed make use of traditional and/or sympathetic building materials and techniques which match or are in keeping with those found on the building; and
- (c) the architectural details (e.g. doors, gutters, windows) match or are in keeping with the building.

With the foregoing in mind it is considered that in principle the reinstatement of Steeple House is acceptable, subject to careful consideration of the impact of the proposal on the listed building.

Impact upon Listed Building

This application seeks Listed Building Consent for the reinstatement of the Grade B1+ Listed Building 'Steeple House', a building of special architectural or historic interest as set out in Section 80 and protected under the Planning Act (NI) 2011. Department for Communities: Historic Environment Division (HED) have been consulted with regard this proposal.

Steeple House was built in 1827 with The Listed Buildings Database describing it as an early 19th Century building of a classical style with the proportions and ornamental features characteristic of that style. It is a building of considerable local interest which enjoys a pleasant and historic setting.

At the present time Steeple House is a standing ruin. Prior to the fire that substantially damaged it on 2nd July 2019, the property was previously in use as civic offices by the Council. Information within the Design and Access Statement (DAS) accompanying the application indicates that as a consequence of the fire the roof of Steeple House has been lost in almost its entirety, having collapsed into the building and leaving only sporadic instances of the projecting eaves intact. The interiors have been lost almost in their entirety, with sporadic instances of floors, plasterwork and other details remaining. Major masonry walls, including the full external envelope and two major longitudinal walls supporting the chimney stacks remain intact and in good structural order.

Within the DAS the agent comments that it is the intention of the proposal to reinstate the character and appearance of Steeple House to its pre-fire condition and that materials and details used in the reinstatement will be guided by best practice and artefacts recovered during clearance. The list of issues to be addressed in reinstating the building identified in the 'Scope of Works' provided in the DAS is extensive and clearly illustrates the substantial damage suffered by the building and the extent of works required for its reinstatement. A brief summary of the topic areas of the 'Scope of Works' includes the roof, chimneys, external walls, windows, external doors, internal doors, internal walls, floors, ceilings, trims, rainwater goods, joinery, landscaping and mechanical and electrical services.

In its consultation response HED Historic Buildings comments that there is sufficient photographic evidence to accurately reinstate much of the fabric and detailing of Steeple House and that prior to the submission of the Listed Building Consent and concurrent full planning application the agent proactively engaged with HED in regard to the proposed works and that the applications are comprehensive and commendable for assessment purposes.

HED Historic Buildings conclude that having reviewed the proposal it considers the proposal satisfies paragraph 6.13 (Change of Use, Extension or Alteration of a Listed Building) of the Strategic Planning Policy Statement for Northern Ireland (SPPS): Planning for Sustainable Development and Policy BH8 (Extension or Alteration of a Listed Building) of Planning Policy Statement 6: Planning, Archaeology and the Built Heritage, subject to the imposition of a series of planning conditions. These proposed conditions include such things as the demonstration of accreditation of the conservation professional who will oversee and certify the works, the types of materials and finishes that will be provided and the re-use of existing masonry. A full list is set out below under 'Proposed Conditions.'

In its consultation response HED Historic Buildings notes that it defers to its colleagues in HED Historic Monuments with respect to the potential impact of the proposal upon the garden area surrounding Steeple House, the Round Tower and potential buried archaeological remains. The appropriate assessment of these matters is set out in the planning report for the concurrent full planning application (LA03/2020/0797F). It is not within the scope of this Listed Building Consent application to assess the matters referred to by HED Historic Buildings.

Further to the advice and guidance provided by HED Historic Buildings, it is considered that the proposal will secure the reinstatement of Steeple House using traditional and sympathetic building materials and techniques which match or are in keeping with those of the building and which respects its essential character, architecture and historic interest and its setting. Additionally, it is considered that the proposal will secure the ongoing viability and upkeep of Steeple House, that the works are desirable and necessary and that following reinstatement Steeple House will again make a positive contribution to the character and quality of Antrim. For these reasons the proposal is considered to be compliant with the relevant provisions of the SPPS and PPS 6.

CONCLUSION

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

- The principle of development is acceptable.
- The proposed design, layout and appearance of the proposed development is considered acceptable and in accordance with the SPPS and PPS 6.
- It is considered that there will be no undue harm upon the character of the listed building.
-

RECOMMENDATION

GRANT LISTED BUILDING CONSENT

PROPOSED CONDITIONS

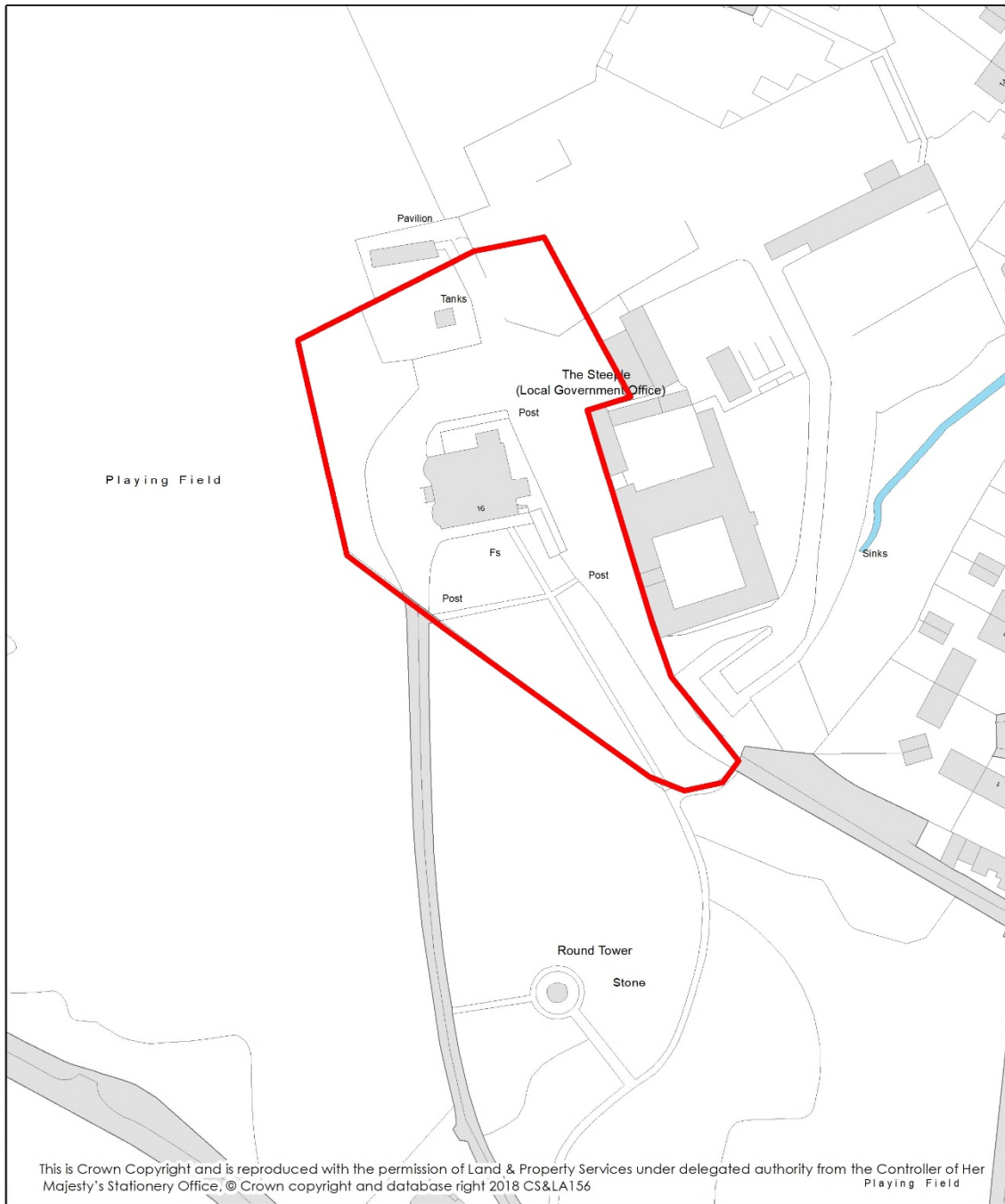
1. The works hereby permitted shall be begun not later than the expiration of 5 years beginning with the date on which this consent is granted.

Reason: As required by Section 94 of the Planning Act (Northern Ireland) 2011.

2. Prior to commencement of development details shall be submitted and approved in writing by the Council of the accredited conservation professional who will oversee and certify the hereby approved works.
3. All works, materials and finishes shall be as noted on Drawing Numbers 01, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, date stamped 11th November 2020 and Drawing number 30/1 date stamped 30th March 2021. Detailed finishes schedules and samples are required for approval on any changes proposed.
4. All works of making good to the existing masonry fabric, shall be finished exactly, to match the adjacent existing work with regard to the methods used and the reuse of existing masonry with pointing and lime mortar to match existing with no cementitious additives.
5. All paints used to exterior and interior shall be breathable in nature with no acrylic additives. A specification and colour scheme for the exterior shall be submitted to and agreed in writing with the council prior to commencing external finishes.
6. New chimney structures shall be detailed to match the original structures constructed in material with no cementitious additives; and any remaining flues shall be vented.
7. No new plumbing, pipes, soil-stacks, flues, vents, ductwork, lighting, security cameras or mechanical and electrical services of any description shall be fixed on the external faces of the building other than those shown on the drawings hereby approved unless as otherwise agreed by the Council.
8. Prior to commencement of the relevant works, details of the following shall be submitted and approved in writing by the Council in conjunction with HED and the works shall be carried out fully in accordance with the details approved:
 - a) Tanking / damp proofing proposed to the basement;
 - b) Proposed render mix and final surface texture;
 - c) Ornate plaster ceilings and all decorative features: cornices, coving, vaulting/ribs, etc.; and
 - d) Staircases including balustrades, newel posts and handrails.

9. A detailed schedule and specification of all external steps, paving and landscaping materials shall be submitted to and agreed in writing with the Council prior to commencement of external works.

Reason for Conditions 2-9: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 80 of The Planning Act (NI) 2011.



Site Location Plan

Application Reference: LA03/2020/0798/LBC

Reinstatement of fire damaged building (Council Offices)

Steeple House
16 Steeple Road
Antrim
BT41 1BJ

0 30 60
Metres



 Site boundary



PART TWO

OTHER PLANNING MATTERS

ITEM 3.11

P/PLAN/1 DELEGATED PLANNING DECISIONS AND APPEALS

A list of planning decisions issued by Officers during June 2021 under delegated powers together with information relating to planning appeals is **enclosed** for Members information.

Two appeals were dismissed during June by the Planning Appeals Commission in relation to (a) a dwelling adjacent to 108 Glenview Park; and (b) the infilling of land at Toome and copies of these decisions are also **enclosed**.

RECOMMENDATION: that the report be noted

Prepared by: John Linden, Head of Planning

Approved by: Majella McAlister, Deputy Chief Executive of Economic Growth

ITEM 3.12

P/FP/LDP/1 LOCAL DEVELOPMENT PLAN: QUARTERLY UPDATE APRIL TO JUNE 2021

The Council's Local Development Plan (LDP) Timetable advises that progress reports will be submitted on a quarterly basis to the Planning Committee. This report covers the first quarter of the 2020-2021 business year (April to June 2021).

Submission of the Draft Plan Strategy to the Department for Infrastructure and Preparation for Independent Examination

Following the submission of the Council's Local Development Plan – Draft Plan Strategy to the Department for Infrastructure on 8 March 2021 to cause an Independent Examination in accordance with Section 10 (i) of the Planning Act (Northern Ireland) 2011 (the Act) and Regulation 20 of The Planning (Local Development Plan) Regulations (Northern Ireland) 2015 (the LDP Regulations), the Department subsequently requested some minor additional information for clarification. As a result, a number of new documents were submitted to DfI and made publically available including an updated Soundness Report, Soundness Addendum and Inventory lists.

All persons required to be notified under Regulation 21 of the LDP Regulations were duly notified in relation to the additional information submitted. The information was also duly advertised, published online and made available for inspection (by appointment only due to COVID 19 Regulations).

Upon receipt of this additional information, the Department subsequently asked the Planning Appeals Commission to cause an Independent Examination into the Local Development Plan – Draft Plan Strategy. The Commission duly advised on 3 June that the documentation had been received, a Programme Officer had been appointed and that a Commissioner would be appointed once the Commission is satisfied that all the relevant information is in place.

No date has yet been set by the Planning Appeals Commission for Independent Examination and Members will be notified in due course.

RECOMMENDATION: that the report be noted

Prepared by: Simon Thompson, Senior Planning Officer

Agreed by: Sharon Mossman, Deputy Director of Planning (Interim)

Approved by: Majella McAlister, Deputy Chief Executive of Economic Growth

ITEM 3.13

FILE REFP/FP/55 MID ULSTER DISTRICT COUNCIL - SUBMISSION OF DRAFT PLAN STRATEGY AND ASSOCIATED DOCUMENTS TO DEPARTMENT

Neighbouring Councils are one of the main statutory consultees within the Local Development Plan (LDP) process and several have been progressing their LDP Draft Plan Strategy documents in recent months.

Mid Ulster District Council (MUDC) has written to the Council (copy **enclosed**) to advise that it has now submitted its Draft Plan Strategy and associated documents to DfI for the purposes of causing an Independent Examination to be carried out.

The LDP submission documents for MUDC can be viewed on their website at <https://www.midulstercouncil.org/planning/mid-ulster-development-plan>

RECOMMENDATION: that the report be noted

Prepared by: Simon Thompson, Senior Planning Officer

Agreed by: Sharon Mossman, Deputy Director of Planning (Interim)

Approved by: Majella McAlister, Deputy Chief Executive of Economic Growth

ITEM 3.14

P/FP/114 DAERA/DFI COASTAL FORUM

Following a significant delay caused by the COVID-19 Pandemic, the most recent meeting of the Coastal Forum took place virtually on 24 June 2021 and was hosted by DAERA/DFI. Items for discussion included the following:

- an update on the UK Climate Change Risk Assessment;
- a revised draft TOR for the Coastal Forum;
- an update on the Coastal Forum Work Programme;
- a Position Paper on Local Development Plans; and
- an update on baseline coastal data.

A copy of the Minutes of this meeting, once agreed, will be circulated.

The minutes of the last Coastal Forum meeting held on 19 November 2019 are **enclosed** for information.

RECOMMENDATION: that the report be noted.

Prepared by: Simon Thompson, Senior Planning Officer

Agreed by: Sharon Mossman, Deputy Director of Planning (Interim)

Approved by: Majella McAlister, Deputy Chief Executive of Economic Growth

ITEM 3.15

TPO/2021/0006/LA03 - CONFIRMATION OF PROVISIONAL TPO ON LAND DIRECTLY SOUTH OF NEILLS COURT, NORTH OF RATHCOOLE DRIVE AND WEST OF SHORE ROAD (SITE OF FORMER NEWTOWNABBEY COMMUNITY HIGH SCHOOL)

Section 122 of the Planning Act (Northern Ireland) 2011 empowers the Council to make provision for the preservation of trees or woodlands where it appears that it is expedient in the interests of amenity through a Tree Preservation Order (TPO). The purpose of such an Order is to preserve the trees on a particular site and to prohibit the cutting down, lopping, uprooting, wilful damage or wilful destruction of the trees.

Members will recall that at the March 2021 meeting of the Planning Committee Officers reported the service of a Provisional TPO on lands directly south of Neills Court, North of Rathcoole Drive and West of Shore Road (the site of the former Newtownabbey Community High School) on 19 February 2021 in accordance with Section 123 of the Planning Act (Northern Ireland) 2011.

In accordance with Section 123 of the Planning Act (Northern Ireland) 2011 the TPO must be confirmed on or before 19 August 2021, being 6 months from the date of service of the Provisional TPO, should the Council wish to do so.

In making a TPO, The Planning (Trees) Regulations (Northern Ireland) 2015 requires the Council to identify the trees, group of trees or woodland which are subject to the Order. In this instance, the Council considered the trees to be of individual merit and accordingly commissioned a survey of the site, undertaken by M. Large Tree Services Ltd.

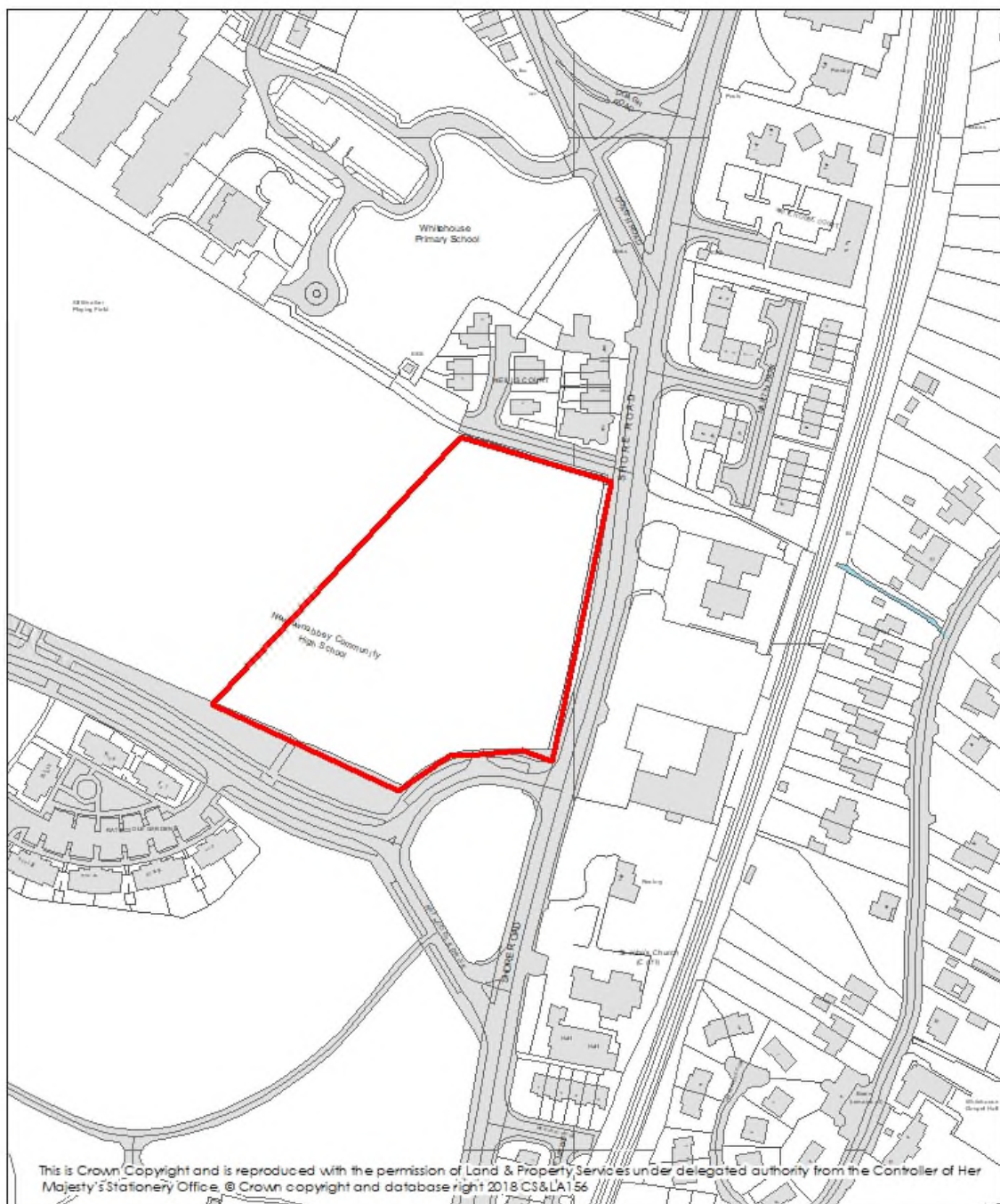
The Council invited representations from those with an interest in the land and impacted properties adjoining the land, which were to be received within 28 days of the date of the Order. No representations were received. Officers consider the trees encompassed within the provisional TPO have significant local amenity value and Members are therefore requested to confirm the TPO.

RECOMMENDATION: that the Tree Preservation Order be confirmed.

Prepared by: Steven McQuillan, Planning Officer

Agreed by: John Linden, Head of Planning

Approved by: Majella McAlister, Deputy Chief Executive of Economic Growth

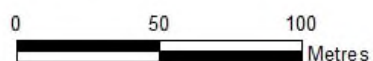


Location Map

Location: Lands directly south of Neills Court,
north of Rathcoole Drive and west of Shore Road, Newtownabbey
(site of former Newtownabbey Community High School)



TPO Site



ITEM 3.16

P/PLAN/1 - NORTHERN IRELAND PLANNING STATISTICS – ANNUAL STATISTICAL BULLETIN FOR 2020-2021

The Northern Ireland Planning Statistics 2020-21 Annual Statistical Bulletin, a copy of which is **enclosed**, was released on 1 July 2021 by the Department for Infrastructure's Analysis, Statistics and Research Branch. This is the sixth annual statistical report on activity and performance since the transfer of planning powers to Councils in 2015.

As previously reported to Members the Analysis, Statistics and Research Branch has advised that planning activity throughout 2020/21 was impacted by the restrictions put in place due to the coronavirus pandemic. It has indicated that this should be borne in mind and caution taken when interpreting the published figures and when making comparisons with previous years and the performance across Councils.

The figures show that during 2020-21, the total number of planning applications received in Northern Ireland was 12,833, an increase of 5% on the previous financial year. The figures also highlight that 10,483 decisions were issued across Northern Ireland, a decrease of over 10% on the previous year.

Whilst there was an increase in applications received across Northern Ireland during 2019-20, the local figures for the Antrim and Newtownabbey Borough show a decrease of some 6% from 778 applications received in 2019-20 to 730 received during 2020-21. During the year 543 decisions were issued by the Planning Section, a decrease of over 25% from 2019-20. Of the decisions issued, the Council recorded an overall approval rate of 95.6% which broadly tallies with the Northern Ireland average of 95.7%.

There were 378 live cases in the Borough at 31st March 2020 considerably above the number (221) recorded at 31st March 2019 and representing an increase of over 70%. The number of applications more than 12 months old also increased to 16 applications, although this equated to some 4.2% of the Council's live planning applications which remains the lowest proportion of all 11 Councils.

Performance against statutory targets

In relation to performance against targets the Department for Infrastructure (DfI) figures show that the Council met the statutory targets this year for local applications, one of only three Councils to do so. the Council was also one of six Councils that met the target for enforcement. Members should however also note that no Council met the statutory target for major applications during 2020-21.

Major Applications

The Council took on average 113.4 weeks to process and decide **Major** planning applications during 2020-21 against the target of 30 weeks. As a consequence, the Council did not meet the major target and this performance ranks the lowest of the 11 Councils and compares with the NI average of 61.4 weeks.

This represents a significant drop from the position recorded last year. However as reported to the April Planning Committee the Council's performance relates to a very small number of Major applications. Five such applications were determined

during the year, all of which were approved. This included the determination of three applications which were over 2 years old (including the Asda application on the Doagh Road) and this has clearly impacted significantly on the year-end figures.

However, Members should also note that, notwithstanding that the Council recorded the longest average processing time for 2020-21, at the same time the Council recorded the highest proportion of major applications processed within target at 40%, compared to an average across all Councils of 13.4%, and thus ranked first on this measure out of the 11 Councils.

The above results demonstrate the small margins involved in measuring Major application performance. More importantly, given the strategic and economic importance of the Major application caseload to the Borough and to assist recovery from COVID-19, Members should note that the Planning Section continues to afford priority to this work area.

Local Applications

The DfI figures show that the Council took on average 12.4 weeks to process and decide **Local** planning applications during 2020-21 against the target of 15 weeks. Whilst this performance represents an increase in average processing time judged against the 2019-20 figure it again ranked second out of the 11 Councils where an average processing time of 17.8 weeks across all Councils has been recorded.

In relation to the proportion of cases processed within target Members should note that the Council also ranked second out of all 11 Councils with over 64.3% of cases processed within 15 weeks against an average of 41.1% across all Councils.

Enforcement

In relation to enforcement the DfI figures highlight that the Council's Planning Enforcement Team concluded over 90.8% of cases within 39 weeks against the performance target of 70%. The team recorded an average time of 24.4 weeks, to process 70% of enforcement cases to target conclusion compared to an average of 39.2 weeks across all Councils. This maintained the Council's strong performance in processing enforcement cases recorded over the last 4 years and once again the Council ranked first and third respectively out of all Councils on the two processing targets.

Local Development Plan – Draft Plan Strategy

In addition to performance against the statutory performance measures on planning applications and enforcement outlined above, Members should also note the success of the Planning Section's Forward Planning Section during the business year in progressing work on the Council's Draft Plan Strategy which the Department for Infrastructure has agreed can now go forward to Independent Examination before the Planning Appeals Commission.

Summary

Whilst clearly performance has not been at the same level as witnessed in the previous two years Members should nevertheless note that the Council continues to rank amongst the top three of the 11 Councils in Northern Ireland on five of the six statutory performance indicators. In addition, the Council still has the lowest proportion of backlog applications over 12 months old and read in their entirety, the

statistics suggest that, through the hard efforts of all the staff in the Planning Section and the decisions taken by the Committee itself, the Council continues to be one of the top performing Local Planning Authorities in Northern Ireland.

During what has been a most difficult year due to the pressures experienced by the Planning Section as a result of COVID-19 the staff have risen to the challenges faced and continued to perform excellently.

Members should note that the Planning Section has already begun to make strong inroads in reducing the enhanced live caseload of both applications and enforcement cases that built up over the last year as a result of the impact of coronavirus. This work will help ensure that the Council's overall performance in recent years is maintained in the long term and that the Planning Section continues to play a strong role in promoting economic recovery to the benefit of our Borough's residents and businesses.

RECOMMENDATION: that the report be noted.

Prepared by: John Linden, Head of Planning

Approved by: Majella McAlister, Deputy Chief Executive of Economic Growth