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| Planning Committee Report LA01/2018/0109/F | 26th June 2019 |
| PLANNING COMMITTEE | |

| Linkage to Council Strategy (2015-19) | |
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| Strategic Theme | Protecting and Enhancing our Environment and Assets |
| Outcome | Pro-active decision making which protects the natural features, characteristics and integrity of the Borough |
| Lead Officer | Development Management & Enforcement Manager |
| Cost: (If applicable) | N/A |

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| <u>No:</u> LA01/2018/0109/F | <u>Ward:</u> ATLANTIC |
| <u>App Type:</u> Full Planning | |
| <u>Address:</u> Land adjacent to and West of Hilltop Holiday Park, 60 Loguestown Road, Portrush. | |
| <u>Proposal:</u> Proposed extension of existing caravan park to accommodate new static caravan pitches with associated access and landscaping | |
| <u>Con Area:</u> N/A | <u>Valid Date:</u> 30.01.2018 |
| <u>Listed Building Grade:</u> N/A | |
| Agent: Mr David Dalzell | |
| Applicant: Blair's Caravans Ltd | |
| Objections: 2 | Petitions of Objection: 0 |
| Support: 0 | Petitions of Support: 0 |

1 Recommendation

- 1.1 That the Committee has taken into consideration and agrees with the reasons for the recommendation set out in section 9 and the policies and guidance in sections 7 and 8 and resolves to **APPROVE** planning permission subject to the conditions set out in section 10.

2 SITE LOCATION & DESCRIPTION

- 2.1 The site is located at Land adjacent to and West of Hilltop, Holiday Park, 60 Loguestown Road, Portrush. The site is located approximately 1km southwest of Portrush and consists of an agricultural field. Access to the site will be from the existing holiday park entrance on Glenmanus Road and through the existing holiday park road network. Agricultural lands lie to the north and west of the site. To the east, the site is bounded by the existing holiday park. To the south is the existing Carnalridge Farm complex.
- 2.2 A watercourse known as Glenmanus Branch Extension Drain flows from the south to the north along the eastern boundary of the site. The source of the watercourse is approximately 2km to the south-east. The watercourse appears to flow mostly through agricultural land and discharges to the sea via West Strand. The area is predominately rural and is characterised mostly by agricultural land. There are a number of dwellings, agricultural buildings and commercial buildings clustered around the junction of Loguestown Road and Glenmanus Road.
- 2.3 The site is outside the settlement development limit of Portrush as defined in the Northern Area Plan 2016.

3 RELEVANT HISTORY

C/2004/1040/F- Hilltop Caravan Park, Portrush- Caravan Maintenance Building/Store- Approval: 10.01.2005.

C/2008/0564/F- Hilltop Holiday Park, 60 Loguestown Road, Portrush- Replacement office building, cafe and shop to serve caravan park- Approval: 15.12.2009.

C/2009/0379/F- Blairs Enterprises, Hilltop Caravan Park, 60 Loguestown Road, Portrush- Retrospective application for gas storage, sales and distribution- Granted: 03.08.2010.

C/2014/0400/F- Hilltop Caravan Park, 60 Loguestown Road, Portrush, Co. Antrim, BT56 8PD- Amenity building to serve existing holiday park- Approval: 29.12.2014.

LA01/2017/1298/PAN- Land adjacent to and West of Hilltop Holiday Park, 60 Loguestown Road, Portrush- Proposed extension of existing caravan park to accommodate new static caravan pitches with associated access and landscaping- PAN acceptable: 12.10.2017.

4 THE APPLICATION

- 4.1 The scheme is for full permission to consist of all works associated with the construction of a proposed extension of existing caravan park at land adjacent to the west of Hilltop Holiday Park, 60 Loguestown Road, to accommodate new static caravan pitches with associated access and landscaping.
- 4.2 61 new caravan pitches has been proposed on site, with planting located throughout the site consisting of: oak; scot's pine; mown grass; meadow grass; shrub planting and woodland edge tree planting. Existing hedgerows will be retained on site and existing stone pillars and stone walling. New boundary 2.5m high Ixos steel mesh fencing has been proposed to the north, south and west of the site.

Design & Access Statement

- 4.3 A Design & Access Statement is required under Article 6 of the Planning (General Development Procedure) Order (NI) 2015 as the application is considered to be a major application.
- 4.4 The design and access statement provides details of the design principles and concepts that have been applied to the development and how issues relating to access to the development have been dealt with.

- 4.5 The report date received on 31st January 2018 demonstrates that the applicant undertook detailed consideration of the proposal in terms of the design principles and concepts in relation to the location of the caravan pitches, the proposed design and the impact on the character of the immediate context. Proposed landscaping, layout and servicing were also key considerations.

ENVIRONMENTAL IMPACT ASSESSMENT

- 4.6 This proposal was subject to an environmental impact assessment screening as highlighted by, The Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017.
- 4.7 The application was considered to fall within Schedule 2: Category 12(e) of the Regulations- Permanent camp sites and caravan sites which states that the threshold is when the area of the development exceeds 1 hectare. The area exceeds 1 hectare and the site is 4.15 hectares.
- 4.8 Having considered the Regulations and the guidance set out in DCAN 10, the development proposal would not have any likely impacts of such a significance to warrant an environmental statement.

5 PUBLICITY & CONSULTATIONS

External

- 5.1 **Neighbours:** 2 letters of objection was received in reference to this application which raised the following points of concern:
- a) One objection appears to reference another caravan park subject to a current application between 55 Loguestown Road and Atlantic Road, Portrush (LA01/2017/0905/F).
 - b) There is no need for the expansion of caravan parks in the immediate context.
 - c) There is too much tourism accommodation in the area.

- d) The proposed development will adversely affect traffic along the Loguestown Road, especially coming from the main road to the Glenmanus junction.

Internal

5.2 **Historic Environment Division:** Has no objections.

NIEA: Has no objections subject to conditions

DFI Roads: Has no objections subject to informatives

NI Water – Has no objection subject to conditions and informatives.

Environmental Health – Has no objections subject to informatives.

DFI Rivers Agency- Has no objection subject to informatives.

Tourism NI- Has no objections.

Shared Environmental Service- Has no objections subject to conditions.

Proposal of Application Notice

5.3 The proposal falls within the Major category of development and as such the applicant entered into pre application community consultation including the submission of a Proposal of Application Notice (PAN) under application LA01/2017/1298/PAN). The applicant organised and facilitated a public event, with appropriate community notification and advertisement. The applicant submitted a pre-application community consultation report with the application and there were no written public comments from members of the public in reference to the proposed development.

5.4 The applicant advertised a pre-application public information event for the application by placing an advertisement in the Coleraine Chronicle which was published on 10th October 2017. The applicant also delivered letters to neighbouring residential addresses on 4th October 2017. The consultation event took place on 19th October 2017 at the Magheraboy House Hotel, 41 Magheraboy Road, Portrush. The event was held between 3pm and 8pm and was hosted by the applicant and the agent. Six people attended the event and four signed

the attendance sheet. One attendee was a Councillor who did not express any opinion on the scheme. 3 attendees were members of the public and were Portrush residents. Attendees were invited to complete questionnaires or forward the questionnaires to the applicant by 2nd November 2017. The applicant indicated that there were no completed questionnaires received and there appears to be no major concerns indicated from the residents.

- 5.5 The applicant indicated that verbal feedback from members of the public attending the event was positive. The only area of concern raised was the possible use of the existing laneway for access to the site. The agent clarified that the access to the proposed site would be through the existing holiday park, and the laneway would be used for the purposes of the development. The applicant indicated that they would welcome any further comments from the surrounding community in relation to the proposed development.
- 5.6 Results from the PAN are highlighted under the pre-application community consultation report dated 30th January 2018. It contains a copy of the newspaper advertisement, questionnaire, indicative site layout and supporting information.

Community Consultation Report

- 5.7 The community consultation report (CCR) was submitted as part of the planning application, received on 30th January 2018 which is more than 12 weeks after the Proposal of Application Notice was received, as required by the legislation.
- 5.8 It contains a copy of the methods of consultation carried out comments and feedback from the consultation exercise in the local context. The report demonstrates that consultation was implemented as agreed in the Proposal of Application Notice.

6 MATERIAL CONSIDERATIONS

- 6.1 Section 45(1) of the Planning Act (Northern Ireland) 2011 requires that all applications must have regard to the local development plan, so far as material to the application, and all other material considerations. Section 6(4) states that in making

any determination where 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.

6.2 The development plan is:

- Northern Area Plan 2016

6.3 The Regional Development Strategy (RDS) is a material consideration.

6.4 The Strategic Planning Policy Statement for Northern Ireland (SPPS) is a material consideration. As set out in the SPPS, until such times as a new local plan strategy is adopted, councils will apply specified retained operational policies.

6.5 Due weight should be given to the relevant policies in the development plan.

6.6 All material considerations and any policy conflicts are identified in the “Considerations and Assessment” section of the report.

7 RELEVANT POLICIES & GUIDANCE

Northern Area Plan 2016

Strategic Planning Policy Statement (SPPS) 2015

Regional Development Strategy (RDS)

Planning Policy Statement 2 (PPS 2) Natural Heritage

Planning Policy Statement 3 (PPS3): Access Movement and Parking

Planning Policy Statement 6 (PPS 6): Planning Archaeology and the Built Heritage

Revised Planning Policy Statement 15 (PPS 15): Planning and Flood Risk

Planning Policy Statement 16 (PPS 16): Tourism

Planning Policy Statement 21 (PPS 21): Sustainable Development in the Countryside

8 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to the principle of the development (PPS 16/SPPS); traffic/road issues; impact on visual amenity and the immediate context; flooding and land drainage; compatibility of development with adjacent land uses; Impact on designated sites; and other matters.

Planning Policy

- 8.2 The RDS promotes a sustainable approach to the provision of tourism infrastructure. The principle of development proposed must be considered having regard to the Northern Area Plan (NAP), the SPPS, and relevant Planning Policy Statements specified above.
- 8.3 NAP 2016 does not have any specific policy on Tourism, however, it states on page 17 that “Tourism related development consistent with the principles of sustainable development and the protection of the Northern Plan Area’s finest landscapes will be provided in line with regional planning policies”.
- 8.4 Paragraph 6.255 states that the aim of the SPPS in relation to tourism development is to manage the provision of sustainable and high quality tourism developments in appropriate locations within the built and natural environment.
- 8.5 The SPPS also states that for acceptable tourist development in the countryside a new or extended holiday park that must be a high quality and sustainable form of tourism development. It continues under paragraph 6.265 that a positive approach should be adopted in determining applications for tourism development so long as proposals are sustainable, are in accordance with the LDP, and will result in high quality forms of development. Important considerations will include whether the nature, scale and design of the specific proposal is appropriate to the site context. Paragraph 6.266 states that applications for

tourism development will also be assessed in accordance with normal planning criteria such as access arrangements, design, environmental and amenity impacts so as to ensure high quality, safe and otherwise satisfactory forms of development.

Principle of development

- 8.6 In land use terms, the existing land is considered as agricultural land. Paragraph 6.260 of the SPPS states that other acceptable tourist development in the countryside may include a new or extended holiday park that must be a high quality and sustainable form of tourism development. The concept of extending the existing Blair's Holiday Park at this location within the countryside is considered acceptable.

Tourism

- 8.7 This proposal is for an extension of an existing tourist facility in the countryside. Policy CTY 1 of PPS 21 Sustainable Development in the Countryside directs that planning permission will be granted for tourism development in accordance with the TOU policies of the Planning Strategy for Rural Northern Ireland. These TOU policies have been superseded by PPS 16. Therefore, PPS 16 provides the main policy basis to assess the proposal. The most relevant policy in PPS 16 is TSM 6 New and Extended Holiday Parks in the Countryside. Also relevant is TSM 7 Criteria for Tourism Development. TSM 6 recognises that holiday parks are important for the domestic tourism market in terms of the volume of rural tourism bed spaces they provide, and the economic benefits that flow from this scale of tourism activity.
- 8.8 Policy TSM 6 states that planning permission will be granted for a new holiday park or an extension to an existing facility where it is demonstrated that the proposal will create a high quality and sustainable form of tourism development.
- 8.9 The location, siting, size, design, layout and landscaping of the holiday park proposal must be based on an overall design concept that respects the surrounding landscape, rural character and site context. This proposal is within an existing agricultural field which will be replaced with a landscaped environment of a proposed caravan park, which will be

appropriate in the immediate context. The surrounding landscape, rural character and site context have been respected. Long distance views from the Roselick Road and Dhu Varren Village demonstrate that the scheme will not have a negative impact on the immediate context due to existing site conditions and the topography of the existing land on site.

- 8.10 Proposals for holiday park development must be accompanied by a layout and landscaping plan, which has been provided in this instance. TSM 6 of PPS 16 requires that all proposals must meet a set list of criteria (a-g). Criterion (a) requires that the site is located in an area that has the capacity to absorb the holiday park development, without adverse impact on visual amenity and rural character while criterion (b) requires effective integration into the landscape must be secured primarily through the utilisation of existing natural or built features. Where appropriate, planted areas or discrete groups of trees will be required along site boundaries in order to soften the visual impact of the development and assist its integration with the surrounding area. Though a new 2.5m high fencing is proposed to the north, west and southern boundaries of the site due to the long range views, the topography and the existing and proposed landscaping it will visually integrate into the surrounding context and is deemed to be acceptable.
- 8.11 The site is located in a location which can absorb the holiday park development and the site layout demonstrates an acceptable layout which will visually integrate into the surrounding context. The level of planting and vegetation proposed, combined with the subtle layout will ensure the proposal will have no adverse impact on the immediate context. There is a difference in ground levels on site running east to west of approximately 6-7m. The majority of the caravan pitches will be located to the eastern section of the site at a lower ground level and the pitches located at the western section of the site will be well screened by proposed planting. The scheme makes use of the natural land levels on site and provides appropriate planting which softens the visual impact of the development which will assist it to visual integrate into the surrounding context. The scheme complies with criteria a-b of TSM 6.

- 8.12 Criterion (c) of TSM 6 requires adequate provision (normally around 15% of the site area) is made for communal open space (including play and recreation areas and landscaped areas), as an integral part of the development. Approximately 19% of the site 0.70 Hectares is made up of communal open space. This figure includes the landscaped areas to the north of the site and the amenity space areas created at the centre of the site. Therefore, there is appropriate land within the development for communal open space, designed as an integral part of the development.
- 8.13 Criteria (d) and (e) of TSM 6 seek the layout of caravan pitches/motor homes is informal and characterised by discrete groupings or clusters of units separated through the use of appropriate soft landscaping; and the design of the development, including the design and scale of ancillary buildings and the design of other elements including internal roads, paths, car parking areas, walls and fences, is appropriate for the site and the locality, respecting the best local traditions of form, materials and detailing.
- 8.14 The proposal has an informal layout as opposed to the more traditional 'regimented' rows of caravans associated with long standing caravan parks. The site is divided into 7 'clusters' with open space and landscaping between these. There are no proposed ancillary buildings on site. The form, layout and materials of all paths/walkways and internal roads are acceptable. The proposal includes additional landscaping to the north in the form of meadow grass and a large amount of planting proposed along the western boundary to augment and support any existing vegetation, and having regard to the existing visual impact of the site, the scheme is considered to comply with these policy tests.
- 8.15 Mains water supply and sewerage services are to be utilised as identified on the P1 form and the proposal is compliant with criterion (g).
- 8.16 Having regard to the Policy TSM 6 and TSM 7, it is considered that this proposal is consistent with these policy tests.

- 8.17 Having regard to the SPPS, these policies dealing with new or extended holiday parks in the countryside do not conflict with the retained policies within existing planning policy documents. Consequently, as set out under the considerations of the Northern Area Plan and PPS 16: Tourism, the proposal is consistent with the SPPS. This proposal is consistent with the policy criteria as stated in TSM 6 and Appendix 4 and those applicable criteria in TSM7 of PPS 16. The proposal is also consistent with the SPPS.

Traffic/road issues

- 8.18 The proposal is located adjacent to a section of the existing cycle network. There is no public transport along Loguestown Road, and the nearest train and bus stations are located within Portrush. The surface water drainage is acceptable as confirmed by Rivers Agency. The proposal has two vehicle accesses and pedestrian accesses and is designed in accordance with Appendix 4 of PPS 16. The proposed development is designed to deter crime and promotes personal safety with all caravans orientated around two 'central amenity cores'. No public art has been proposed as part of the scheme.
- 8.19 DFI Roads was consulted in reference to the scheme and in the most recent consultation response dated 6th March 2019, stated that they had no objections to the proposed development subject to informatives. DFI Roads has raised no concerns regarding car parking, access arrangements or pedestrian movements in and out of the site. The proposed scheme is therefore considered to be in compliance with the policy provisions as outlined in PPS3.

Impact on Amenity

- 8.20 Paragraph 3.8 of the SPPS sets out the guiding principle for planning authorities in determining planning applications. It states that sustainable development should be permitted, having regard to the development plan and all other material considerations, unless the proposed development will cause demonstrable harm to interests of acknowledged importance. Criterion (h) of TSM 7 also refers to the consideration of harm on the amenities of nearby residents.

8.21 Environmental Health has been consulted as the competent authority on the impact of noise and odour issues and raises no objection. Given the separation distances and the fact that the closest residential property is located approximately 150m away at No. 54 Loguestown Road and the existing and further planting proposed on the perimeter of the site, these mitigating measures would result in limited impact on amenity. No general concerns have been raised in consultation with Environmental Health on the above matters. Having regard to the proposed use as a caravan park and all other material considerations, including the nature and future users of the proposal, it is considered that the proposal will not cause demonstrable harm to the amenity of nearby residents, to include any potential smell or odour concerns.

Flooding and land drainage

8.22 A Flood Risk Assessment and drainage assessment was received on 30th January 2018 due to part of the site located within the Q100 flood plain. The flood plain extends down the watercourse to the eastern boundary of the site and to a large section of lower land to the north.

8.23 Policy FLD 1 of PPS 15 is applicable. A flood risk assessment was submitted and consultation was carried out with DFI Rivers Agency. The layout of the site indicates an informal open space layout located within the Flood zone area. Exception (F) of FLD 1 is applicable. The policy allows for the provision of areas of amenity open spaces on that basis that such areas are not generally occupied and are unlikely to incur damage as a result of flood inundation. The location of the informal open space meets with the exceptional test and accords with planning policy.

8.24 In terms of FLD 4 policy permits the culverting for short distances to provide access to a development. The 4 new access points being built over the watercourse and are compliant with this policy. Policy FLD 4 Artificial Modification of Watercourses of PPS 15.

Compatibility of development with adjacent land uses

- 8.25 Criterion (g) of TSM 7 states that any proposal needs to be compatible with surrounding land uses and neither the use or built form will detract from the landscape quality and character of the surrounding area. The surrounding land uses are the existing holiday park, residential properties and agricultural land. No amenity concerns have been raised. The proposed development is compatible with surrounding land uses.

Archaeology

- 8.26 Historic Environment Division- Historic Monuments Unit was consulted as the competent authority on archaeological matters and raises no archaeological objection in relation to the development. The scheme complies with the policy provisions within PPS6 regarding archaeology.

HABITAT REGULATIONS ASSESSMENT

- 8.27 The application was considered in light of the assessment requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended) by Shared Environmental Service on behalf of Causeway Coast and Glens Borough Planning Authority.
- 8.28 Having considered the nature, scale, timing, duration and location of the project Shared Environmental Services concluded that subject to the imposition of a condition requiring details of suitable mitigation, the proposal would not have an adverse effect on the site integrity of any European site.

Other matters

- 8.29 The concerns raised by first objection letter from the objector, cited concerns regarding a different caravan site located at lands between 55 Logestown Road and Atlantic Road, Portrush, under application reference (LA01/2017/0905/F). Therefore, as the first objection appears to relate to a different site, not much weight was attributed to the concerns raised within the first objection dated 28th May 2019.

8.30 The second letter of objection from the same objector dated 6th June 2019, states that there was no need for the expansion of caravan parks in the immediate context and that there is too much tourism accommodation in the area. This is not a policy test under TSM 6.

8.31 The objector also highlighted traffic and roads matters along the Loguestown Road and at the Glenmanus junction. DFI Roads has not indicated any traffic, parking or access matters as a result of the proposed development. Therefore, the expansion of the caravan park will not have a significant impact in terms of traffic and roads related concerns.

9 CONCLUSION

9.1 The proposed development is considered acceptable in this location having regard to the NAP 2016 and other material considerations, including the SPPS. The proposal has been considered against the policy tests set out for tourism development in the countryside. The proposal will create a high quality and sustainable form of tourism development. Approval is recommended.

CONDITIONS

10.1 Regulatory Conditions:

1. As required by Section 61 of the Planning Act (Northern Ireland) 2011, the development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: Time Limit.

2. The development hereby approved shall be used for holiday accommodation only and shall not be used for permanent accommodation.

Reason: The site is located outside of any settlement limit where planning policy restricts development and this consent is hereby granted solely because of its proposed holiday use.

3. If during the development works, new contamination or risk is encountered which has not previously been identified, works should cease and the Council shall be notified immediately. This new contamination shall be fully investigated in accordance with the Model Procedures for the Management of Land Contamination (CLR11). In the event of unacceptable risks being identified, a remediation strategy shall be agreed with the Council in writing, and subsequently implemented and verified to its satisfaction.

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

4. A final Construction Environmental Management Plan and finalised layout design including a site drainage plan to the Council for agreement prior to works commencing. This should reflect and detail all the mitigation, and avoidance measures to be employed as outlined in the Construction Environmental Management Plan (Dated June 2018) and all additional submitted information.

Reason: To ensure implementation of pollution mitigation measures in order to prevent likely significant effects on Skerries and Causeway Special Area of Conservation (SAC).

5. The Construction and Environmental Management Plan (CEMP June 2018) shall be implemented in accordance with the approved details, and all works on site shall conform to the approved CEMP, unless otherwise agreed in writing by the Council.

Reason: To ensure implementation of pollution mitigation measures in order to prevent likely significant effects on Skerries and Causeway Special Area of Conservation (SAC).

6. The scheme of planting, hereby approved shall be carried out in accordance with drawing No. 02A dated 31st May 2019 during the first available planting season after the commencement of development. Trees or shrubs dying,

removed or becoming seriously damaged within five years of being planted shall be replaced in the next planting season with others of a similar size and species unless the Council gives written consent to any variation.

Reason: To ensure the provision, establishment and maintenance of a high standard of landscape in the interests of visual amenity and protection of wildlife.

7. The existing natural screenings of the site, as indicated on Drawing No. 02A date stamped 31st May 2019 shall be retained unless necessary to prevent danger to the public in which case a full explanation along with a scheme for compensatory planting shall be submitted to and agreed in writing with the Council, prior to removal.

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

8. All construction activity and materials (including spoil) shall be confined within site boundaries and the hydrological links from the watercourse to the designated Skerries and Causeway SAC and West Strand ASSI shall not be disturbed in any way without written consent from the Council, in consultation with the Northern Ireland Environment Agency.

Reason: To protect the integrity of the Skerries and Causeway SAC and West Stand ASSI.

Informatives

1. This approval does not dispense with the necessity of obtaining the permission of the owners of adjacent sites for the removal of or building on the party wall or boundary whether or not defined.
2. This permission does not confer title. It is the responsibility of the developer to ensure that he controls all the lands necessary to carry out the proposed development.
3. This determination relates to planning control only and does not cover any consent or approval which may be necessary to authorise the development under other prevailing legislation as may be administered by the Council or other statutory authority.
4. You should refer to any other general advice and guidance provided by consultees in the process of this planning application by reviewing all responses on the Planning Portal at <http://epicpublic.planningni.gov.uk/publicaccess/>.

Site Location



