

Title of Report:	Planning Committee Report – LA01/2021/1217/O
Committee Report Submitted To:	Planning Committee
Date of Meeting:	24th August 2022
For Decision or For Information	For Decision – Major Application

Linkage to Council Strategy (2021-25)	
Strategic Theme	Cohesive Leadership
Outcome	Council has agreed policies and procedures and decision making is consistent with them
Lead Officer	Development Management and Enforcement Manager

Budgetary Considerations	
Cost of Proposal	Nil
Included in Current Year Estimates	N/A
Capital/Revenue	N/A
Code	N/A
Staffing Costs	N/A

Screening Requirements	Required for new or revised Policies, Plans, Strategies or Service Delivery Proposals.		
Section 75 Screening	Screening Completed:	N/A	Date:
	EQIA Required and Completed:	N/A	Date:

Rural Needs Assessment (RNA)	Screening Completed	N/A	Date:
	RNA Required and Completed:	N/A	Date:
Data Protection Impact Assessment (DPIA)	Screening Completed:	N/A	Date:
	DPIA Required and Completed:	N/A	Date:

No: LA01/2021/1217/O **Ward:** Mountsandel

App Type: Outline

Address: The Showgrounds, 64 Ballycastle Road, Coleraine.

Proposal: Redevelopment of the Showgrounds to include demolitions of existing stands/buildings, refurbishment/extension to the existing Jack Doherty Stand and provision of new replacement seated stands (achieving 6000-8000 total capacity) accommodating replacement club house, team changing facilities, commercial space and adjustments to existing main pitch. Provision of new community changing hub/changing facilities with associated 3G training pitch. Improved road accesses, car parking/circulation, hard and soft landscaping.

Con Area: N/A **Valid Date:** 07.10.2021

Listed Building Grade: N/A

Agent: GM Design Associates Ltd, 22 Lodge Road, Coleraine BT521NB

Applicant: Coleraine Football Club, the Showgrounds, 64 Ballycastle Road, Coleraine.

Executive Summary

- This proposal is acceptable at this location having regard to the Northern Area Plan 2016 and all other material considerations.
- The site is located within the settlement development limit of Coleraine and involves the redevelopment and enhancement of an existing sports facility.
- The proposal is sited on lands zoned as a Major Area of Existing Open Space within the Northern Area Plan 2016. The site is bounded to the south and east by an Existing Area of Economic Development.
- The proposal will preserve, and enhance, the existing levels of open space at this location and provide quality sporting facilities which are accessible to the local and wider community.
- One letter of objection was received.
- There will be no significant adverse impact on the natural environment, residential amenity, or drainage system as a result of the proposed development.

Drawings and additional information are available to view on the Planning Portal- <http://epicpublic.planningni.gov.uk/publicaccess/>

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 **Grant** Outline planning permission subject to the conditions set out in section 10.

2 SITE LOCATION & DESCRIPTION

- 2.1 The application site is located at lands at 64 Ballycastle Road, Coleraine. The application site is accessed via the Ballycastle Road. Currently the application site comprises a football pitch with associated terraces, clubhouse, toilets and stand, and a training pitch.
- 2.2 The site is enclosed with walls and palisade fencing. The topography of the site is relatively flat with little discernible gradient.
- 2.3 The application site is located within the settlement limit of Coleraine Town as defined in the Northern Area Plan 2016. The application site is located on lands identified as existing open space within the Northern Area Plan 2016. The surrounding land use in the area includes a mix of land uses with an existing Area of Economic Development to the immediate south and east of the site, with Residential development located opposite the site on the Ballycastle Road. The site is accessed via the Ballycastle Road. The site is within close proximity to the NI Railways Station and Bus Station.

3 RELEVANT HISTORY

- 3.1 C/2008/0460/F- The Showgrounds, Ballycastle Road, Coleraine. Proposed replacement of existing 8 no 18m high floodlighting poles and 64 floodlights with 4 no 24m high floodlighting poles and

96 floodlights (800 lux illumination). Permission Granted.
2.09.2008

C/2008/0815/F- The Showgrounds, Ballycastle Road, Coleraine.
Proposed amendment to planning permission C/2008/0460/F to re-locate proposed new floodlighting poles and increase height of floodlighting poles to 32m. Permission Granted.11.12.2008

C/2011/0237/F- Coleraine Football Club Ltd, Ballycastle Road, Coleraine, BT52 2DY. Proposed closing off part of covered viewing area to form a pool room extension to members bar. Permission Granted. 24.06.2011

LA01/2021/0842/PAN. The Showgrounds, 64 Ballycastle Road, Coleraine. Redevelopment of The Showgrounds to include demolitions of existing stands/buildings, refurbishment/extensions to the existing Jack Doherty Stand and provision of new replacement seated stands (achieving 6000-8000 total capacity) accommodating replacement club house, team changing facilities and commercial space. Provision of new community hub/changing facilities with associated 3G pitch. Improved road accesses, car parking/circulation, hard and soft landscaping. Proposal of application notice is acceptable.

4 THE APPLICATION

- 4.1 The proposal seeks Outline Permission for 'Redevelopment of the Showgrounds to include demolitions of existing stands/buildings, refurbishment/extension to the existing Jack Doherty Stand and provision of new replacement seated stands (achieving 6000-8000 total capacity) accommodating replacement club house, team changing facilities, commercial space and adjustments to existing main pitch. Provision of new community changing hub/changing facilities with associated 3G training pitch. Improved road accesses, car parking/circulation, hard and soft landscaping'.

Design & Access Statement

- 4.2 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.

- 4.3 The Design & 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 considered
- 4.4 The statement 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 proposed pitches, location of proposed buildings/ facilities and provision of additional landscaping and the impact on the character of the immediate area.

Proposal of Application Notice

- 4.5 As this proposal is categorised as major development, it must comply with the Proposal of Application Notice and carry out community consultation at least 12 weeks prior to the submission of the application.
- 4.6 A Proposal of Application Notice was submitted on 5th July 2021 under LA01/2021/0842/PAN. The applicant advised that they intended to undertake the following forms of consultation:
- Newspaper advertisements in the Coleraine Chronicle and Coleraine Times week commencing the 19th July 2021
 - Community consultation events held at the site on the 6th, 13th, 20th and 27th August 2021
 - Leaflet drop to local residents within a 200m radius of the site.
 - Making materials available upon request.
 - A website presenting visuals and plans of the proposals, confirming point of contact with the Club and Design Team.
 - Permanent exhibition at the site (2no. A1 display boards) at the Club shop from 9th July to 10th September 2021.
 - A copy of the PAN sent to 6 elected representatives on 2nd July 2021.

Community Consultation Report

- 4.7 The Community Consultation Report (CCR) was submitted as part of the planning application, received on 4th October 2021 which is more than 12 weeks after the Proposal of Application Notice was received, as required by the legislation.
- 4.8 The CCR contains a copy of the press advertisements, press release, content of website, copies of letters sent to elected representatives, copy of leaflet sent to residents and photos of the permanent display at the Club shop. The report demonstrates that consultation was carried out as suggested in the Proposal of Application Notice.
- 4.9 The Community Consultation Events were attended by 6 people. The applicant states that the numbers were lower than expected but due to this discussion were free flowing. A total of 6 responses were received via the development website. The display boards at the Club shop generated plenty of interest although only one questionnaire was completed.
- 4.10 The CCR demonstrates that adequate community consultation has taken place and the key issues of concern have been considered.

Environmental Impact Assessment

- 4.11 This proposal was considered against the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017 to determine if the development was EIA development which may require the submission of an Environmental Statement. The proposal was considered to fall within 10 (b) of Schedule 2 of the EIA Regulations as defined in the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017. It was determined that the application would not cause any likely significant effects that would require the submission on an Environmental Statement.

5 PUBLICITY & CONSULTATIONS

5.1 External

Community Consultation events were organised by the applicant in line with the Pre-Application Notification LA01/2021/0842/PAN.

During the processing of the application one (1) letter of objection was received.

The objector is an adjacent landowner that also owns and maintains the lane, which runs from Hillman's Way along the rear of the Showgrounds, to the south of the application site. The objector was unsure if the lane was planned to be incorporated into the scheme but states they would only grant use after being consulted and coming to a formal arrangement with the developers. At the point of writing there had been no such consultation.

In response to the objection the applicant amended the Conceptual Masterplan showing a wall preventing pedestrian or vehicular access to the site via the lane owned and maintained by the objector.

5.2 Internal

NIEA Water Management Unit: No objections subject to conditions.

NIEA Regulation Unit: No objections subject to conditions.

NIEA Natural Environment Division: No objections.

DFI Roads: No objections subject to conditions.

DFI Rivers: No objections subject to conditions.

Environmental Health: No objections subject to conditions.

NI Water: No objections subject to conditions

Historic Environment Division: No objections

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 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:
- The Northern Area Plan 2016 (NAP)
- 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 & Assessment” section of the report.

7 RELEVANT POLICIES & GUIDANCE

The Northern Area Plan 2016

The Strategic Planning Policy Statement (SPPS)

Planning Policy Statement 2 (PPS 2): Natural Heritage

Planning Policy Statement 3 (PPS 3): Access, Movement and Parking

Planning Policy Statement 8 (PPS8): Open Space, Sport and Outdoor Recreation

8 CONSIDERATIONS & ASSESSMENT

- 8.1** The main considerations in the determination of this application relate to the principle of development, PPS8, design, archaeological heritage, lighting, noise, traffic movement and parking, natural environment and biodiversity, drainage and water infrastructure and contamination.

Planning Policy

- 8.2** The proposal must be considered having regard to the NAP 2016, SPPS, and PPS policy documents specified above.

Principle of Development

- 8.3** The application site is within the defined settlement limit of Coleraine Town and is within a Major Area of Existing Open Space and is bounded on two side by an Existing Area of Economic Development.
- 8.4** The proposal aims to protect and enhance the use of the site. The principle of development has therefore been established.

PPS8

- 8.5** The SPPS defines an intensive sports facility as one which facilitates one or more activity fundamental to maintaining individual health and fitness. This may include stadia, sports halls, leisure centres, swimming pools and other indoor (and outdoor) sports facilities. They can also serve as a focus for the community. The SPPS outlines that intensive sporting facilities should be located in settlements to maximise the use of existing infrastructure. The application site is located within the settlement limit of Coleraine Town, satisfying this criterion of the policy.
- 8.6** The application is also being considered under the policies contained within PPS 8. Policy OS 4 'Intensive Sports Facilities'. The development of intensive sports facilities is only permitted with

in settlements. The policy sets out a number of criteria to be satisfied: impact on amenities of people living nearby by reason of siting, scale, extent, frequency or timing including noise or light pollution; impact on natural or built heritage; impact on townscape; accessibility and transport. These criteria are considered below.

Design

- 8.7 The applicant is seeking Outline permission to redevelop the existing sports ground. Proposed works include the demolition of existing stands/ buildings, refurbishment/ extension of Jack Doherty Stand, replacement seated stands, replacement clubhouse, team changing facilities, commercial space and adjustments to main pitch. The provision of new community hub, changing facilities, and associated 3G training pitch. Improved road access, car parking/ circulation, hard and soft landscaping.
- 8.8 The design and access statement indicate that the proposed refurbished Jack Doherty stand, with a replacement clubhouse facing toward Bushmills Road will be of a similar height, scale and massing as the existing stand and club house. Similarly, it is indicated that the new stands at the south, east and Railway ends and will be designed to integrate with the setting and scale of the neighbouring commercial buildings. It is stated they will generally be similar in height, mass and scale as the two storeys, pitched roof industrial building, located close to the southern boundary of the site.
- 8.9 At present a large rendered wall and advertising hoarding defines much of the northern boundary of the site with Bushmills Road. The Design and Access Statement includes 3D images of the proposal as viewed from Bushmills Road. The images and Conceptual Masterplan show a large open, hard and soft landscaped area to the front of the site providing car parking with extensive paved areas for pedestrians. Beyond the open area, largely parallel to the Bushmills Road, is a community hub which sits alongside the rear elevation of the Jack Doherty Stand and the clubhouse. Both the clubhouse and the rear elevation of the stand appear as one building as the vertical blue coloured cladding proposed to the upper floor of the stand seamlessly flows into the blue slatted vertical board to the front of the upper floor windows of the clubhouse.

- 8.10 The proposed development is located within an urban environment. The conceptual masterplan indicates that the scale, massing and appearance of proposed development will be comparable to the existing, and will be enclosed by development on 3 sides, as it is at present. Therefore in terms of the visual impact from the proposed development there is likely to be limited widespread views given the screening by existing buildings, with the most critical views likely to be from the residential development opposite the site on the Bushmills Road where there will be open views into the site. Considering the existing use of the site, the existing buildings and the proposed conceptual masterplan, it is considered that there will be no significant adverse visual impacts over the existing arrangement.

Archaeological Heritage

- 8.11 The site is within a consultation zone for an archaeological site and monument. Historic Environment Division has assessed the application and is content that the proposal is satisfactory to SPPS and PPS 6 archaeological policy requirements.

Lighting

- 8.12 Lighting is considered under both Policy OS 4 and Policy OS 7. Policy OS7 – The Floodlighting of Sports and Outdoor Recreational Facilities will only permit the development of floodlighting associated with sports and outdoor recreational facilities where all the following criteria are met:
- (i) there is no unacceptable impact on the amenities of people living nearby;
 - (ii) there is no adverse impact on the visual amenity or character of the locality; and
 - (iii) public safety is not prejudiced.
- 8.13 Due to the Outline nature of the application no details of proposed floodlighting have been submitted. It is noted that there are existing flood lights at the Showgrounds therefore the principle of floodlighting is acceptable subject to detailed lighting assessment to consider the potential new location and any increase in lighting

sources. At Reserved Matters stage proposed lighting will be fully assessed to ensure compliance with Policy OS7.

- 8.14 A full assessment of proposed lighting in regard to visual amenity or public safety will be conducted at Reserved Matters, in line with the requirements of Policy OS7 of PPS8.

Noise

- 8.15 During the consultation process Environmental Health stated “that there has been no supporting documentation submitted which would require EHO’s technical advice at this juncture”. EHO state there is a potential for surrounding amenity to be affected in terms of noise, vibration and dust during the construction phase and the possibility of adverse impact in terms of noise and light during the operational phase. The Planning Department is content that such issues can be controlled by way of Condition to be fully assessed at Reserved Matters stage to ensure compliance with relevant policy and legislation and that there will be no undue impact to amenity as a result of the development.

- 8.16 EHD are content with the principle due to the existing Showgrounds and the frequency of large events. However, due to the substantial upgrade of the facilities a noise assessment is required to be submitted with the detailed plans at Reserved Matters stage and include hours of operation and frequency of use of the stadia, training pitch, traffic, club house and community centre.

Odour

- 8.17 The proposed description of development and concept master plan details potential odour generating operations through the preparation and sale of food. To ensure there is no impact to the surrounding properties an odour assessment will be required at Reserved matters stage to assess any potential impact and mitigation measures to protect the amenity of surrounding uses.

Traffic, movement and parking

- 8.18 In terms of impact to residential amenity from the proposed access and parking, DfI Roads are content that the transport aspects of any future planning application shall be completed in line with the Transport Assessment and the related DfI Roads consultation

responses. The applicant amended the plans in response to the objection received, removing access to the private lane entirely. At this juncture, no issues of amenity in respect of the proposed access and car parking have been identified.

- 8.19 The application site is within the urban environment of Coleraine Town, which is well serviced by public transport. There is a bus depot and train station within 90m of the application site which would facilitate access to the facilities for the wider community/away supporters.
- 8.20 Primary vehicular access to the site is via the Bushmills Road. This will remain the case. The Transport Assessment modelled the maximum capacity of the existing stadia at 4536 people and the proposed capacity at 8000 to identify the number of additional trips. The TA identified all modes of transport such as park and ride, taxis, rail, bus/coaches and walking. NIR and Translink have agreed to work in partnership with Coleraine Football Club to agree a suite of suitable travel solutions for the mass transport of passengers for capacity events. The potential traffic from the park and ride provides scenarios and alternative routes other than the Ballycastle Road. The proposed traffic impacts on all roads within the network have been calculated within the TA and have found to be acceptable.
- 8.21 The proposal therefore complies with the policy requirements of the SPPS and PPS3, Policies AMP 2 in that it will not prejudice road safety.

Natural Environment/ Biodiversity

- 8.22 The application site is not located within any designated European or National designation, and there is no identified hydrological link to any designated site. Water Management Unit are of the opinion that, based on the information presented, impacts on the surface water environment generated by this proposal are unlikely to be significant subject to best practice and appropriate mitigation being applied during the construction, operation and decommissioning phases. Water Management Unit's comments are subject to the relevant environmental authorisations being granted and subject to the caveat contained under further guidance. To make a full assessment WMU require details of proposed sewerage and runoff

arrangements- this will be submitted and considered at Reserved Matters stage.

- 8.23 There are no landscape or natural features of any significance that will be affected by the proposal. The Planning Department consider that the proposed development will not have any adverse impact on any designated sites, priority habitats or protected or priority species and therefore meets with the policy requirements of the SPPS and PPS2 with respect to natural heritage.

Water Infrastructure and Drainage

- 8.24 The site is within an area of flood pondage and as such Rivers Agency were consulted on the proposal. As the development site exceeds 1 hectare a Drainage Assessment was submitted as per the provisions of Policy FLD3 of PPS15.
- 8.25 The Drainage Assessment confirms that there is no watercourse which immediately abuts or traverses the site. It draws the reader's attention to the consultation response in which NIW state that a Wastewater Impact Assessment is required.
- 8.26 The Drainage Assessment concludes that the proposal satisfies the requirements of FLD3 of PPS15. NIW are content to approve subject to Condition a WWIA is submitted and agreed at Reserved Matters. Rivers Agency require confirmation NIW are content to accept the discharge to the site. Confirmation of such will be available when a WWIA has been agreed at Reserved Matters. The Planning Department considers that there have been no issues identified in relation to drainage requirements of Policy FLD3 of PPS15 and is content that details of such are agreed at Reserved Matters.

Contamination

- 8.27 A Preliminary Risk Assessment was submitted with the application and consultation was carried out with Regulation Unit at NIEA. The report considered there to be a medium to high risk of contamination within the site potentially from surrounding landuses, the previous materials used to changes the levels on the site and the potential for asbestos to be present within the fabric of the stands and other structures.

8.28 An intrusive site investigation is required prior to any development commencing on site in order to determine the nature and quality of the soils beneath the site area and determine any risk to the development itself, the surrounding area and to any site staff / end users. The report submitted with the application also concluded that the application site poses potential risks to the water environment from underground fissures and recommend further targeted intrusive investigation to inform a Generic Quantitative Risk Assessment (GQRA). Regulation Unit have not been provided with sufficient information to advise the Planning Authority as to the environmental risks from this development and advise that a GQRA and supporting information be submitted for consideration. The additional survey work can be submitted at the Reserved Matters stage and any potential mitigation identified and conditioned prior to the commencement of works.

9 CONCLUSION

9.1 The proposal will ensure the preservation and enhancement of existing levels of open space within the settlement of Coleraine in line with the SPPS and PPS8. There are outstanding issues, most notably in relation to wastewater, however the Council is satisfied Conditions added to this approval will ensure compliance with relevant policies at Reserved Matters stage. It appears the proposal will provide quality facilities for the local community without any significant adverse impacts on the amenity of local residents, natural and built environment, or upon visual amenity and character of the area. The proposal complies with the policy requirements of the SPPS, PPS2, PPS3, PPS8, and PPS15. Approval is recommended.

10 Conditions

1. As required by Section 62 the Planning Act (Northern Ireland) 2011, application for approval of the reserved matters shall be made to the Planning Authority 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: Time Limit

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 the Planning Authority, in writing, before any development is commenced.

Reason: To enable the Planning Authority 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 the Council to consider in detail the proposed development of the site.

4. A scale plan and accurate site survey at 1:500 (minimum) shall be submitted as part of the reserved matters application showing the accesses to be constructed and other requirements in accordance with the attached form RS1.

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

5. Gates or security barriers at the accesses shall be located at a distance from the edge of the public road that will allow the largest expected vehicle to stop clear of the public road when the gates or barriers are closed.

REASON: To ensure waiting vehicles do not encroach onto the carriageway.

6. At Reserved Matters Stage parking and servicing arrangements shall be in accordance with the requirements of the Department's current published Parking Standards.

REASON: To ensure the provision of adequate parking facilities to meet the needs of the development and in the interests of road safety and the convenience of road users.

7. An adequate level and appropriately sized and located car parking spaces shall be provided and reserved for people with disabilities in accordance with the Department's published guidance.

REASON: To ensure the provision of adequate parking facilities to meet the needs of people with disabilities.

8. Full details of sewage treatment/disposal during both construction and operational phases shall be submitted at Reserved Matters stage and no development shall commence until an agreed foul sewage discharge solution has been approved by the Council in consultation with NI Water.

Reason: – To ensure a practical solution to sewage disposal from this site.

9. Full details of surface water discharge shall be submitted at Reserved Matters stage and no development shall commence until an agreed surface water discharge solution has been approved by the Council in consultation with NI Water.

Reason: – To ensure a practical solution to surface water discharge from this site.

10. The proposed commercial space shall operate as ancillary to the approved sporting and recreational use only. Any goods for sale shall be restricted to soccer merchandise and refreshments solely for the patrons of the approved Showgrounds.

Reason: To protect the function and role of Coleraine town centre.

11. The proposed commercial space, where for retail purposes, shall not exceed 200 square metres gross.

Reason: To protect the function and role of Coleraine town centre.

12. A Generic Quantitative Risk Assessment (GQRA) informed by an intrusive investigation shall be submitted as part of the Reserved matters.

Reason: To ensure that the development is suitable for use and that all risks to human health and environmental receptors are managed and to mitigate against the environmental effects of the proposal.

13. Details of all hard and soft landscaping shall be provided at Reserved Matters stage. All soft planting shall be native species.

Reason: To provide a quality environment.

14. Details of proposed flood lighting and an assessment of the impact on surrounding properties and traffic shall be provided at Reserved Matters stage.

Reason: To protect residential amenity, character and public safety.

15. A noise impact assessment including proposed hours of use shall be submitted as part of the Reserved Matters. Agreed noise attenuation measures shall be effective at all times during the operation of the development hereby approved.

Reason: To protect residential amenity.

16. An odour assessment shall be submitted at Reserved Matters. Agreed odour attenuation measures shall be effective at all times during the operation of the development hereby approved.

Reason: To protect residential amenity.

17. The transport aspects, including an Events Management Plan, shall be submitted at Reserved Matters stage in line with the Transport Assessment, Response to Roads (TA) comments document and the related DfL Roads consultation responses. The agreed transport aspect measures shall be effective at all times during the operation of the development hereby approved.

Site Plan

