

Planning Committee Report LA01/2018/1412/F	23rd October 2019
PLANNING COMMITTEE	

Linkage to Council Strategy (2015-19)	
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

<u>No:</u>	LA01/2018/1412/F	<u>Ward:</u>	Mountsandel
<u>App Type:</u>	Full		
<u>Address:</u>	Causeway Coast Vineyard Church, 10 Hillmans Way, Coleraine, BT52 2ED		
<u>Proposal:</u>	Use of existing church premises to facilitate conferencing and other community related events on an occasional basis. Primary use of building to remain as a church.		
<u>Con Area:</u>	N/A	<u>Valid Date:</u>	06.11.2018
<u>Listed Building Grade:</u>	N/A		
<u>Agent:</u>	Donaldson Planning Ltd, 50a High Street, Holywood, BT18 9AE		
<u>Applicant:</u>	Causeway Coast Vineyard, 10 Hillmans Way, Coleraine, BT52 2ED		
<u>Objections:</u>	5	<u>Petitions of Objection:</u>	0
<u>Support:</u>	0	<u>Petitions of Support:</u>	0

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 Coleraine Settlement Limit and an Existing Area of Economic Development within the Northern Area Plan 2016.
- There has been five objections received to this application. No statutory consultee has raised any concerns with the proposal.
- The proposal relates to the use of existing facilities for conferencing and community events. The existing building was approved as a church on 9th March 2011 under application C/2010/0285/F.
- Any increase in vehicle movements to and from the premises will be acceptable given the low number of events with large vehicular movements.

Drawings and additional information are available to view on the Planning Portal- www.planningni.gov.uk

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** full planning permission subject to the condition set out in section 10.

2 SITE LOCATION & DESCRIPTION

- 2.1 The site is located at Causeway Coast Vineyard Church, 10 Hillmans Way, Coleraine.
- 2.2 The site is comprised of an existing church building.
- 2.3 Adjoining the site is an extension to the existing church building, Vineyard Compassion which is a charity with ties to the church. Outbuildings are located to the south and west of the site which are within the ownership of the Church. To the east, the site is bounded by a two metre high post wire fence and grassed area. A large area of hardstanding is located to the northwest through northeast of the site which is used for car parking. Access is via an existing access to the northwest which connects to Hillmans Way.
- 2.4 The site is located within the Coleraine settlement development limit as designated within the Northern Area Plan 2016. The site is also located within an Existing Area of Economic Development identified within the Northern Area Plan 2016. The surrounding area comprises a range of economic and industrial uses with a range of businesses located within the immediate area. The area also includes buildings associated with the church and Vineyard Passion which operates on the site.

3 RELEVANT HISTORY

C/2010/0285/F - Former Aiken's Timber Factory at Hillman's Way, Ballycastle Road, Coleraine - Proposed change of use from existing industrial building to form a new church, including car parking and

associated site works – Granted – 09/03/2011

C/2011/0358/F - Former Aikens Timber Factory at Hillmans Way, Ballycastle Road, Coleraine, BT52 2ED - Church building - To facilitate design and structural changes to church development, previously approved under C/2010/0285/F – Granted – 23/11/2011

LA01/2016/0805/F - 10 Hillmans Way, Ballycastle Road, Coleraine BT52 2ED - Provision of community facilities to carry out the charitable work of Vineyard Compassion, including office and staff accommodation. Proposed three storey annex to adjacent church building – Granted – 27/01/2017

LA01/2018/0796/PAN - Causeway Coast Vineyard Church, 10 Hillmans Way, Coleraine - Proposed use of existing church premises to facilitate conferencing and other community related events on an occasional basis. Primary use to remain as a church – Acceptable

LA01/2018/1413/F - Causeway Coast Vineyard Church, 10 Hillmans Way, Coleraine - Proposed use of land and buildings within vineyard premises for market/car boot sale (one Saturday per month) – Current Application

4 THE APPLICATION

- 4.1 The proposal is for the use of existing church premises to facilitate conferencing and other community related events on an occasional basis. Primary use of building to remain as a church.

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 is to provide 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.
- 4.4 The report demonstrates that the applicant undertook consideration of the proposal in terms of the design and access. No design changes are proposed as a part of the development and there will be no

change in the access. The existing car park will remain available to meet the needs of the facility and the existing building has been designed to comply with the needs of people with disabilities.

Proposal of Application Notice

- 4.5 As this application is a major application 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 2018 under LA01/2018/0796/PAN. The applicant advised that they intended to undertake the following forms of consultation:

Press notice of the public event in Coleraine Chronicle and Coleraine Times on week commencing 30th July 2018.

A leaflet drop to all premises on Hillmans Way shown on a submitted map and address list.

Notice was sent to DEA Local MPs, MLAs and Councillors, the Chief Executive of Causeway Coast and Glens Borough Council and DFI Roads.

- 4.7 The public event was held on 13th August 2018 at The Vineyard, 10 Hillmans Way, Coleraine, BT52 2ED.

Community Consultation Report

- 4.8 The Community Consultation Report (CCR) was submitted as part of the planning application, received on 6th November 2018 which is more than 12 weeks after the Proposal of Application Notice was received, as required by the legislation.
- 4.9 It contained the methods of consultation carried out and the comments and feedback from this exercise. The report demonstrates that consultation was carried out as agreed in the Proposal of Application Notice.
- 4.10 The event was advertised in Coleraine Times and Coleraine Chronicle on 26th July 2018, leaflets and/or emails were sent to all properties with c500 metres of the site, to north of the railway line and

information was emailed to local MP, MLAs and Councillors.

- 4.11 The consultation event took place on 13th Aug 2018 from 4pm – 8pm at the church. The content of the findings and report of the consultation exercise indicates that there were no issues or concerns raised that considered necessary to amend the proposal following the consultation exercise and that the proposal had attracted relatively little interest from neighbouring properties. The report states that the public display was attended by representatives from 5 local businesses in Hillman's Court and that comments were supportive of the proposal and that the matter of traffic using Hillmans Way was raised. It also states that letters were received from three local businesses who were not in attendance at the event who expressed concerns over increased traffic in Hillmans Way.
- 4.12 The CCR demonstrates that adequate community consultation has taken place and the key issues of concern have been considered.

5 PUBLICITY & CONSULTATIONS

5.1 External

Advertising: Advertised in the Coleraine Chronicle on the 28th Nov 2018.

Neighbours: No neighbours were notified on the application.

Five letters of objection were received on this application. The objections raised matters of concern in relation to:

- The expansion of activities of the church beyond the usage as a church which are inappropriate uses within an Industrial Estate.
- Increased competition for and impact on other ratepaying businesses, hotels etc. offering similar conferencing facilities.
- Increased traffic and impacts on other occupiers of the industrial estate by way of increased congestion, intensification of traffic on access and loss of trade.
- That the application cannot be considered in isolation and application LA01/2018/1413/F must feature in any decision taken on development on this site.

Internal

DAERA Drainage and Water: No Objections.

DAERA Land, Soil and Air: No Objections.

DFI Roads: No Objections.

Environmental Health: No Objections.

NI Water: 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 3 (PPS 3) – Access, Movement and Parking

Planning Policy Statement 4 (PPS 4) – Planning and Economic Development

A Planning Strategy for Rural Northern Ireland

8 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to the principle of development and traffic issues.

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 principle for an application of this nature is outlined in the Northern Area Plan 2016, A Planning Strategy for Rural Northern Ireland and the Strategic Planning Policy Statement. Although there is no specific policy in relation to community facilities, the Northern Area Plan 2016 recognises that education, health, community and cultural facilities often provide an essential and valuable service to local residents and can help to reinforce a sense of community. The Northern Area Plan 2016 also states that regional planning policies for community needs are currently set out in The Planning Strategy for Rural Northern Ireland. The purpose of Policy PSU 1 Community Needs is to allocate land to meet the anticipated needs of the community, in terms of health, education and other public facilities and it also recognises that changing circumstances determine the requirement of land to meet the needs of the Community. Although land is not being zoned for this purpose, it is recognised that there is a place for such operations and uses with settlements.

- 8.4 There are no changes proposed to the design of the building and the access remains the same. The acceptability of the proposed community use and conferencing facilities are discussed further in the paragraphs below.

Impact on the existing area of economic development

- 8.5 The key policy in relation to this application is outlined under the SPPS and Policies PED 7 of PPS4 and DES 2 of A Planning Strategy for Rural Northern Ireland. The SPPS states that planning permission should not normally be granted for proposals that would result in the loss of land zoned for economic development use. It also states that while the same principle should also apply generally to unzoned land in settlements in current economic development use; Councils may wish to retain flexibility to consider alternative proposals that offer community, environmental or other benefits, which are considered to outweigh the loss of land for economic development use. This supports Policy PED 7 of PPS4 where it states that development of this nature will not be permitted unless the zoned land has been substantially developed for alternative uses or the land is unzoned in a settlement, results in the loss of an existing Class B2, B3 or B4 use and is demonstrated to be an acceptable alternative use.
- 8.6 In relation to this application, the current use of the site is as a church and the land is unzoned, located within an Existing Area of Economic Development. This use was established under application C/2010/0285/F, the re-development of the former Aiken's timber yard site to create a church facility. It was considered under that application, that the proposed use as a church would provide for the redevelopment of part of the overall site and would not prohibit the future usage of the surrounding industrial lands nor would it landlock the remaining part of the site. It was also considered that as the access was through the industrial estate and given that the hours of usage would be largely different to that of the existing industrial uses, the traffic generated by the proposal should not cause conflict with other road users.
- 8.7 Application C/2011/0358/F proposed design and structural changes to the building previously approved. It was considered that the alterations were minor and would not impact on the amenity of neighbouring uses.

Land Use

- 8.8 Policy DES 2 of A Planning Strategy for Rural Northern Ireland requires an assessment as to whether the type of development is suitable for the site.
- 8.9 Application LA01/2016/0805/F related to the erection of a three storey annex to the existing church building to provide community facilities to be used in the carrying out the charity work of Vineyard Compassion. Under this application it was accepted that the use of the building as a church had been established since 2012 and therefore the principle of this type of use is acceptable at the location, that the design and general appearance of the new building was in keeping with the existing character of the church, that the site was large enough to accommodate the extension and that there would be no impact on neighbouring properties.
- 8.10 The proposal involves the re-utilisation of the facilities within the existing church building to facilitate conferencing and there are no design changes proposed to the building. The facilities include an auditorium, halls, meeting rooms and ancillary rooms. The site is accessed from Ballycastle Road via Hillmans Way and there will be no change to the access and the existing carpark will remain available to meet the needs of the facility.
- 8.11 A statement submitted from the agent dated 4th Mar 2019 states that it is anticipated that large scale events which involved the use of the main auditorium would not occur more than once or twice per month with very few events using the facility to anywhere close to its full capacity and that most of the proposed community use will be in the smaller rooms which will attract small numbers of people.
- 8.12 With respect to the approvals under applications C/2010/0285/F and LA01/2016/0805/F, a community use has been established on this site. Given that the proposal relates to the re-utilisation of existing facilities and the site has an established community use it is considered that the proposal is acceptable.

Traffic Considerations

- 8.13 Issues were raised by objectors regarding traffic stating that current church use impacts on other occupiers of the industrial estate by way of increased congestion, intensification of traffic on access and loss of

trade and that the proposal under consideration will increase this impact.

- 8.14 A statement submitted from the agent dated 4th Mar 2019 states that the area approved for car parking can accommodate over 500 cars and that this is more than adequate to accommodate parking for the largest events which are likely to occur within the approved building.
- 8.15 The statement goes on to explain that the average of 95 cars per day indicated within Q25 of the P1 form reflects that the venue attracts a relatively small number of cars on most days with a large number on one or two occasions a week (normally Sundays). The traffic generated by the proposal is normally well outside the conventional morning and evening traffic peaks and a conference or community use is unlikely to require substantial use of the car park for more than one or two occasions per month with predominant usage remaining at weekends or evenings.
- 8.16 With regards to the rationale leading to the approval of C/2010/0285/F explained under paragraph 8.5, it is considered that the usage of the church for conferencing and community events will result in vehicle movements which are within the normal operating hours for the existing industrial uses within the industrial estate. However, information provided from the agent states that there is likely to only be one or two large events per month with most usage of the church facilities to be within smaller rooms which attract small numbers of people. Given that intensive traffic movements to the site will be limited to one or two times a month and to traffic movements at the start and end of the events, it is considered that the proposal would not have a detrimental impact to businesses within the area.
- 8.17 DFI Roads were consulted on the proposal and the objections submitted and raised no objection to the proposal.

Other Issues

- 8.18 An objection raised increased competition for and impact on other ratepaying businesses offering conferencing services. The increase in competition from the proposal is not a material consideration. The planning system operates in the public interest and does not exist to protect the private interests of one person against the activities of another.

- 8.19 An objection stated that this application cannot be considered in isolation and application LA01/2018/1413/F for the market/car boot sale must feature in a decision taken on development on this site. As noted in Section 3 this application is undecided. All applications are considered on their own merits and in the context of relevant planning policies. Planning histories are a material consideration and are set out in Section 3 of this report.

Habitats Regulation Assessment

- 8.20 The potential impact this proposal on Special Areas of Conservation, Special Protection Areas and Ramsar sites has been assessed in accordance with the requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended). The Proposal would not be likely to have a significant effect on the Features, conservation objectives or status of any of these sites.

9 CONCLUSION

- 9.1 The proposal is considered acceptable in this location having regard to the Northern Area Plan 2016 and other material considerations. The proposal relates to the re-utilisation of existing facilities for conferencing and community events and the site has an established community use. It is considered that any increase in vehicle movements to and from the church will be acceptable given the low number of events with large vehicular movements. Approval is recommended.

10 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.

Informatives

1. This approval does not dispense with the necessity of obtaining the permission of the owners of adjacent dwellings for the removal of or building on the party wall or boundary whether or not defined.

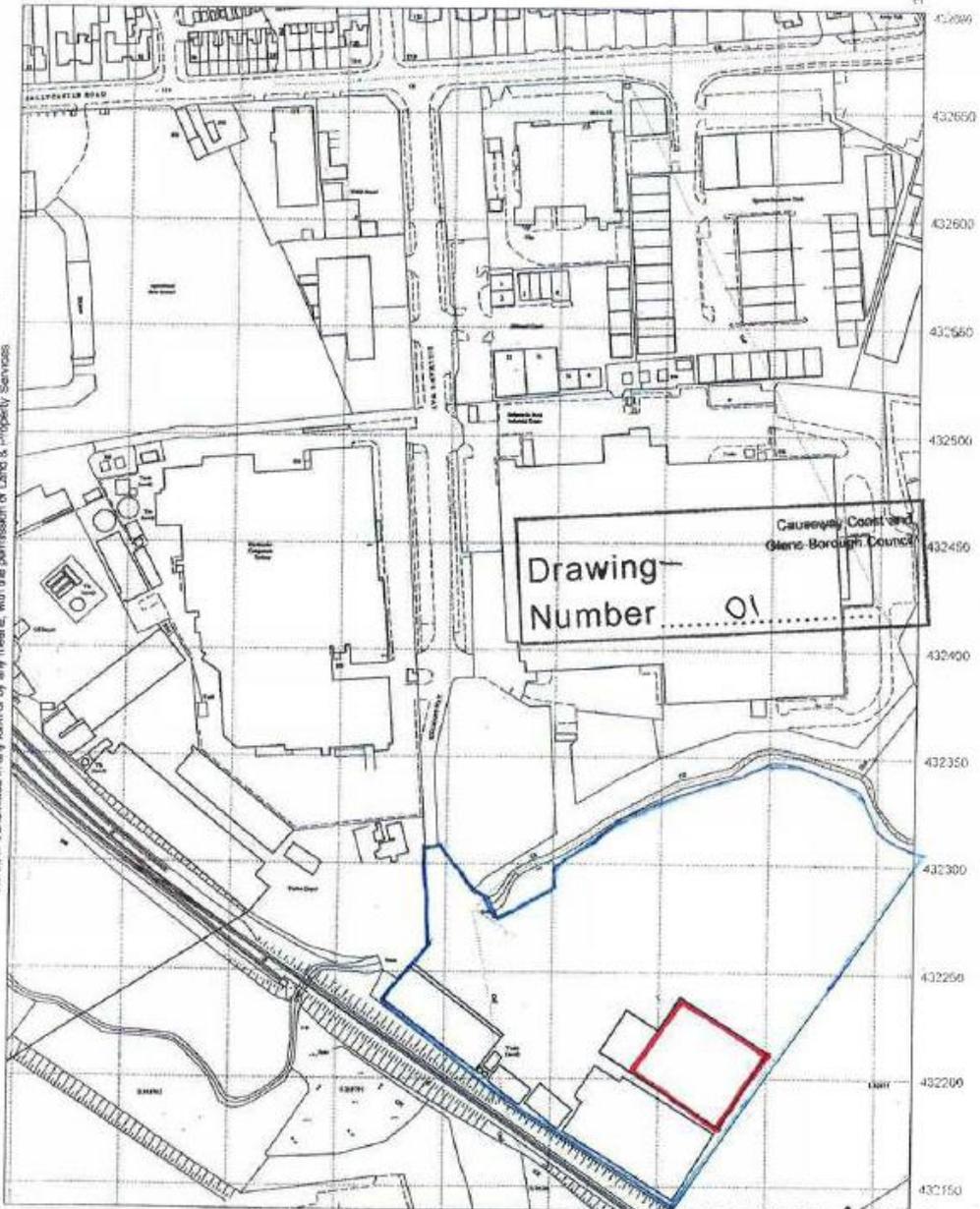
2. This permission does not alter or extinguish or otherwise affect any existing or valid right of way crossing, impinging or otherwise pertaining to these lands.
3. This permission does not confer title. It is the responsibility of the developer to ensure that he controls all the lands necessary to carry out the proposed development.
4. 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.
5. 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 Map

This map relates to the following address or grid reference
Hillman's Way, Coleraine

ORDNANCE SURVEY
 OF NORTHERN IRELAND'S

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LA01/2018/1412

PROJECT
CONFERENCE FACILITIES
10 HILLMANS WAY
COLERAINE BT52 2ED

PROJECT REF:
1820
C01

CLIENT
VINEYARD CHURCH

DATE
JUNE'18

DRAWING TITLE
LOCATION MAP

SCALE
1 : 2500

william SHANNON ARCHITECT

Planning Office
 RECEIVED
 - 6 NOV 2018
 File No.
 Causeway Coast and
 Glens Borough Council

STUDIO 27 MIDDLE ROAD, SAINTFIELD, CO. DOWN BT24 7LP T: 028 9751 1070 M: 07801 015383
 'e' mail: info@williamshannon.com

Site Plan

PROJECT
 CONFERENCE FACILITIES
 10 HILLMANS WAY
 COLERAINE BT24 2ED

PROJECT
 REF: 1820
 C02

CLIENT
 VINEYARD CHURCH

DATE
 JUNE'18

SCALE
 1:1000

William SHANNON
 ARCHITECT

Planning Office
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 6 NOV 2018
 File No: 18/01/2018/1412
 File No: 18/01/2018/1412
 Client: Vineyard Church

STUDIO 27, MIDDLE ROAD, SAINTFIELD, CO. DOWN BT24 7LP T: 028 9751 1070 M: 07901 015583
 e mail: info@williamshannon.com

Drawing
 Number 02

Customer: Vineyard Church and
 Davis Borough Council

SITE PLAN 1:1000



HILLMANS WAY IND. ESTATE

