



<b>Planning Committee Report – C/2014/0507/F Golf Links Holiday Park, Bushmills Road, Portrush</b>	<b>22<sup>nd</sup> November 2017</b>
<b>PLANNING COMMITTEE</b>	

<b>Linkage to Council Strategy (2015-19)</b>	
<b>Strategic Theme</b>	Protecting and Enhancing our Environment and Assets
<b>Outcome</b>	Pro-active decision making which protects the natural features, characteristics and integrity of the Borough
<b>Lead Officer</b>	Principal Planning Officer
<b>Cost: (If applicable)</b>	N/a

**Golf Links Holiday Park  
Bushmills Road  
Portrush**

**C/2014/0507/F  
Full Planning**

**22<sup>nd</sup> November 2017**

<b><u>No:</u></b>	<b>C/2014/0507/F</b>	<b><u>Ward:</u></b>	<b>Atlantic</b>
<b><u>App Type:</u></b>	<b>Full Planning</b>		
<b><u>Address:</u></b>	<b>Golf Links Holiday Park, Bushmills Road, Portrush</b>		
<b><u>Proposal:</u></b>	<b>Proposed additional 9 no. caravan plots and addition of improved access to sales yard and associated site works</b>		
<b><u>Officer:</u></b>	<b>Noel McGowan</b>		
<b><u>Con Area:</u></b>	<b>N/A</b>	<b><u>Valid Date:</u></b>	<b>15.12.14</b>
<b><u>Listed Building Grade:</u></b>	<b>N/A</b>	<b><u>Target Date:</u></b>	
<b>Agent:</b>	<b>Bell Architecture Ltd.</b>		
<b>Applicant:</b>	<b>Cloughorr Developments</b>		
<b>Objections:</b>	<b>18</b>	<b>Petitions of Objection:</b>	<b>0</b>
<b>Support:</b>	<b>0</b>	<b>Petitions of Support:</b>	<b>0</b>

Drawings and additional information are available to view on the Planning Portal- [www.planningni.gov.uk](http://www.planningni.gov.uk)

## **1 RECOMMENDATION**

1.0 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.

## **2.0 SITE LOCATION & DESCRIPTION**

2.1 The application site incorporates a large existing privately owned caravan park. The caravan park is called Golf Links Holiday Park and is located opposite the Royal Portrush Golf Course on the Bushmills Road just outside the settlement development limit of Portrush. The proposal is to be sited on an

area which is currently used for caravan sales beside land within the caravan park which has recently been approved and new caravan plots constructed. The land is flat. There is existing vehicular and pedestrian access to the site. There is an existing open space grass area at roadside with mature hedging. This is a large caravan park positioned around an existing nightclub and restaurant.

- 2.2 The character is established with the immediate landscape defined by caravans in the large caravan park. There is suburban housing to the west of the site fronting onto Bushmills Road.

### **3.0 RELEVANT HISTORY**

C/2013/0253/F - Proposed Extension to Existing Holiday Homes Park to Provide 23 no Caravan Plots - Approved 24.09.2014. (This extension is positioned on the roadside to the north east of the main complex).

C/2014/0432/F - Proposed Extension to Holiday Homes Park to provide 7 no. Plots to meet Tourist Demand - Approved 05.07.2016. (This extension is positioned on the roadside to the north east of the main complex).

LA01/2015/0550/F - Play park for younger children to compliment the whole development at Golf Links Portrush. Age group to be toddlers – Approved 31.03.2016. (This play park would be to the south of properties on Sunnyvale Avenue).

### **4.0 THE APPLICATION**

- 4.1 Proposed additional 9 no. caravan plots and addition of improved access to sales yard and associated site works. Over the course of processing the application, the proposal was amended to exclude an area of caravan plots to the front of the site next Bushmills Road.
- 4.2 The application was previously brought to the Council Planning Committee meeting on 23rd August 2017 with a view to approve. The application was subsequently held, in order to allow the architect to amend the site plan to the correct scale. The amended

drawing was then received on 8<sup>th</sup> September 2017. Neighbours and objectors were re-notified on 21<sup>st</sup> September 2017. The Planning Authority re-consulted DFI Roads on 20<sup>th</sup> September 2017 and they responded on 26<sup>th</sup> September 2017. DFI Roads requested further information regarding the access to the public road for the proposed caravans and the sales area. Both of these access onto the existing internal road layout for the caravan site. They do not directly access onto the main public. The proposed additional caravans are shown accessing the existing caravan site private road system which accesses the main public road. The red line shows the main public road access which currently exists for the caravan site, the sales yard and the adjacent hotel. Environmental Health were re-consulted on 20<sup>th</sup> September 2017 with a further objection. Environmental Health replied on 27<sup>th</sup> September 2017 with no objections to the proposal. Environmental Health have stated in their reply dated 27<sup>th</sup> September: "The reason for re-consultation (September 2017) is as follows: to comment on the impact of the proposed caravan plots on the existing neighbouring residents. The Environmental Health consultation response dated 7/8/2017 reflects the assessment of impacts on sensitive receptors, and a number of suggested informatives have been included, in order to minimise impacts. Therefore with regard to the recent re-consultation this Department would confirm that there is no variation in terms of the suggested informatives." Therefore the relevant informatives will be included as part of the decision notice.

- 4.3 A further objection was received 11<sup>th</sup> October 2017. No new issues have been raised. The key issues have already been addressed in this report below.

### **Environmental Impact Assessment**

- 4.4 This proposal was subject to a Regulation 12 Applications which appears to require determination as to need for environmental impact assessment determination as to the need for environmental impact assessment and opinion as to content of environmental statement, under The Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 2017.

- 4.5 The application was considered to fall within Schedule 2, Section 12(e) of the Regulations – *Permanent camp sites and caravan sites*. In accordance with Schedule 3 of the Regulations, the development was considered, having regard to the characteristics of the development, the location of the development and the characteristics of the potential impact. It was concluded that the environmental effects from the development would mainly be on the site and immediate surrounding area. The proposal was not considered to be unusually complex or have any potentially significant environmental effects. The consultation did not identify any significant environmental effects from the proposal and the determination was set out in a letter dated 04.08.2017 that the proposal was not an EIA development and as such did not need to be accompanied by an Environmental Statement.
- 4.6 Having considered the 2017 EIA Regulations, officials do not consider the development proposal to have any likely impacts of such a significance to warrant an environmental statement. This was determined on 4<sup>th</sup> August 2017.

### **Habitat Regulations Assessment**

- 4.7 The potential impact of this proposal on Special Protection Areas, Special Areas of Conservation 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 of any European site.

## **5.0 PUBLICITY & CONSULTATIONS**

### **External.**

### **Neighbours.**

There have been 18 letters of objection received and the issues include:

- Impact on privacy and amenity of neighbours due to high density of holiday home lodges, overlooking and associated late night noise levels and disturbance.

- Out of character with residential area.
- Traffic congestion at busy junction.
- Rubbish dumped to rear of 7-9 Bushmills Road in service yard.
- Concerns that land is not being used for social housing instead of caravans.
- Requirement for buffer zone between houses and the site.

**Internal:**

**DFI Roads:** further information required.

**Environmental Health:** no objections.

**NI Water:** no objections.

**Historic Environment Division Archaeology:** no objections.

## **6.0 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:
- 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.

## **7.0 RELEVANT POLICIES & GUIDANCE**

The Northern Area Plan 2016

The Strategic Planning Policy Statement for N. Ireland

Planning Policy Statement 16 Tourism

Planning Policy Statement 21 Sustainable Development in the Countryside

## **8.0 CONSIDERATIONS & ASSESSMENT**

- 8.1 The main considerations in the determination of this application relate to the policy requirements of Policies TSM 6 and 7 of PPS 16 Tourism; access and; amenity.

### **Strategic Planning Policy Statement (SPPS)**

- 8.2 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.
- 8.3 It goes to explain that 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. 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.

### **Policies TSM 6 and 7 of PPS 16 Tourism**

- 8.4 The application site is located in the countryside as defined by the Northern Area Plan 2016. Pg.37 of the Plan Strategy and Framework states that PPS 16 Tourism sets out the Department's planning policy for tourism development. 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. The policy requirements of TSM 6 are considered below:

*(a) 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;*

The site is positioned within a long established caravan park which sets the character of the immediate area. The 9 caravan plots are set back approx.100m from the roadside and will not be visible from the roadside but rather within the site and within the context of surrounding caravans as a backdrop. Therefore there will be no adverse impact on visual amenity or the character of the area. Accordingly, the proposal is considered to meet with the requirements of criterion g. of Policy TSM 7 regarding compatibility with surrounding land uses.

*(b) 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;*

As this is a long established caravan park and there are no natural features on the area where the caravan plots will be located, the caravans will be absorbed into the existing park without any detrimental impact on the landscape. The existing boundary hedging will remain alongside neighbouring properties to act as a buffer and protect the environment. This is a large park and the addition of 9 plots will not materially affect the overall character of the area. Accordingly, the proposal is considered to meet with the requirements of criteria b. and c. of Policy TSM 7 regarding layout, design, landscaping and boundary treatment.

*(c) 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;*

The park is long established and has been constructed before the current policy was published. It has existing open space provision and the addition of 9 plots in terms of the overall scale of the existing park will not require additional open space.

*(d) 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;*

As the existing caravan park covers a wide area and is long established with an existing layout, the addition of 9 plots is only a minor portion of land within the scale of the larger park and for this reason does not reasonably require a different pattern of development at this stage. The pattern of development is acceptable in terms of deterring crime and promoting public safety (Criterion e. of Policy TSM 7).

*(e) 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;*

The design of the development for 9 caravan plots will fit in with the existing established design of caravan layout in the surrounding park. The 9 plots are only a minor portion of the overall caravan park and the proposed layout respects the current design layout.

*(f) Environmental assets including features of the archaeological and built heritage, natural habitats, trees and landscape features are identified and, where appropriate, retained and integrated in a suitable manner into the overall design and layout;*

Historic Environment Division (Archaeology) has been consulted and they have no objections. There are no built heritage or natural habitats on the development site. This is a built up caravan park and is long established with an urban character. However, any of the existing hedging alongside the neighbouring properties will be retained for the benefit of maintaining amenity. Accordingly, the proposal is considered to meet with the requirements of criterion i. of Policy TSM 7 regarding the natural and built heritage.

*(g) Mains water supply and sewerage services must be utilised where available and practicable.*

Infrastructure currently exists on site linking into the urban systems. This was confirmed through consultation with NI Water. Accordingly, the proposal is considered to meet with the requirements of criterion j. of Policy TSM 7 regarding water quality.

### **Access**

- 8.5 Objections raised the issue of traffic congestion. The caravan plots will use the existing road layout within the caravan park which has an existing access onto the public road. The access and parking arrangements are considered to be acceptable. DFI Roads as the competent authority have been consulted and have requested further information regarding the access route from the proposal and the sales yard area to the public road. However, this information has not been requested as the plans are sufficiently clear to show access through the internal site road to the public road using the established main access to Bushmills Road. Accordingly, the proposal is considered to meet with the requirements of criteria a. k. l. and m. of Policy TSM 7 regarding movement pattern, access and the existing road network.

### **Amenity**

- 8.6 Objections raise the issue of overlooking. However, given the distance between the proposal (as amended) at approximately 22 meters and existing dwellings, such overlooking is unlikely.

Retention of the existing hedge provides further protection of amenity. Further issues raised by objections are noise and disturbance. Environmental Health as the competent authority have not raised an objection with regard to the impact of noise on existing dwellings. Therefore the proposal is considered to meet with the requirements of criterion h. of Policy TSM 7. A noise impact assessment was required to assess the impact on proposed receptors from the adjacent night club. However, the Agent advised that the development likely to be affected would be retained as part of the Kelly's Complex. In light of this Environmental Health confirmed that a noise impact assessment would not be required.

### **Other Matters**

- 8.7 Objections have been addressed where possible under the consideration above. The other matters include the objections regarding:

*Rubbish dumped to rear of 7-9 Bushmills Road in service yard.*

The enforcement team have been notified regarding this objection and an ongoing investigation is underway regarding unauthorised dumping and the use of this area generally. Permission is not sought for the service yard in this proposal.

*Concerns that land is not being used for social housing instead of caravans.*

The land is not zoned for housing under the Northern Area Plan 2016.

*Requirement for buffer zone between houses and the site.*

There is sufficient separation distance between the plots and the neighbouring houses. There is a boundary hedge to be retained and the closest house is approx. 44 metres away. Environmental Health has been consulted as the competent authority and raises no concern in this regard.

These objections do not hold sufficient weight to warrant refusal of the application.

## **9.0 CONCLUSION**

9.1 The proposal is considered acceptable in this location having regard to the Northern Area Plan 2016 and other material considerations. The additional caravan development is an appropriate use of the land and is acceptable in terms of its layout and appearance. No significant harm would be caused to neighbouring amenity and the proposal is acceptable in terms of road safety. Approval is recommended.

## **10.0 CONDITIONS**

### **10.1 Regulatory Conditions:**

1. As required by Section 61 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 existing vegetation shown in Drawing 06/7 date stamped received on 08 September 2017 shall be retained in its entirety and the proposed landscaping shown on the same drawing shall be carried out in full in the first planting season following the commencement of the development hereby approved.

Reason: In the interests of neighbouring and visual amenity.

3. 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.

## 10.2 Informatives:

### 1. **“Construction Noise Impact**

*BS 5228: 2009 in relation to construction activities states,*

*“Noise and vibration can be the cause of serious disturbance and inconvenience to anyone exposed to it and in certain circumstances noise and vibration can be a hazard to health.”*

*Therefore, Causeway Coast & Glens Borough Council’s Environmental Health Department would request that the following informative be attached to any Planning Permission granted:*

*“Noise from construction activities should –*

*(a) not exceed 75 dB  $L_{Aeq, 1hr}$  between 07.00 hours and 19.00 hours on Monday to Fridays, or 75 dB  $L_{Aeq, 1hr}$  between 08.00 hours and 13.00 on Saturdays, when measured at any point 1 metre from any façade of any residential accommodation, and*

*(b) not exceed 65 dB  $L_{Aeq, 1hr}$  between 19.00 hours and 22.00 hours on Monday to Fridays, or 13.00 hours to 22.00 hours on Saturdays when measured at any point 1 metre from any façade of any residential accommodation, and*

*(c) not be audible between 22.00 hours and 07.00 hours on Monday to Fridays, before 08.00 hours or after 22:00 hours on Saturdays, or at any time on Sundays, at the boundary of any residential accommodation. (As a guide the total level (ambient plus construction) shall not exceed the pre-construction ambient level by more than 1 dB(A). This will not allow substantial noise producing construction activities but other “quiet” activities may be possible). Routine construction and demolition work which is likely to produce noise sufficient to cause annoyance will not normally be permitted between 22.00 hours and 07.00 hours.”*

### **Noise from Plant & Equipment**

*The applicant shall ensure that all plant and equipment used in connection with the proposal are so situated, operated and maintained as to prevent the transmission of noise and odour to surrounding sensitive receptors.*

## **Dust**

*Suitable and sufficient dust mitigation measures shall be employed during site preparation and construction phases in order to obviate adverse impacts to nearby sensitive receptors.*

## **Anti-social Behaviour Management**

*The applicant should ensure that the proposed site is managed so that nuisance to nearby residential properties does not arise.*

## **Loss of Amenity due to proximity of Existing Entertainment premises**

*The applicant is advised that the proposed development is closely situated to existing entertainment premises. Future occupants of the development may suffer intermittent disturbance and loss of amenity as a result of noise arising from activities associated with the business.*

*Any future owners/occupiers are advised that recourse under statutory nuisance legislation relating to noise from the existing entertainment business will be precluded to future owners/occupiers.*

*The applicant should contact the Health and Safety/Licensing Section of the Environmental Health Services Department for further advice and guidance on this matter on 028 27660200”,*



