



Planning Committee Report LA01/2016/0144/F	22nd March 2017
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	Principal Planning Officer
Cost: (If applicable)	N/a

**Nos 93 & 95 Strand Road (Off
Laurel Hill Road) Coleraine (east
of No 6 Laurel Hill Road)**

LA01/2016/0144/F

Full Planning

22nd March 2017

<u>No:</u>	LA01/2016/0144/F	<u>Ward:</u> Churchland
<u>App Type:</u>	Full Planning	
<u>Address:</u>	Nos 93 & 95 Strand Road (Off Laurel Hill Road) Coleraine (east of No 6 Laurel Hill Road)	
<u>Proposal:</u>	Proposed Social Housing. 30 no dwellings comprising 6 no. three storey 1 bed apartments, 8 no. two storey 2 bed apartments, 6 no. two storey 2 bed dwellings, 10 no. two storey 3 bed dwellings and roadways/parking areas for Private Streets Determination.	
<u>Con Area:</u>	N/A	<u>Valid Date:</u> 04.02.2016
<u>Listed Building Grade:</u>	N/A	
Agent:	Moore Design	
Applicant:	BW Homes and Construction Ltd	
Objections: 6	Petitions of Objection:	0
Support: 0	Petitions of Support:	0

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

2 SITE LOCATION & DESCRIPTION

- 2.1 The site is located within the Settlement Development Limit for Coleraine. The site is located to the east of existing housing developments along Laurel Hill Road, Coole Green and Buskin Way. In terms of topography the lands fall away towards the eastern boundary of the site. The site is currently secured by wooden fencing and a metal gate at the access point from Laurel Hill Road. Immediately to the west of the proposed site a previously approved housing scheme planning reference C/2011/0539/F is under construction. To the east the site is

bounded by an area of open space. To the north the site is bounded by existing vegetation with large trees. To the south the site is bounded by an area of woodland and the properties at Laurel Grove.

- 2.2 Development within this area is predominantly residential with an area of open space to the east of the proposed development. Dwellings are made up predominantly of two storey terrace type dwellings but there are detached bungalows and two storey properties, the housing development currently under construction is made up three storey apartment blocks and townhouses. Finishes are made up of a mix of dash and red brick.

3 RELEVANT HISTORY

C/2011/0539/F, Proposed Alterations to Approved Site Layout and Private Streets Determination - C/2007/0522/F (Change of House Types - 10no Dwellings). Lands at 93 and 95 Strand Road, Coleraine (Site nos. 29, 30,31,32,33,51,52,53,54 and 55) Permission Granted 15.03.2012

C/2007/0522/F- Proposed redevelopment of site to include 6 no. apartments: 9 no. townhouses: 10 no. semi-detached dwellings: 2 no. detached dwellings & roadway for private streets determination. 3 and 95 Strand Road, Coleraine (access off Laurel Hill). Permission Granted 22.01.2009

C/2005/0630/F. Proposed housing development (amended plan). Off Laurel Hill Road, Coleraine (opposite Nos. 13-43 inclusive) Permission Granted 22.10.2007

4 THE APPLICATION

- 4.1 Planning permission is sought for a proposal for social housing, 30 no dwellings comprising 6 no. three storey 1 bed apartments, 8 no. two storey 2 bed apartments, 6 no. two storey 2 bed dwellings, 10 no. two storey 3 bed dwellings and roadways/parking areas for Private Streets Determination.
- 4.2 Through the processing of the application the proposal has been revised several times and neighbours notified as necessary.

These revisions have included the number and location of dwellings and apartments within the scheme, the location of the open space, the level of shared parking areas and the overall landscaping.

- 4.3 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 conservation objectives/features of any European site.

5.0 PUBLICITY & CONSULTATIONS

5.1 External Neighbours and Representation

There have been 16 objections from six separate objectors and these objections have been summarised below:

- Relationship and separation distances with adjacent properties
- Character, Scale and Design
- Over development of the site
- Location of bin store
- Impacts of a three storey apartment block
- Dominance, overlooking, loss of privacy
- Potential impacts on wildlife and natural habitats
- Location of the open space
- The need for social housing
- Anti-social behaviour
- Positioning of NIE substation
- Increase in noise and traffic generation
- Impact on established wooded areas
- Impacts on Human Rights

5.2 Internal

Transport NI: Has no objection to the proposal.

NI Water: Has no objection to the proposal.

NIEA: Has no objection to the proposal.

Environmental Health: Has no objection to the proposal

Rivers Agency: Has no objection to the proposal

Shared Environmental Services: Has no objection to the proposal

Northern Ireland Housing Executive: Has no objection to the proposal

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 (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 both 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

Strategic Planning Policy Statement (SPPS)

Planning Policy Statement 7: Quality Residential Environments

Planning Policy Statement 12: Housing in Settlements

Addendum to Planning Policy Statement 7: Safeguarding the Character of Established Residential Areas

Supplementary Guidance

DCAN 8: Housing in Existing Urban Areas

Creating Places

8.0 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to: the principle of development and planning history, quality in new residential development, design concept, the impact on the character of the surrounding area, traffic matters, drainage matters and; other matters.

Planning Policy

- 8.2 In the Northern Area Plan the site is within the settlement development limit for Coleraine. The site is located within a Local Landscape Policy Area designation CEL 17 in the Northern Area Plan. The site is located between 2 housing zonings; designations CEH 24 and CEH 55 as set out in the Northern Area Plan. The site is in proximity to an Archaeological Site and Monument. There are no other designations or zonings relating to the site.
- 8.3 The principle of the type and scale of development proposed must be considered having regard to the SPPS and PPS policy documents specified above.
- 8.4 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.

Principle of Development and Planning History

- 8.5 There is a live permission existing on the site which is due to expire in March 2017. This involved a largely similar scheme with shared parking areas and 8 dwellings located along the boundary of Laurel Grove. In the current scheme the number of dwellings along the Laurel Grove boundary has been reduced to 7. This along with a combination of landscaping and the use of paving sets for shared parking areas has reduced the visual impact of the scheme. This fall-back position must be given significant weight and establishes the principle of housing on this land.

Quality in New Residential Development

- 8.6 Policy QD 1 states that planning permission will only be granted for new residential development where it is demonstrated that the proposal will create a quality and sustainable residential environment.

(a) the development respects the surrounding context and is appropriate to the character and topography of the site in terms of layout, scale, proportions, massing and appearance of buildings, structures and landscaped and hard surfaced areas;

- 8.7 Development within this area is predominantly residential and includes a large number of two storey terrace type dwellings and semi-detached properties located along Laurel Hill Road, Coole Green, Buskin Way and Mountview Gardens. There are also detached bungalows and two storey properties located along Laurel Hill Road. Dwellings within Laurel Grove are made up of single storey bungalows. The existing dwellings are made up of a mix of finishes to include red brick and dashed finishes. The properties proposed are made up of two storey dwellings with two three storey apartment blocks. The finishes proposed include a pitched roof with a mix of smooth render and red brick finishes. The proposed house types are considered acceptable at this location. Consideration has been given to previous approvals on the site and the adjacent permission, application reference C/2005/0630/F which is currently under construction. The applications relating to the site and the approval located to

the east included three storey apartment blocks, town houses and shared parking areas.

8.8 In terms of layout the proposal has considered the impact on neighbouring dwellings and the relationship with existing dwellings. There is good separation distance between each dwelling and there will be no impact in terms of overlooking or loss of privacy. All dwellings within this proposal will have a mix of shared parking and in curtilage parking. There were issues in relation to the visual impact of the proposed parking areas but amended plans have been provided and this issue has been resolved. The surfaces of the areas of parking have been changed to paving sets and further landscaping has been provided to allow the proposal to effectively integrate into the existing landscape.

8.9 The proposal offers 5 different house types which include a mixture of apartments and dwellings which are town houses or semi-detached properties. The proportions, massing and the appearance of buildings are acceptable and will fit in within the existing landscape. The proposed hard surfaced areas have been carefully considered and gardens, tree planting, mix of surfacing and area of open space have been used to reduce the visual impact of these spaces.

(b) features of the archaeological and built heritage, and landscape features are identified and, where appropriate, protected and integrated in a suitable manner into the overall design and layout of the development;

8.10 This proposal is within the periphery of a consultation zone for an Archaeological Site and Monument (site of a standing stone). NIEA in their consultation response, who were also consulted on water management issues, did not raise an objection to the proposal. This proposal will have no detrimental impact in terms of features of the archaeological and built heritage.

8.11 With regard to potential impacts on any landscape features the proposed site is located within Local Landscape Policy Area CEL 17 which has been designated for the parkland, including mature tree stands, which provides an attractive setting for the prominent Listed Building at Laurel Hill. However, this site has

been cleared for development under a previous approval. The agent provided a bio diversity checklist as part of the application and Natural Environment Division, as the competent authority, is content. Having regard to this, the proposal will not have an unacceptable adverse impact on this LLPA.

(c) adequate provision is made for public and private open space and landscaped areas as an integral part of the development. 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 in its integration with the surrounding area;

8.12 Policy OS 2 of PPS 8 states that the planning authority will only permit proposals for new residential development of 25 or more units, or on sites of one hectare or more, where public open space is provided as an integral part of the development. The proposal has provided a large area of open space to the eastern boundary of the site. This large area of the open space is approximately 851.09 square metres. Given the site area is 0.88 Hectares this equates to @9.7% of the total site area; slightly less than the 10% required. However, there are other pockets of open space which will be landscaped and planted with trees in addition to the 9.7% figure. Having regard to the large area of public open space and other area landscaped areas, on balance the proposal satisfies this part of the policy.

8.13 Due to the layout of the development there are a variety of plot sizes. Therefore, each of the 30 dwellings proposed has a varied range of private amenity their own amenity spaces. Creating Places outlines that a variety of private open spaces can promote diversity and create choice for potential residents, which this development provides. Creating Places also states that the average plot size of 70 square metres per house is desirable and that no dwelling should have a private space of less than around 40 square metres. It is also specified that smaller areas of private amenity space will be more appropriate for houses with 1 and 2 bedroom. A number of units within this proposal are two bedroom. In the case of apartment or flat developments, or 1 and 2 bedroomed houses on small urban infill sites, private communal open space will be acceptable in

the form of landscaped areas, courtyards or roof gardens. These should range from a minimum of 10 sq m per unit to around 30 sq m per unit. All the dwellings and apartments proposed will meet the required standards as set out in the Creating Places document.

- 8.14 As part of this proposal, fencing will be used along the boundaries of each property, with existing and proposed hedging used to allow the proposal to integrate with its surroundings. Grassed areas, tree planting and a mix of surfaces will be used to break up the hardstanding provided. The proposed landscaping will allow the development to integrate with the surrounding area.

(d) adequate provision is made for necessary local neighbourhood facilities, to be provided by the developer as an integral part of the development;

- 8.15 The proposal is located within the Settlement Development Limit of Coleraine. The scale of the proposal does not require neighbourhood facilities to be provided within the site.

(e) a movement pattern is provided that supports walking and cycling, meets the needs of people whose mobility is impaired, respects existing public rights of way, provides adequate and convenient access to public transport and incorporates traffic calming measures;

- 8.16 The dwellings are located within the Settlement Development Limit for Coleraine and located close to local facilities, the main town centre is within walking distance. The proposal has also incorporated traffic calming measures with a raised table used to control speed.

(f) adequate and appropriate provision is made for parking;

- 8.17 Transport NI was consulted as the competent authority on traffic matters and raise no issues with parking provision. A Private

Streets Determination has been accepted as part of the proposal.

(g) the design of the development draws upon the best local traditions of form, materials and detailing;

8.18 The dwellings proposed are appropriate to the urban area that they are located within. The proposal includes 2 storey dwellings and apartments and a 3 storey apartment block. Finishes include a mix of smooth render and red brick which is acceptable at this site. In terms of design the proposal is acceptable given the use of traditional materials and finishes which will complement the character of this area. This proposal offers five different house/apartment types and this mixture will help to create a balanced local community in the area and provide choice within the development.

(h) the design and layout will not create conflict with adjacent land uses and there is no unacceptable adverse effect on existing or proposed properties in terms of overlooking, loss of light, overshadowing, noise or other disturbance;

8.19 The proposed development has been designed and laid out to ensure that there is no significant detrimental impact on the privacy and amenity of adjacent dwellings. The majority of the dwellings have a separation distance of at least 10 metres to the common boundary and at least 20 metres to the rear of any existing dwellings. This is considered acceptable and is in line with recommendations provided in the Creating Places document.

8.20 Overall the layout and arrangement of dwellings in the proposed development will be such that there will be no significantly adverse impact on neighbouring properties.

8.21 Additional plans were received on the 24th February 2017 which has provided further clarification in relation to land ownership, finished floor levels, separation distances and levels. An additional block plan has clarified the separation distances between the properties at 5 and 6 Laurel Hill and units 14 to 20

of the proposed scheme. The closest point is 23.1 metres which is between unit 20 and the back of the rear return of 6 Laurel Grove. In relation to the property at 5 Laurel Grove, the separation distance at its closest point is 24.66 metres (to the closest point of its conservatory). This is considered acceptable as it exceeds the 20 metre requirement as set out in the Creating Places Guidance. The plan has also outlined the previously approved dwellings on the site relating to application reference C/2007/0522/F and C/2011/0539/F. These dwellings are located closer (varying between 0.8 and 3.8 metres) to the properties at Laurel Grove.

8.22 The additional block plan and the cross sections provided outlines the finished floor levels of the proposed properties at sites 14 to 20 and 5 Laurel Grove. Plots 14 and 15 sit 0.65 metres lower than 5 Laurel Grove while units 16 and 17 sit 0.35 metres higher than 5 Laurel Grove. Plot 18- 20 are located to the rear of 6 Laurel Grove. Plot 18 sits 1.3 metres higher than 6 Laurel Grove and Plot 19 and 20 sit 1.65 metres higher. Given the separation distances and the relatively small differences in finished floor levels, these relationships are considered acceptable.

8.23 Composite rear elevations of units 14-20 have been provided which clarifies that the new proposal provides a reduction in units along this stretch of development (adjacent the rear of 5 and 6 Laurel Grove). This drawing has also demonstrated that the ridge height of the proposed units are lower than the previously approved scheme. This drawing also shows a net reduction in the number of 1st floor bedroom windows looking toward the Laurel Grove development. The lower ridge height and the reduction in the number of 1st floor windows will reduce the potential for overlooking, loss of light and overshadowing.

(i) the development is designed to deter crime and promote personal safety.

8.24 This proposal will not lead to the creation of areas where anti-social activities may be encouraged. The site boundaries for each dwelling will be well secured with hedges and fencing. Further to this the large area of open space located to the centre of the proposed development will be directly overlooked by the fronts of the proposed dwellings.

Design Concept

8.25 Policy QD 2 requires the submission of a Design Concept Statement to accompany all planning applications for residential development. This has been accompanied with the application and has been deemed acceptable.

Impact on the character of the surrounding area

8.26 Policy LC 1 states that in established residential areas planning permission will only be granted for the redevelopment of existing buildings, or the infilling of vacant sites (including extended garden areas) to accommodate new housing, where all the criteria set out in Policy QD 1 of PPS 7, and all the additional criteria set out below are met:

(a) the proposed density is not significantly higher than that found in the established residential area;

(b) the pattern of development is in keeping with the overall character and environmental quality of the established residential area; and

(c) all dwelling units and apartments are built to a size not less than those set out in Annex A.

8.27 The proposal will see the construction of 30 dwellings within a site area of 0.88 Hectares. This results in an overall density of 34 dwellings per hectare and this does include the area of open space. This is considered acceptable and will not significantly erode the character, environmental quality or amenity to an unacceptable level.

8.28 Given the different house types provided and the materials and the finishes used it can be said that this proposal is in keeping with the mixed character of the area. This proposal will have no negative impact on the environmental quality of the residential area.

8.29 All the dwellings proposed are of a size not less than those set out in Annex A of the policy.

Traffic Matters

8.30 Transport NI was consulted in relation to this proposal and raises no objection the access arrangements and roads infrastructure provided as part of the scheme.

Drainage Matters

8.31 Under Policy FLD 3 of Planning Policy Statement 15, a Drainage Assessment was required. River Agency has been consulted as the competent authority and has raised no objection to the most recent version.

Other Matters

8.32 A number of the issues raised, including anti-social behaviour and impacts on human rights are not issues controlled under the ambit of the Planning Authority and are for other bodies to consider.

8.33 However in relation to issues of local character, design, separation distances, residential amenity, environmental quality, pedestrian access, cycle routes and access to public transport and other issues such as traffic and access, these issues have been addressed within this report and have been considered by the relevant consultees.

8.34 NIHE find the scheme acceptable and support the scheme.

8.35 An area of woodland is located to the rear of the dwellings at Laurel Grove and issues have been raised in relation to the impacts of the proposed development on this woodland. The woodland located to the rear of the properties at Laurel Grove will remain and additional planting of a hedge at 2.4 metres will supplement this area of woodland.

8.36 Objections have raised concerns regarding the impacts on wildlife and natural habitats. This has been considered within the application. NIEA has been consulted as the competent authority in this regard and raises no objection.

8.37 Within the initial layout a large apartment block with bin store was proposed at the eastern section of the site. This has since

been revised to a two storey apartment block and the bin store has been removed.

- 8.38 An objector had raised concerns regarding the scale and separation distances. This relates primarily to the properties located at sites 14 to 20. These issues were considered in a meeting with an objector and it was agreed that the application would be considered further. There was further negotiation with the agent who has subsequently dropped one unit along this boundary and made changes to the rear elevations of properties to reduce the visual impact of the proposal. The separation distances provided are considered acceptable and in line with the Creating Places document. A planting buffer will be used along this boundary to screen the proposal further.
- 8.39 The positioning of the NIE substation has been carefully considered as part of this application and it has been found that this will have no negative impact on the residential amenity of existing or proposed dwellings.
- 8.40 A further objection was received on this application on the 22nd February 2017. A number of issues in relation to overlooking, dominance, over development, overshadowing, loss of privacy, character, housing need and the location of the open space were raised. The above issues have been addressed in the Planning Committee report. A further issue was raised in relation to the risk of the destabilisation of the tree root network to the rear of properties in Laurel Grove. However, given the separation distance of the built development from these trees (at least 10 metres) the effect of such destabilisation is likely to be limited.
- 8.41 Issues relating to the impact the proposal will have on the environment, birds, badgers and hedgehogs have been raised. This issue has already been addressed with the agent providing a biodiversity checklist and statement to which NIEA Natural Heritage were content.
- 8.42 The visual impact of the proposed parking areas have been considered as part of the application. Further landscaping and paving sets have been used for parking areas to limit their visual impact. The proposed parking areas are now considered acceptable.

- 8.43 Another issue was raised in relation to the zonings of the proposed site in the Northern Area Plan. Although this site is not zoned for housing it is located within the Settlement Development Limit for Coleraine and development within white lands will be considered in line with relevant planning policy. Further to this the principal of development at the site has been accepted under the previous approvals.
- 8.45 It was stated in the objection that there was a difference in ground level of 4 metres between the finished floor levels of the property at 5 Laurel Grove and plots 18, 19 and 20 of the proposed scheme. An additional plan has been provided to clarify the finished floor levels. This has been addressed under paragraph 8.22 of the Planning Committee report.
- 8.46 Finally concerns have been raised in relation to a listed building. However, this site is not located sufficiently near a listed building to warrant consultation with Historic Environment Division on this issue.
- 8.47 The neighbour notification period on the basis of the amended plans expires on 17 March 2017. Should further representations be received and the proposal continues to be considered acceptable, details will be provided in an addendum to this report.

9.0 CONCLUSION

- 9.1 The proposed housing development is considered acceptable in this location having regard to the Northern Area Plan 2016, and other material considerations, including the SPPS. The principle of development was established under the previous permission reference C/2011/0539/F and this is a broadly similar scheme. The proposal complies with policy requirements set out in PPS 7 and its addendum, and guidance set out in Creating Places and DCAN 8. Approval is recommended.

10 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. All soft and hard landscaping incorporated in the stamped approved Drawing No.03 Rev 4 bearing Planning Authority date stamp 18th November 2016, shall be completed in accordance with these plans and the appropriate British Standard or other recognised Codes of Practice before occupation of the first residential unit in the development.

Reason: To ensure the provision of a high standard of landscape and adequate amenity space, consistent with Planning Policy Statement 7 'Quality Residential Environments'.

3. The scheme of planting as finally approved shall be carried out during the first 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 Planning Authority 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.

4. The Private Streets (Northern Ireland) Order 1980 as amended by the Private Streets (Amendment) (Northern Ireland) Order 1992.

The Department hereby determines that the width, position and arrangement of the streets, and the land to be regarded as being comprised in the streets, shall be as indicated on Drg. No.19 Rev 01, (Drg no. 05057:40 Rev J, Private Streets Determination Site Layout Plan) dated 12th December 2016.

Reason: To ensure there is a safe and convenient road system within the development and to comply with the provisions of the Private Streets (Northern Ireland) Order 1980.

5. The access gradient to the dwellings hereby permitted shall not exceed 8% (1 in 12.5) over the first 5 m outside the road boundary.

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

6. No dwelling(s) shall be occupied until that part of the service road which provides access to it has been constructed to base course; the final wearing course shall be applied on the completion of the development

Reason: To ensure the orderly development of the site and the road works necessary to provide satisfactory access to each dwelling.

7. No part of the development hereby approved shall be occupied until the Developer has provided an efficient system of street lighting in accordance with Schedule 8 of The Private Streets (Construction) Regulations (Northern Ireland) 1994 as amended by The Private Streets (Construction) (Amendment) Regulations (Northern Ireland) 2001.

Reason: To ensure the provision of adequate Street Lighting and in the interests of safety.

8. Details of the maintenance and management of the open space communal areas and landscaped areas by a Management Company supported by a charitable trust or properly constituted residents association with associated management arrangements, or other such arrangements agreeable to the Planning Authority, including a signed copy of the Memorandum and Articles of Association in accordance with the Management Plan shall be submitted to and agreed with the Planning Authority before the first residential unit is occupied.

Reason: To ensure the establishment and continuity of the approved open space, communal areas, and amenity areas through the long term maintenance to achieve a quality residential development.

Site Location Plan

