

<b>Planning Committee Report LA01/2016/0198/F</b>	<b>22<sup>nd</sup> March 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

**100m NW of 11 Haw Road  
Bushmills**

**LA01/2016/0198/F  
Full Planning**

**22nd March 2017**

<b><u>App No:</u></b>	LA01/2016/0198/F	<b><u>Ward:</u></b>	Giants Causeway
<b><u>App Type:</u></b>	Full		
<b><u>Address:</u></b>	100m NW of 11 Haw Road		
<b><u>Proposal:</u></b>	Full planning application for 6 no. glamping pods		
<b><u>Con Area:</u></b>	N/A 2015	<b><u>Valid Date:</u></b>	15 <sup>th</sup> February 2016
<b><u>Listed Building Grade:</u></b>	N/A	<b><u>Target Date:</u></b>	30 <sup>th</sup> May 2016
<b>Applicant:</b>	Halliday		
<b>Agent:</b>	2020 Architects		
<b>Objections:</b>	1	<b>Petitions of Objection:</b>	0
<b>Support:</b>	0	<b>Petitions of Support:</b>	0

**Drawings and additional information are available to view on the Planning Portal- [www.planningni.gov.uk](http://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 & 8 and resolves to **REFUSE** planning permission for the reasons set out in section 10.

## **2 SITE LOCATION & DESCRIPTION**

- 2.1 This site is located in the open countryside as designated by the Northern Area Plan 2016, east of Bushmills. Currently the lands are used for agricultural purposes. There are foundations for a previously approved dwelling located north of the site. The site is open, particularly on the eastern side next Haw Road where the boundary comprises a post and wire fence. To the south the site is bounded by a small post and wire fence with a sparse hedgerow which is not continuous along the whole boundary. To the north the site is bounded by a small wire post fence with limited vegetation and to the west the site is bounded by more defined boundary with semi mature vegetation.
- 2.2 Development within the area is a mix of residential and commercial with a car dealership located to the west of the site

and Bushmills Distillery located to the north of the site. Dwellings within the area are made up of a mix of two storey detached and semi-detached properties and a bungalow. There are several agricultural buildings and a reservoir located near the site.

### 3 RELEVANT HISTORY

LA01/2016/1293/RM

Proposed 9 No. self-catering units and 1 no. adaptable reception building.

Lands to rear of 206 Straid Road Bushmills.

Under Consideration

E/2012/0133/O

Proposed 10 no self-catering holiday retreat cottages

Lands to the rear of 206 Straid Road Bushmills

Granted 05.12.2013

### 4 THE APPLICATION

4.1 Planning permission is sought for 6 No. Glamping Pods.

### 5 PUBLICITY & CONSULTATIONS

#### External

5.1 **Neighbours: 1 objection received.** This related to the potential impact this proposal would have on a similar type business located 1 mile away.

#### Internal

5.2 **Transport NI:** Issues with revised access arrangements.

**DAERA:** Has no objection to the proposal.

**NI Water:** Has no objection to the proposal.

**Environmental Health:** Has no objection to the proposal.

**Health and Safety Executive:** Has no objection to the proposal.

## **MATERIAL CONSIDERATIONS**

- 6.1 Section 45(1) of the Planning Act (Northern Ireland) 2011 requires that all applications must have regard to the local development plan, so far as material to the application, and all other material considerations. Section 6(4) states that in making any determination where regard is to be had to the local development plan, the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 6.2 The development plan is:
- Northern Area Plan 2016
- 6.3 The Regional Development Strategy (RDS) is a material consideration.
- 6.4 The Strategic Planning Policy Statement for Northern Ireland (SPPS) is a material consideration. As set out in the SPPS, until such times as a new local plan strategy is adopted, councils will apply specified retained operational policies.
- 6.5 Due weight should be given to the relevant policies in the development plan.
- 6.6 All material considerations and any policy conflicts are identified in the “Considerations and Assessment” section of the report.

## **7 RELEVANT POLICIES & GUIDANCE**

Northern Area Plan 2016

Strategic Planning Policy Statement (SPPS)

Planning Policy Statement 3 (PPS3) Access Movement and Parking

Planning Policy Statement 16 (PPS 16) Tourism

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

## **8 CONSIDERATIONS & ASSESSMENT**

- 8.1 The main considerations in the determination of this application relate to: the planning history; the principle of tourist development; visual integration and rural character and; traffic and access matters, further designations and other issues.

### **Planning Policy**

- 8.2 The principle of this development proposed must be considered having regard to the PPS policy documents specified above and the supplementary guidance.

### **Planning History**

- 8.3 The most relevant history located close to and SW of the application site is an approval for 10 self-catering holiday retreat cottages (Ref: E/2010/0133/O). A subsequent reserved matters application (Ref: LA01/2016/1293/RM) has been submitted and is currently under consideration. The previously approved site is located to the rear of the existing car dealership and views of the proposal are limited with the only limited views from Haw Road. Given the existing development at this location and the existing vegetation surrounding the site, the previously approved holiday cottages integrate more effectively with its surroundings. In contrast, the application site is more open, lacks established natural boundaries and is located closer to critical views from Haw Road.

### **Principle of tourism development**

- 8.4 Policy CTY1 lists nine scenarios where types of non-residential development are considered to be acceptable in principle in the countryside. One of these is tourism development in accordance with the TOU Policies of PSRNI which has been superseded by PPS 16. The key policy relating to this development is TSM 6 New and Extended Holiday Parks in the Countryside.

## **New and Extended Holiday Parks in the Countryside**

- 8.5 Planning permission will be granted for a new holiday park or an extension to an existing facility where it is demonstrated that the proposal will create a high quality and sustainable form of tourism development. The location, siting, size, design, layout and landscaping of the holiday park must be based on an overall design concept that respects the surrounding landscape, rural character and site context.
- 8.6 Policy TSM 6 also requires that the following seven criteria are met; 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; effective integration into the landscape must be secured primarily through the utilisation of existing natural or built heritage; adequate provision is made for communal open space; the layout of caravan pitches/motor homes is informal and characterised by discrete groupings of units separated through appropriate soft landscaping; the design of the overall development is appropriate for the site and locality, respecting the best local traditions of form, materials and detailing; environmental assets are identified and, where appropriate, retained and integrated in a suitable manner; and mains water supply and sewerage services must be utilised where available and practicable.
- 8.7 Given the openness of this site and the critical views along Haw Road, the proposed glamping pods would have an adverse impact on visual amenity and rural character. The proposal would rely on additional planting for integration. The utilisation of existing natural or built features would not be possible at this site given the lack of natural coverage at the boundaries of the site. The Agent was made aware of these issues and have provided additional information in the form of a visual analysis. This information was considered but it failed to demonstrate that this proposal can effectively integrate into the landscape and not have an adverse impact on visual amenity and rural character. Therefore this proposal fails to meet the first two criteria of this policy.
- 8.8 The other requirements of Policy TSM 6 are broadly met. Adequate provisions for open space has been provided within this proposal. The layout of the glamping pods would be

considered informal and soft landscaping will be used to separate each pod. Mains water and sewerage services are available on the site.

- 8.9 All tourism developments must also comply with the 15 criteria set out in TSM 7 of PPS 16. These criteria relate to design, layout, boundary treatment, drainage, crime, impact on character and neighbouring residents, access arrangements, sewage disposal and impacts on features of natural or built heritage. While the proposal meets the majority of these criteria, it fails on criterion (c) which refers to appropriate boundary treatment and means of enclosure as well as criterion (g) in that it will detract from the character of the surrounding area. The reasons for this are as set out above.

### **Visual Integration and Rural Character**

- 8.10 This proposal is considered a prominent feature on the landscape as the site lacks long established natural boundaries particularly at the east and south sides which are open. The proposal would rely heavily on new landscaping to allow it to integrate into the landscape. Overall this proposal fails to blend with the current landform, existing trees and other natural features which should provide a backdrop to the site.
- 8.11 This proposal would result in a suburban style build-up of development when viewed with existing buildings and add to a ribbon of development within this area. As a result this proposal fails to meet the criteria as set out in both Policy CTY 13 and 14 of PPS 21. This relates to the similar policy requirements set out in Para 6.70 of the SPPS which requires all development in the countryside to integrate into its setting, respect rural character and be appropriately designed.

### **Impact on the Landscape**

- 8.12 This proposal is located within an Area of Outstanding Natural Beauty. In line with Policy NH 6 of PPS 2 planning permission for new development within an Area of Outstanding Natural Beauty will only be granted where it is of an appropriate design, size and scale for the locality. It must respect the special



character of the area, it must conserve features of importance to the area and it must respect local architectural styles and traditional boundary details within the area.

- 8.13 As this site is open and will rely heavily on additional planting for integration the proposed development would not be acceptable at this location.

### **Traffic and Access Matters**

- 8.14 An amended plan (Drawing No. 02 Rev 3) was received, 22<sup>nd</sup> November 2016, which removed the proposed access from Haw Road. Although there is an existing laneway off Straid Road it is not sufficiently clear how vehicles can safely and adequately access the proposed site. Furthermore no vehicle parking has been indicated on the plans.
- 8.15 Transport NI stated that the amended plan was not acceptable as no vehicular access or car parking is being provided. Transport NI also commented that it would be unrealistic to expect users of the pods to walk to the site which is well outside the development limits of Bushmills.
- 8.16 Therefore it has not been demonstrated that an acceptable access can be provided that will not prejudice road safety or, that adequate car parking arrangements can be made.

### **Further Designations**

- 8.17 This proposal is located within the COMAH consultation zone as it is located in proximity to Bushmills Distillery. The Health and Safety Executive were consulted but given the nature of this proposal had no objection.

### **Other Matters**

- 8.18 With regard to the objection, the issues raised are commercial in nature. The SPPS in Para 2.3 sets out that 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.

## **Habitats Regulations Assessment**

- 8.19 The potential impact of 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 unacceptable in this location having regard to the Northern Area Plan, and other material considerations, including the SPPS. By reason of its limited integration qualities, it fails to meet the policy requirements for a new holiday park under Policy TSM 6 and TSM 7 of PPS 16. In addition, the proposal would be prominent within the landscape and would create a suburban style build-up of development not in keeping with the AONB. The proposal also fails to demonstrate that a safe access is achievable or how parking can be achieved. Refusal is recommended.

## **10 REASONS FOR REFUSAL**

### **10.1 Reasons:**

1. The proposal is contrary to paragraph 6.266 of the Strategic Planning Policy Statement, Policy TSM 6 of Planning Policy Statement 16 and Policy NH 6 of Planning Policy Statement 2, in that the site selected: does not have the capacity to absorb the holiday park development and would if approved have an adverse impact on visual amenity and rural character and; the proposal is unable to secure effective integration through the utilisation of existing natural or built features.
2. The proposal is contrary to paragraph 6.77 of the Strategic Planning Policy Statement and Policy CTY13 of Planning Policy Statement 21: Sustainable Development in the Countryside, in that the proposal if approved would be a prominent feature on the landscape. The site is unable to

provide a suitable degree of enclosure for the proposal to integrate into the landscape and therefore would not visually integrate into the surrounding landscape.

3. The proposal is contrary to paragraph 6.77 of the Strategic Planning Policy Statement and Policy CTY 14 of Planning Policy Statement 21: Sustainable Development in the Countryside, in that the proposal would, if permitted, be unduly prominent in the landscape; would result in a suburban style build-up of development when viewed with existing and approved buildings; would create a ribbon of development along Haw Road; and would therefore result in a detrimental change to the rural character of the countryside.
4. The proposal is contrary to paragraph 6.303 of the Strategic Planning Policy Statement and Policy AMP 2 of Planning Policy Statement 3: Access, Movement and Parking, in that it has not been demonstrated that the proposal would not, if permitted prejudice road safety or significantly inconvenience the flow of traffic.
5. The proposal is contrary to paragraph 6.304 of the Strategic Planning Policy Statement and Policy AMP 7 of Planning Policy Statement 3: Access, Movement and Parking, in that the proposal does not provide provisions for car at the site.

