



**Causeway
Coast & Glens
Borough Council**

Planning Committee Report Item E	25th May 2016
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	Shane Mathers
Cost: (If applicable)	N/a

ITEM E

**Adj to Oisín GAA Community
Centre for social and recreation
complex
14 Glenvale
Glenariffe**

**LA01/2016/0052/O
Outline Planning**

25th May 2016

<u>App No:</u>	LA01/2016/0052/O	<u>Ward:</u>	LURIGETHAN
<u>App Type:</u>	Outline Planning		
<u>Address:</u>	Adj to Oisin GAA Community Centre for social and recreation complex 14 Glenvale, Glenariffe		
<u>Proposal:</u>	Proposed new dwelling and garage.		
<u>Con Area:</u>	N/A	<u>Valid Date:</u>	11 th January 2016
<u>Listed Building Grade:</u>	N/A	<u>Target Date:</u>	
Applicant:	Ms Geraldine Meeke, 39 Brigadee Avenue, Ballymena, BT43 7ER		
Agent:	W M McNeill 30 Knowehead Road, Broughshane, Ballymena BT43 7LF		
Objections:	0	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 & 8 and resolves to **REFUSE** planning permission for the reasons set out in section 10.

2 SITE LOCATION & DESCRIPTION

- 2.1 The application site is an agricultural field on the south side of Garron Road and adjacent to the settlement of Glenariff (Bay). As such, it is located in the open countryside. The land within the site slopes down gently from the road to the south west. The field is enclosed entirely by post and wire fencing and there is a grass verge between the site and the road. There is an existing access lane adjacent to the south eastern boundary of the site which serves the dwelling and oil sales business at No. 206 and the GAA pitch. Agricultural fields are located to the east and west of the site. The GAA pitch is located to the south

and on the opposite side of the road is a detached bungalow and playground.

- 2.2 The site is located within the Antrim Coast and Glens AONB and Glenariff River LLPA as defined by the Northern Area Plan 2016. It is also adjacent to the settlement development limit of Glenariff (Bay).

3 RELEVANT HISTORY

E/2014/0179/O

Proposed New Dwelling and Garage. Adj. to 212 and in between 224 and Glen Bay Caravan Park, Garron Road, Glenariffe, Ballymena, Co. Antrim, BT44 0RB
Permission Refused 09.07.2015

4 THE APPLICATION

- 4.1 Planning permission is sought for a dwelling and garage.

5 PUBLICITY & CONSULTATIONS

External

- 5.1 **Neighbours:** There are no objections to the proposal.

Internal

- 5.2 **Transport NI:** Has no objection to the proposal.

NIEA: Has no objection to the proposal.

NI Water: Has no objection to the proposal.

Environmental Health: Has no objection to the proposal.

Geological Survey of Northern Ireland: No objections.

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 RELEVANT POLICIES & GUIDANCE

Northern Area Plan 2016

Strategic Planning Policy Statement (SPPS)

Planning Policy Statement 2 (PPS 2) Natural Heritage

Planning Policy Statement 3 (PPS3) Access Movement and Parking

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 a dwelling in the

countryside; new dwellings in existing clusters; ribbon development; visual integration and rural character; traffic and access matters; AONB; and other matters.

Planning Policy

- 8.2 The site is located within the Antrim Coast and Glens AONB and is adjacent to the settlement development limit of Glenariff Bay. The site falls within the Glenariff River LLPA. This designation includes a portion of the Glenarriff River and its associated vegetation, archaeology, landform and historic land division. Policy ENV 1 applies for LLPAs and development proposals must not adversely affect the environmental quality, integrity or character of a designated LLPA.
- 8.3 The principle of this development proposed must be considered having regard to the PPS policy documents specified above and the supplementary guidance.

Principle of a dwelling in the countryside

- 8.4 Policy CTY1 lists six scenarios where types of residential development are considered to be acceptable in principle in the countryside. Information supplied with the application argues that it complies with policies CTY 2a, a dwelling at an existing cluster of development and CTY 8, development of a small gap site within an otherwise substantial and continuously built up frontage.

New Dwellings in Existing Clusters

- 8.5 Planning permission will be granted for a dwelling at an existing cluster of development provided 6 criteria are met. Policy CTY2a applies to clusters of development in the countryside and that the proposed development is to cluster with must also be located in the countryside.
- 8.6 The policy requires the proposed dwelling to meet all the following criteria: to be located at a cluster of development consisting of four or more buildings of which at least three are dwellings; appears as a visual entity; is associated with a focal

point such as a social / community building / facility, or is located at a cross roads; the site provides a suitable degree of enclosure and is bounded on at least two sides with other development in the cluster; development can be absorbed into the existing cluster through rounding off and consolidation and will not significantly alter its existing character, or visually intrude into the open countryside and the development would not adversely impact on residential amenity.

- 8.7 The site is bounded to the east by the Garron Road with a bungalow and a play park adjacent the site. An existing access lane is adjacent to the south eastern boundary of the site leading to No. 206. No 206 and the coal sales business building are beyond the site. The GAA pitch is adjacent to the south but does not comprise any buildings. The existing pavilion building and recently approved facility are 100 metres beyond the site. The touring caravan park, oil sales and GGA pitch and club are all located within the settlement of Glenariff (Bay) and therefore cannot be considered under policy CTY 2a as an existing cluster of development in the countryside.
- 8.8 There is not an existing cluster of development at this location and the site is not bound on at least two sides by other development.
- 8.9 Outside of the settlement of Glenariff (Bay), there is no cluster of development at this location which would appear as a visual entity in the landscape nor with which a dwelling on the site can be absorbed. The site is quite open, devoid of any natural boundaries and does not provide a suitable degree of enclosure. A dwelling on the site would cause development to sprawl and visually intrude into the countryside and detrimentally impact upon the existing rural character of this area.
- 8.10 The agent has made reference to the site being associated with the various facilities within Glenariff (Bay) settlement. However, the proposal should be associated with a cluster of development which is an existing entity in its own right and should not be associated as an add on to the adjacent settlement. The site is adjacent to the GAA grounds to the south which is a focal community facility but this is located

within and associated with the adjacent settlement of Glenariff (Bay).

- 8.11 Given the site adjoins the settlement limit the sense of development in the area reads with the settlement and not as a separate cluster on Garron Road. The application should not rely on the features of a settlement for clustering purposes which is also supported by previous appeal decisions such as that for a dwelling at Ballaghmore Road, Bushmills (Reference PAC 2012/A0225).
- 8.12 The agent made reference to other decisions (C/2012/0381/O, D/2012/0076/O & B/2014/0104/O) that had been approved under Policy CTY 2a. These are not considered relevant because they do not relate to the exact same set of circumstances as this case and the subject proposal does not meet policy requirements as discussed above.

Ribbon Development

- 8.13 SPPS para 6.73 and Policy CTY 8 of PPS 21 state that planning permission will be refused for a building which creates or adds to a ribbon of development. An exception will be permitted for the development of a small gap site sufficient only to accommodate up to a maximum of two houses within an otherwise substantial and continuously built up frontage and provided this respects the existing development pattern along the frontage in terms of size, scale, siting and plot size and meets other planning and environmental requirements.
- 8.14 For the purpose of this policy the definition of a substantial and built up frontage includes a line of 3 or more buildings along a road frontage without accompanying development to the rear. However, the application site and the development framing the site must be located in the countryside, not constituting part of a settlement.
- 8.15 The application site is an agricultural field located between two other fields along Garron Road. The nearest building along the road frontage to the east is what appears to be a small toilet block approx 135 metres away which is connected with an approved caravan park. However, this building relates to permission for a touring caravan site within the development

limits of Glenariff (Bay) and therefore cannot be considered as part of a continuous and built-up frontage in the countryside.

- 8.16 The nearest building along the road frontage to the west is a small abandoned shop building approx. 90 metres. The agent has made reference to a farm building in the adjacent field. There is a small out building in the south west corner of this field, 70 metres from the application site. There are no buildings either side or within proximity of the application site. Therefore, it is not located within a substantially or continuously built up frontage. The oil sales site and the GAA pitch and club are also located within the development limit of Glenariff (Bay) and therefore do not meet the criteria for substantial and built up frontage referred to in Policy CTY 8 as they are not located in the countryside but instead within the development of a settlement.
- 8.17 The existing 300 metre gap in the road frontage, comprising the application site and adjoining fields, provides an important visual break which maintains the rural character on the edge of the settlement limit of Glenariff (Bay). This gap is not considered to be a small gap site sufficient only to accommodate a maximum of 2 houses. The visual relief this gap provides is evident when travelling between Glenariff (Bay) and Waterfoot and when approaching Glenariff (Bay) and Waterfoot along Garron Road and Glenariff Road. Development of the site would erode the rural character on the edge of the settlement limit.
- 8.18 The proposal does not respect the existing pattern of development as it is a rural site with some scattered development and no sense of a substantial and built up frontage outside of the settlement limit. This proposal would create a ribbon of development and further mar the distinction between the countryside and settlement.

The Setting of Settlements

- 8.19 Planning permission will be refused for development that mars the distinction between a settlement and the surrounding countryside or that otherwise results in urban sprawl.

- 8.20 The site is located between the settlements of Glenariff (Bay) and Waterfoot as designated in NAP 2016. When travelling either direction along Garron Road, there is a clear distinction between the two built up areas within the settlements. The separation between the settlements is limited to several fields. However, the approved petrol filling station (which may be argued to have commenced) is located amid these which has a deleterious effect in terms of coalescence. In contrast, the agricultural building NW of the application site is so small, low set and removed from Garron Road that it does not have a deleterious effect in terms of coalescence. The application site is located in one of these residual fields. It is within the public interest to maintain the distinction between the settlements and to prevent their coalescence.
- 8.21 To allow development at this site would undermine the separate identity of Glenariff (Bay) and Waterfoot and would augur toward coalescence by creating precedents and further infill opportunities along this stretch of road.
- 8.22 Development on the application site would mar the distinction between the settlement limit and the surrounding countryside resulting in urban sprawl.

Visual Integration and Rural Character

- 8.23 Permission will be granted where the proposal can be visually integrated into the surrounding landscape and it is of an appropriate design (CTY 13). Permission will be granted where the proposed building will not cause a detrimental change to, or further erode the rural character of an area (CTY 14).
- 8.24 The critical views of the site are along Garron Road when travelling between Glenariff (Bay) and Waterfoot, when entering Glenariff (Bay) from south east and when approaching Waterfoot along Glenariff Road. From these vantage points the application site is within a very open area and lacks any established natural boundaries or a backdrop. The site is unable to provide a suitable degree of enclosure to allow a dwelling to integrate into the landscape as it would rely heavily on new landscaping. Development of the site would erode the rural character on the edge of the settlement limit. Given the conspicuous nature of the development, this would further serve

to add to coalescence in strong visual terms. The proposal is therefore contrary to criteria (b) & (c) of CTY 13 and (b) & (d) of CTY 14.

Access

- 8.25 This planning policy relates to vehicular and pedestrian access, transport assessment, the protection of transport routes and parking. It is an important consideration in terms of the integration of transport and land use planning. Transportni was consulted in relation to this application and offer no objections.

Areas of Outstanding Natural Beauty

- 8.26 The site is located within the Antrim Coast & Glens AONB so proposals should be sensitive to the distinctive special character of the area and the quality of their landscape, heritage and wildlife. The proposal must respect local architectural styles and patterns as well as local materials, designs and colour. The proposal is considered to offend this policy in terms of criteria (a) as the siting for the dwelling and garage is not appropriate as considered in detail above.

Other Matters

- 8.27 The agent has made reference to planning approvals located south of the settlement limit of Waterfoot that he considers similar to the application site.
- 8.28 Site Adjacent to 230 Garron Road:
- E/2012/0147/O was refused for a dwelling and appealed only the first refusal reason was sustained in terms of prematurity. The site in question was within the settlement limit under NEAP (1987 – 2002) but outside the settlement limit under Draft NAP 2016.
 - E/2012/0165/O was granted for a farm dwelling under CTY 10 of PPS 21 On 05 February 2013. A siting condition was attached restricting the curtilage of the dwelling to a hatched area adjacent and to the rear of No. 230.

E/2014/0124/F applied to vary this siting condition from the south of No. 230 Garron Road to the north. E/2014/0124/F

was approved on 26th February 2015. The application was considered under policy CTY10 of PPS21 and met the criteria for a dwelling on the farm. The DoE in assessing the relocation of the approved dwelling on the farm balanced the prominence of the site previously approved against ribbon development and on balanced considered the lower frontage site to have less of a visual impact than the previously approved site. This application is not comparable with this current application LA01/2016/0052/O. E/2014/0124/F was considered acceptable under CTY10 and a balance was reached in relation to the visual impact and ribbon development. However, LA01/2016/0052/O does not meet any of the criteria listed in CTY1 for a dwelling in the countryside. The assessment of both applications is therefore not comparable.

- LA01/2015/0195/RM was subsequently approved for a 1.5 storey dwelling at this new location.

8.29 These permissions differ from the application site as the initial proposal was for a farm dwelling which was assessed under Policy CTY 10 of PPS 21 and found to comply. Therefore, the farm dwelling was permissible and the only locations for it to visually cluster with No. 230 was adjacent to this property which happened to be outside the settlement limit. These examples are not considered to set a precedent in relation to the application proposal.

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. It fails to meet the principle policy requirement of PPS 21 for a dwelling in the countryside, and fails in a number of other policy requirements. The proposed site lacks established natural boundaries and development would be prominent. If approved it would mar the distinction between the settlement and the surrounding countryside and have a significant adverse effect on rural character. Refusal is recommended.

10 REASONS FOR REFUSAL

10.1 Reasons:

1. The proposal is contrary to the SPPS "Development in the Countryside" and Policy CTY 1 of Planning Policy Statement 21 "Sustainable Development in the Countryside", in that there are no overriding reasons why this development is essential in this rural location and could not be located within a settlement.
2. The proposal is contrary to Paragraph 6.70 of the SPPS and Policy CTY 13 of Planning Policy Statement 21 "Sustainable Development in the Countryside", in that the proposed site lacks long established natural boundaries and is unable to provide a suitable degree of enclosure for the building to integrate into the landscape.
3. The proposal is contrary to Paragraphs 6.70 and 6.71 of the SPPS and Policies CTY 14 and CTY 15 of Planning Policy Statement 21 "Sustainable Development in the Countryside" in that the development would if permitted, mar the distinction between the defined settlement limit of Glenariff Bay (Designation GF 01) of the Northern Area Plan 2016 and the surrounding countryside and would result in urban sprawl and a detrimental change to erode the rural character of this AONB.
4. The proposal is contrary to Paragraph 6.187 of the SPPS and Policy NH 6 of Planning Policy Statement 2 "Natural Heritage" in that the development, if permitted, would have a detrimental impact upon the character and appearance of this designated Area of Outstanding Natural Beauty