



Title of Report:	Planning Committee Report – LA01/2022/0085/F
Committee Report Submitted To:	Planning Committee
Date of Meeting:	21st December 2022
For Decision or For Information	For Decision- Referred Application by Cllr Cara McShane

Linkage to Council Strategy (2021-25)	
Strategic Theme	Cohesive Leadership
Outcome	Council has agreed policies and procedures and decision making is consistent with them
Lead Officer	Senior Planning Officer

Budgetary Considerations	
Cost of Proposal	Nil
Included in Current Year Estimates	N/A
Capital/Revenue	N/A
Code	N/A
Staffing Costs	N/A

Screening Requirements	Required for new or revised Policies, Plans, Strategies or Service Delivery Proposals.		
Section 75 Screening	Screening Completed:	N/A	Date:
	EQIA Required and Completed:	N/A	Date:
	Screening Completed	N/A	Date:

Rural Needs Assessment (RNA)			
	RNA Required and Completed:	N/A	Date:
Data Protection Impact Assessment (DPIA)	Screening Completed:	N/A	Date:
	DPIA Required and Completed:	N/A	Date:

<u>No:</u> LA01/2022/0085/F	<u>Ward:</u> Kinbane
<u>App Type:</u> Full Permission	
<u>Address:</u> 80m North East of 4 Glenstaughey Road, Craiganee, Ballintoy, Ballycastle	
<u>Proposal:</u> Farm diversification proposal for 4 glamping pods on a farm & associated site works	
<u>Con Area:</u> n/a	<u>Valid Date:</u> 25.01.2022
<u>Listed Building Grade:</u> n/a	
Agent: Lavery Architecture 63a Churchfield Road, Ballycastle, BT54 6PX	
Objections: 0	Petitions of Objection: 0
Support: 0	Petitions of Support: 0

EXECUTIVE SUMMARY

- Full planning permission is sought for farm diversification for 4 glamping pods and associated site works.
- The site is located outside any development limits, within the open countryside and within the Antrim Coast and Glens Area of Outstanding Natural Beauty (AONB) as indicated by Map no.5 of the Northern Area Plan.
- The principle of development is considered unacceptable having regard to Policy CTY 11 of PPS 21, Policy TSM 6 and TSM 7 of PPS 16. The proposal is unacceptable in terms of character and scale and is not satisfactorily integrated with an existing group of buildings.
- The proposal is considered unacceptable in terms of integration and rural character. The proposed site lacks long established boundaries to provide a suitable degree of enclosure and relies on new planting for integration.
- The proposal requires hedgerow removal and earthworks to achieve satisfactory access arrangements. This would have an adverse impact in terms of integration and rural character.
- The proposal will have an adverse impact on the AONB.
- DFI Roads, Environmental Health, NI Water, DAERA, NIEA, HED and DETI were consulted on the application and raise no objection.
- There are no objections to the proposal
- The application is recommended for refusal.
- Reasons for Referral by elected member are attached as an annex to this report.

Drawings and additional information are available to view on the Planning Portal - <https://planningregister.planningsystemni.gov.uk>

1 RECOMMENDATION

- 1.1 That the Committee has taken into consideration and agrees with the reasons for recommendation set out in Section 9 and the policies and guidance in sections 7 and 8 and resolves to **REFUSE** planning permission subject to the conditions set out in section 10.

2 SITE LOCATION & DESCRIPTION

- 2.1 This planning application relates to a site approximately 80m NE of 4 Glenstaughey Road, Ballintoy. The proposed development comprises an area of 85.56m² and is currently utilised as agricultural land with an access gateway located at the south western boundary of the site at Glenstaughey Road. The roadside boundary and southern boundary of the site are delineated by hedgerow and vegetation with the remaining boundaries being undefined. The site is slightly elevated at Glenstaughey Road offering critical sea views from its position with its natural topography sloping towards the north east.
- 2.2 The site is located on the eastern side of Glenstaughey Road in close proximity to its junction with Lagavara Road, and approximately 5km from Ballycastle. The surrounding area is rural in character, comprising of single residential dwellings, farm holdings, and agricultural land.
- 2.3 The site is located outside any development limits, within the open countryside and is within the Antrim Coast and Glens Area of Outstanding Natural Beauty (AONB) as indicated by Map no.5 of the Northern Area Plan.

3 RELEVANT HISTORY

There is no relevant planning history at the application site.

4 THE APPLICATION

- 4.1 The application seeks full planning permission for Farm diversification for 4 glamping pods on a farm & associated site works. The pods measure approximately 6.5 metres (length) by 3.3 metres (width) by 2.6 metres (height) and are finished in timber cladding boards with black shingle effect rubber covering with black UPVC window/door.

5 PUBLICITY & CONSULTATIONS

5.1 External

Advertising: Coleraine Chronicle 31.01.2022

Neighbours: There are no objections to the proposal.

5.2 Internal

DFI Roads - No objections.

Northern Ireland Water - No objections.

Environmental Health - No objections.

DAERA - No objections.

DETI- Geological Survey (NI)- No objections.

NIEA- No objections.

Historic Environment Division (HED)- 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:

- 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 and Assessment” section of the report.

7 RELEVANT POLICIES & GUIDANCE

- Regional Development Strategy 2035
- Northern Area Plan 2016
- Strategic Planning Policy Statement (SPPS)
- PPS 2: Natural Heritage
- PPS 16: Tourism
- PPS 21: Sustainable Development in the Countryside
- Antrim Coast and Glens Area of Outstanding Natural Beauty Design Guide
- Council Tourism Strategy

8.0 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to; principle of development, farm diversification, integration and rural character, tourism and natural heritage.

Planning Policy

- 8.2. The Northern Area Plan 2016 identifies the site as being located within the countryside, outside any defined settlement limits.

- 8.3. The site is located within the Area of Outstanding Natural Beauty and is not subject to any further environmental designations. The site is located approx. 5km from Ballycastle.
- 8.4. The proposal must be considered having regard to the SPPS, PPS policy documents and supplementary planning guidance specified above.

Principle of Development

- 8.5. Paragraph 6.73 of the Strategic Planning Policy Statement (SPPS) and Planning Policy Statement 21 – Sustainable Development in the Countryside, Policy CTY 1 states there are a range of types of development which in principle are considered to be acceptable in the countryside and that will contribute to the aims of sustainable development. All proposals for development in the countryside must be sited and designed to integrate sympathetically with their surroundings and to meet other planning and environmental considerations. One of the acceptable types of development is farm diversification proposals in accordance with Policy CTY 11;
- 8.6. The application is described as a farm diversification proposal and therefore the SPPS and Policy CTY 11 of PPS21 is the relevant policy context.
- 8.7. The proposal comprises Glamping Pods for tourism purposes and therefore PPS 16: Tourism will also be a relevant consideration.

Farm Diversification

- 8.8. Policy CTY 11 states that proposals for farm diversification will only be acceptable where they involve the re-use or adaptation of existing farm buildings. Exceptionally, a new building may be permitted where there is no existing building available to accommodate the proposed use, either because they are essential for the maintenance of the existing farm enterprise, are clearly unsuitable for adaptation and re-use or cannot be adapted to meeting the requirements of other statutory agencies.

8.9. Policy CTY 11 also states that farm diversification proposals must meet the following criteria:

(a) the farm or forestry business is currently active and established;

DAERA have been consulted and have confirmed the farm business has been active and established for at least 6 years.

(b) in terms of character and scale it is appropriate to its location;

Given the nature and scale of the proposal, it would not be considered appropriate to its location. Integration and rural character are considered under paragraphs 8.18-8.29.

(c) it will not have an adverse impact on the natural or built heritage; and

The application site lies within the Antrim Coast and Glens Area of Outstanding Natural Beauty with the proposal posing the risk of adverse impacts to this special character area. The impact on the AONB is considered in paragraphs 8.30-8.32 of this report.

(d) it will not result in detrimental impact on the amenity of nearby residential dwellings including potential problems arising from noise, smell and pollution.

Environmental Health have been consulted in relation to the proposal and had no adverse comments. The proposal would have negligible impact on the amenity of nearby residential dwellings in terms of noise, smell and pollution.

8.10. The agent has annotated on submitted drawings that the proposal is located off site- approximately 140 metres away from the existing farm holding. The agent has not demonstrated why an existing building/site within the farm cannot be re-used or adapted or that they could not be sited to group with existing buildings.

- 8.11. An additional planning statement was submitted citing the various reasons in which the agent believes the proposal complies with policy.
- 8.12. The application site is not integrated with the existing group of farm buildings. The site is separated from this grouping by mature trees and the Glenstaughey Road. The agent contests that the proposal is visually linked to the existing farm house. The agent also contests that it is unfair that the vegetation which currently screens the farm buildings can be used as a refusal reason.
- 8.13. Within the planning statement submitted, the agent provided four approved applications were, in their view, proximity to farmyards was greater than in this instance. The agent states that these sites are further separated from existing buildings and are in a more prominent position.
- 8.14. The first example provided was LA01/2016/1372/F which was for a proposed glamping/camping site with amenity block 75m SE of Gortbeg, Rathlin Island. This application did not comprise a farm diversification proposal and rather was assessed against relevant Tourism policies. The Rathlin Island Policy document was also a relevant policy consideration.

LA01/2019/0702/F was also presented, which was a retrospective application for two number glamping pods and site office also located at Rathlin Glamping, Churchquarter, Rathlin Island, an addition to LA01/2016/1372/F. It was considered that given the levels of integration available to the application site and the existing glamping pod site it was determined that these pods would not have a detrimental impact on the rural character of the area.

It should also be noted that these examples and the application site vary in terms of site context. The Glamping Pods on Rathlin Island are located on the edge of the settlement limit of Church Bay, within walking distance of the bay and associated amenities.

- 8.15. The third example provided was application LA01/2018/1089/F. This application was a Farm Diversification proposal to site for 3 no. glamping pods on a farm. The site was located at land

adjacent to 59a Drumavoley Road, Ballycastle. The applicant in this instance demonstrated that the existing buildings within the farm holding were essential to the maintenance and upkeep of the farm and therefore the reuse of buildings would have a detrimental impact on the farm enterprise. It was also determined that the existing vegetation on site would allow for the glamping pods to integrate to a satisfactory level and would not have a negative impact on the surrounding local and rural character. The site at Drumavoley Road also avails of being set back from the road rather than being located at a roadside location.

8.16. The fourth example provided was for glamping pods approved under application LA01/2018/1556/F, located approximately 160m north of 40 Fairhead Road, Ballycastle. In this case, evidence has been provided which demonstrates that this location is a popular walking destination with a lack of affordable accommodation in the area. The application was a sympathetic addition to the area which was capable of successful integration. The proposal was found to respect the surrounding area and rural character and similar to the example of Drumavoley Road, was not sited at a roadside location.

8.17. Where a new building is justified it should be satisfactorily integrated with an existing group of buildings. The proposal has not been justified in this instance and the siting would not be considered to integrate with an existing group of buildings.

Proposed Site, Integration and Rural Character

8.18. Policy CTY13 of PPS21 states that planning permission will be granted for a building in the countryside where it can be visually integrated into the surrounding landscape and is of an appropriate design.

8.19. A new building will be unacceptable where:
(a) it is a prominent feature in the landscape; or
(b) the site lacks long established natural boundaries or is unable to provide a suitable degree of enclosure for the building to integrate into the landscape; or

- (c) it relies primarily on the use of new landscaping for integration; or
- (d) ancillary works do not integrate with their surroundings; or
- (e) the design of the building is inappropriate for the site and its locality; or
- (f) it fails to blend with the landform, existing trees, buildings, slopes and other natural features which provide a backdrop; or
- (g) in the case of a proposed dwelling on a farm (see Policy CTY 10) it is not visually linked or sited to cluster with an established group of buildings on a farm.

The proposal is contrary to Policy CTY 13 of PPS 21 (b), (c), (d), (e) and (f) in that the site lacks long established natural boundaries and it relies heavily on new landscaping for integration. The ancillary works proposed do not integrate with their surroundings as the application proposes the removal of a substantial amount of existing roadside hedging (approximately 25 metres) and the raising of ground levels along the site frontage to provide necessary access arrangements, demonstrated through sectional drawings provided with the application. Paragraph 5.72 of CTY 13 advises that access driveways should respect site contours and cross them gently integrating the building with its entrance and site. This proposal would be considered contrary to this as the increase in levels required would result in the elevation of the site along the site frontage. This will result in the site being more open and exposed in the landscape. Due to the roadside nature of the site views are achieved when travelling both directions along the Glenstaughey Road. The design of buildings, together with ancillary and parking areas are inappropriate for the site and locality and the proposal would fail to blend with the landform, existing trees, buildings, slopes and other natural features.

8.20. Policy CTY14 of PPS21 states planning permission will be granted for a building in the countryside where it does not cause a detrimental change to, or further erode the rural character of an area.

8.21. Planning permission will be granted for a building in the countryside where it does not cause a detrimental change to, or further erode the rural character of an area. A new building will be unacceptable where:

- (a) it is unduly prominent in the landscape; or

- (b) it results in a suburban style build-up of development when viewed with existing and approved buildings; or
- (c) it does not respect the traditional pattern of settlement exhibited in that area; or
- (d) it creates or adds to a ribbon of development (see Policy CTY 8); or
- (e) the impact of ancillary works (with the exception of necessary visibility splays) would damage rural character.

The proposal is contrary to Policy CTY 14 of PPS 21 (c) and (e) in that the proposal does not respect the traditional pattern of development found in the area. The Glenstaughey Road is characterised primarily with a small number single dwellings and farm holdings dispersed at various locations, generally set back from the road. The impact of this roadside development together with ancillary works would damage rural character.

- 8.22. During processing of the application plans were amended to attempt to address the integration and rural character issues. The ancillary works were amended to a single gravel parking area and timber decking areas were removed from the front of the pods. However, the amended plans are not considered to address concerns in relation to visual integration and rural character.
- 8.23. Approximately 25 metres of existing hedge is to be removed along the site frontage in order to accommodate the access and required visibility splays. Although new hedging is proposed set back from the road behind the splays, the removal of such an extent of existing roadside hedging, and the raising of ground levels, will result in the site appearing more open and incongruous in the landscape. Sectional drawings show how the site slopes gradually down in an easterly direction. It is unclear from the drawings whether ground levels will need to be raised in order to accommodate the proposed parking area.
- 8.24. The development does not respect the traditional pattern of settlement in the area, and the proposed development and ancillary works will damage the rural character of this AONB location.

Natural Heritage

- 8.25. The application site is located within the Antrim Coast and Glens Area of Outstanding Natural Beauty. In accordance with PPS 2: Natural Heritage, planning permission will only be granted for development within the AONB if it adheres to the relevant criteria.
- 8.26. 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 and all the following criteria are met:
- a) the siting and scale of the proposal is sympathetic to the special character of the Area of Outstanding Natural Beauty in general and of the particular locality; and
 - b) it respects or conserves features (including buildings and other man-made features) of importance to the character, appearance or heritage of the landscape; and
 - c) the proposal respects:
 - local architectural styles and patterns;
 - traditional boundary details, by retaining features such as hedges, walls, trees and gates; and
 - local materials, design and colour.
- 8.27. The proposal is located along the Glenstaughey Road, at a slight elevation overlooking the coastline. The siting of the proposal would not be in keeping with the locality with the site location not being appropriate for development of this nature. This particular location within the AONB is predominantly agricultural with a small number of single dwellings and farm holdings located back off the road. There is minimal development along this side of Glenstaughey Road and the proposed development will appear incongruous and out of place in this protected AONB location. The proposal is therefore contrary to Paragraphs 6.70 and 6.77 of the SPPS and (a) of PPS2-Policy NH 6.

Tourism

- 8.28. PPS 16 is silent on glamping pod development however as the pods are of similar scale to a caravan and have limited facilities, Policy TSM 6 will apply in this instance.
- 8.29. Policy TSM 6 of PPS 2 relates to new and extended holiday parks in the countryside. New holiday parks will be deemed acceptable where it is demonstrated that the proposal is a high quality and sustainable form of tourism development. The location, siting, size, design, layout and landscaping of the proposal must respect the surrounding landscape, rural character and site context.
- 8.30. The proposal relies heavily on new landscaping to aid integration into the surrounding area. The site would not be considered appropriate for development of this nature due to the significant impact on visual amenity and rural character. The proposal fails to comply with criteria (a), (b) and (e) of TSM 6 in that the proposal would have an adverse impact on visual amenity and rural character (a). The proposal lacks natural and built features which would allow for successful integration into the surrounding landscape, with any established boundaries to the site comprising low level hedgerow and trees which do not provide significant enclosure and screening. The landscaping plan also proposes the removal of existing hedges and the increase in site levels which would oppose the requirements of criteria (b) to utilise existing natural features and topography. The design of the development Criteria (e) of TSM 6 requires that the design of the development including internal roads, paths and car parking area are appropriate to the site and locality. The sections provided indicate raised ground levels on the site and resultantly the car parking areas and access would be deemed inappropriate for the surrounding area, with a detrimental impact on visual amenity. The proposal fails to comply with criteria (e) of TSM 6.
- 8.31. Policy TSM 7 of PPS 16 advises that tourism development must be compatible with surrounding land uses and neither the use or built form will detract from the landscape quality and character of the surrounding area. The site location in this instance is considered unsuitable as there is no integration with the

surrounding area. The proposal will detract from the landscape quality and local character found on the Glenstaughey Road and within the Antrim Coast and Glens Area of Outstanding Natural Beauty.

- 8.32. More specifically, TSM 7 outlines a range of Design Criteria and General Criteria for Tourism Development to which proposals must comply. Criteria (c) advises that appropriate boundary treatment and means of enclosure must be provided. Due to the elevated siting of the proposal and lack of natural enclosure, the proposed landscaping would be considered insufficient in terms of visual integration.
- 8.33. The proposal also fails General Criteria (g). The proposal would not be considered compatible with surrounding land uses and due to the nature and scale of the development would detract from the landscape quality and character of the surrounding area.
- 8.34. In general, the proposal does not assist in the promotion of the Departments published guidance on sustainability and biodiversity (b).

Non-mains Sewerage / Drainage

- 8.35. In relation to policy CTY16 the application proposes the use of a septic tank and soakaways located within the proposed site. The remainder of the field to the rear is also indicated as being within the applicant's ownership. Sewerage and drainage arrangements would appear to be achievable and DAERA Water Management Unit has referred to Standing Advice.

Access

- 8.36. DFI Roads raise no objection to the creation of a new access to serve the proposed site. The proposed access will not negatively impact the flow of traffic onto Glenstaughey Road, nor has it been assessed to present any danger to public and road safety. Glenstaughey Road is not a designated protected route, therefore the application is considered to comply with AMP 2 of PPS3.

Habitat Regulations Assessment

- 8.37. 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.

9.0 CONCLUSION

- 9.1 The proposal is considered unacceptable in this location having regard to the Northern Area Plan, and other material considerations, including the Strategic Planning Policy Statement for Northern Ireland. The proposal is contrary to Policy CTY 11 of PPS 21 as the site location is not appropriate in terms of character and scale and is not satisfactorily integrated with an existing group of buildings. The proposal is contrary to PPS 16 (Tourism) and Policies CTY 13 and 14 of PPS 21 as the proposal cannot be absorbed into the area with effective integration without adverse impact on visual amenity and rural character and the design of this development, together with ancillary works, is not suitable for this open site located within the Antrim Coast and Glens AONB. The site lacks long established boundaries to provide a suitable degree of enclosure and relies on new landscaping. The proposal fails Policies CTY 1, CTY 11, CTY 13 and CTY 14 of PPS21; TSM 6 and 7 of PPS 16; and Policy NH 6 of PPS 2.

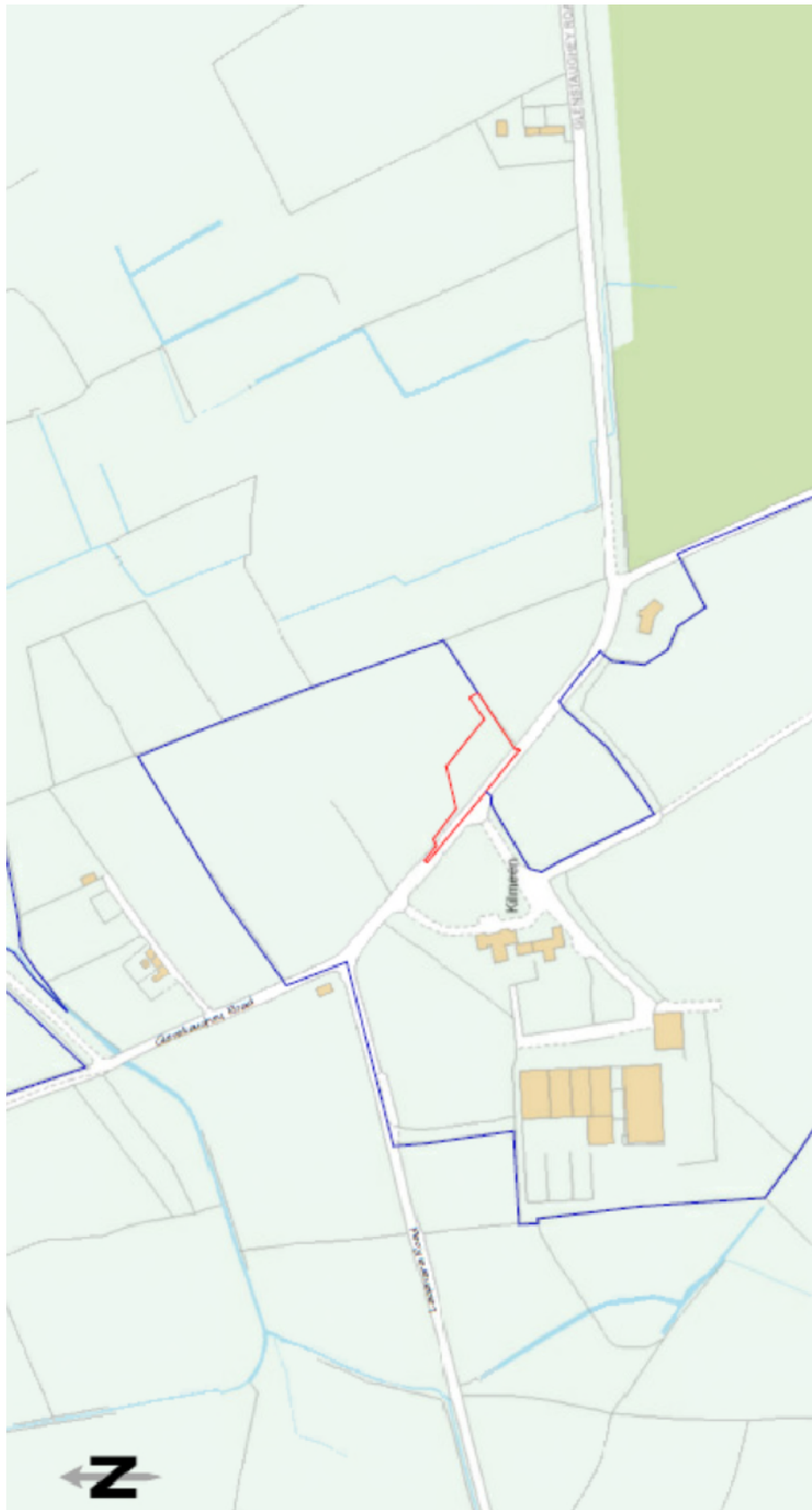
10 Reasons for Refusal

1. The proposal is contrary to the Strategic Planning Policy Statement for Northern Ireland, Paragraph 6.73 and Planning Policy Statement 21, Sustainable Development in the Countryside, Policy CTY 1, in that there are no overriding reasons why this development is essential and could not be located within a settlement.
2. The proposal is contrary to Paragraphs 6.70 and 6.73 of the Strategic Planning Policy Statement for Northern Ireland and criteria (b) and (c) of Policy CTY 11 of PPS 21 “Sustainable Development in the Countryside” in that the site location is not appropriate for this development in terms of character and scale and will have an adverse impact on natural heritage. In addition, the development does not satisfactorily integrate with an existing group of buildings.
3. The proposal is contrary to Paragraphs 6.255 and 6.560 of the Strategic Planning Policy Statement for Northern Ireland and criteria (a), (b) and (e) of Policy TSM 6 of PPS 16 “Tourism” in that the proposal cannot be absorbed into the area with effective integration without adverse impact on visual amenity and rural character; the site lacks existing natural or built features to aid integration; and the design of this development is not appropriate for the site and locality.
4. The proposal is contrary to Paragraphs 6.255 and 6.260 of The Strategic Planning Policy Statement for Northern Ireland and criteria (b), (c), (g) and (i) of Policy TSM 7 of PPS 16 “Tourism” in that the site layout is not suitable at this location; appropriate boundary treatment and means of enclosure are not provided; and will detract from the landscape quality and character of the surrounding area.
5. The proposal is contrary to Paragraphs 6.69, 6.70 and 6.73 of The Strategic Planning Policy Statement for Northern Ireland and Policy CTY 13 of PPS 21 (b), (c), (d), (e) and (f). The site lacks long established natural boundaries; it relies heavily on new landscaping for integration; ancillary works do not integrate with

their surroundings; the design of buildings is inappropriate for the site and locality and the proposal would fail to blend with the landform, existing trees, buildings, slopes and other natural features.

6. The proposal is contrary to Paragraphs 6.69, 6.70 and 6.73 of The Strategic Planning Policy Statement for Northern Ireland and Policy CTY 14 of PPS 21 (c) and (e). A development of this nature does not respect the traditional pattern of settlement found on the Glenstaughey Road with the impact of ancillary works required damaging rural character.
7. The proposal is contrary to Paragraphs 6.187 and 6.188 of the Strategic Planning Policy Statement for Northern Ireland and Policy NH 6 of PPS 2, criteria (a) in that the siting and scale of the proposal would not be deemed sympathetic to the special character of the Area of Outstanding Natural Beauty in general and of the surrounding locality.

Site Location Plan



Referral Request

From: cara mcshane <>

Sent: 20 July 2022 15:37

To: Planning <Planning@causewaycoastandglens.gov.uk>; Denise Dickson <>; Oliver McMullan <

Subject: Reference Number LA01/2022/0085/F

Importance: High

Reference Number LA01/2022/0085/F

Farm diversification proposal for 4 glamping pods on a farm & associated site works

80m North East of 4 Glenstaughey Road, Craiganee, Ballintoy, Ballycastle

A chairde,

This application has appeared on the Contentious list today and I am requesting that it is deferred to the Planning Committee for further consideration.

There were roads issues and the agent had submitted revised plans. However, despite the agent emailing the case officer twice, specifically requesting that this new information is reconsidered by DfI Roads, this consultation did not take place. The agent received out of office responses from the case officer and from Emma Hudson.

While it is preferable and more prudent that the roads issues are considered with the new information submitted through an office meeting; failing that - I would be most grateful that the case is taken to the elected representatives in the Planning Committee.

Please understand my best intentions.

I look forward to hearing from you.

Best wishes,

Cara

Sinn Féin Councillor

The Glens DEA

Mob.