

## Development Management Officer Report Committee Application

<b>Summary</b>	
<b>Committee Meeting Date: 20 June 2023</b>	
<b>Application ID: LA04/2022/0742/F</b>	
<b>Proposal:</b> Proposed new two storey/split level community hub building (including changing rooms) and a single modular changing room building with associated car parking, paths and landscape site-works.	<b>Location: Paisley Park Sportsplex, West Circular Road, Belfast, BT13</b>
<b>Referral Route:</b> Paragraph 3.8.5 (d) of the Scheme of Delegation those in which the Council has an estate	
<b>Recommendation:</b>	<b>Approve</b>
<b>Applicant Name and Address:</b> Paisley Park Sportsplex C/O Argyle Business Centre Unit 8 39 North Howard Street Belfast BT13 2AP	<b>Agent Name and Address:</b> The Boyd Partnership LLP 15 Ravenhill Road Belfast BT6 8DN
<p><b>Executive Summary:</b> This application seeks full planning permission for a proposed new two storey/split level community hub building (including changing rooms) and a single storey modular changing room building with associated car parking; paths and landscape site works.</p> <p>The key issues are:</p> <ul style="list-style-type: none"> <li>• Principle of development</li> <li>• Acceptability of community and leisure facilities at this location</li> <li>• Climate change</li> <li>• Loss of Open Space</li> <li>• Impact on Character and Appearance</li> <li>• Impact on Amenity</li> <li>• Access and parking</li> <li>• Drainage and Waste-water infrastructure</li> <li>• Noise, odour and other environmental impacts</li> </ul> <p><b>Recommendation</b> Having regard to the development plan and other material considerations, the proposal is considered acceptable. It is recommended that planning permission is granted subject to conditions.</p> <p>Delegated authority is sought for the Director of Planning and Building Control to finalise the conditions and deal with any other matters which may arise.</p>	

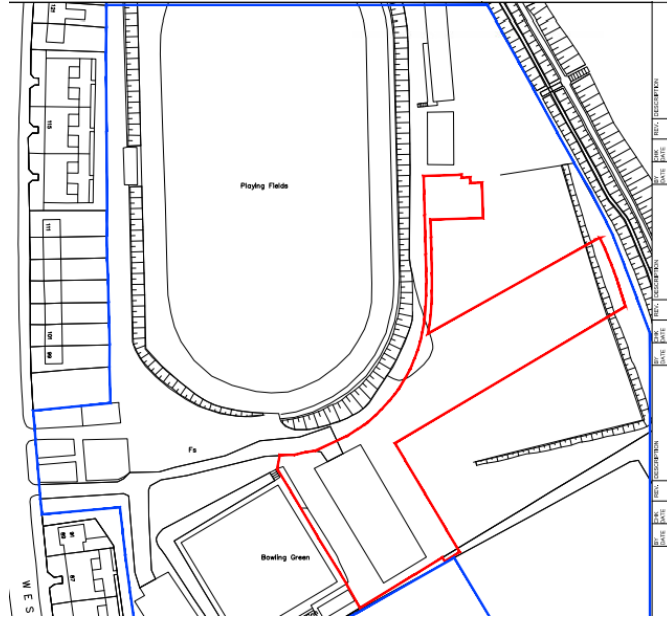
# Officer Report

1.0

Drawings

1.1

Site Location Map:



1.2

Proposed Site Layout:



<b>2.0</b>	<b>Characteristics of the Site and Area</b>
2.1	Paisley Park Sports Complex is situated along West Circular Road and has established residential areas to the northern, western, and southern boundaries. The existing Paisley Park site contains existing football pitches (1 no. senior grass pitch and 1no. existing synthetic pitch) with a club house for each sporting organisation including football, boxing, and bowling clubs. The site also has a bowling green and pavilion building running track to the main grass pitch. Access is via existing vehicular gates onto West Circular Road and there is an existing parking area wedged between the bowling green and synthetic pitch to the southern boundary.
<b>3.0</b>	<b>Description of Proposal</b>
3.1	Proposed new two storey/split level community hub building (including changing rooms) and a single storey modular changing room building with associated car parking; paths and landscape site-works.
<b>4.0</b>	<b>Planning Policy and Other Material Considerations</b>
4.1	<b>Development Plan – operational policies</b> Belfast Local Development Plan, Plan Strategy 2035
4.2	<b>Development Plan – zoning, designations and proposals maps</b> Belfast Urban Area Plan (2001) BUAP Draft Belfast Metropolitan Area Plan 2015 (v2004) Draft Belfast Metropolitan Area Plan 2015 (v2014)
4.3	<b>Regional Planning Policy</b> Regional Development Strategy 2035 (RDS) Strategic Planning Policy Statement for Northern Ireland (SPPS)
4.4	<b>Other Policies</b> Developer Contribution Framework (BCC) Belfast Agenda Creating Places (DfI)
4.5	<b>Relevant Planning History</b>  <u>Application Site:</u> None  <u>Surrounding Land:</u> <i>LA04/2020/1959/F</i> <i>Site to be developed includes vacant land bounded by the Forthriver Industrial Park in the east Springfield Road to the South and Paisley Park &amp; West Circular Road &amp; Crescent to the West. Area also includes links through the Forthriver Industrial Park to Woodvale Avenue land at Springfield Dam (Springfield Road) Paisley Park (West Circular Road) and the Junction of West circular Road &amp; Ballygomartin Road.</i> <i>Proposed new parkland (Section 2 Forthmeadow Community Greenway) - foot and cycle pathways, lighting columns, new entrances and street furniture.</i> <i>Permission Granted</i>
<b>5.0</b>	<b>Consultations and Representations</b>
5.1	<b>Statutory Consultations</b>  DfI Roads – Content subject to conditions NI Water – Refusal DAERA NIEA – Content subject to conditions

5.2	<p><b>Non-Statutory Consultations</b> BCC Environmental Health – Content subject to conditions Shared Environmental Services (SES) – Outstanding</p>
5.3	<p>Whilst consultees may have referred to the no longer extant Planning Policy Statements in their consultation responses, the equivalent policies in the Plan Strategy are either the same or sufficiently similar to not require the consultees to re-evaluate the proposal in the context of the Plan Strategy.</p>
5.4	<p><b>Representations</b> The application has been advertised and neighbours notified. The Council has received no representations.</p>
<b>6.0</b>	<b>PLANNING ASSESSMENT</b>
	<b>Development Plan Context</b>
6.1	<p>Section 6(4) of the Planning (Northern Ireland) Act 2011 states that in making any determinations under the Act, regard is to be had to the local development plan, and the determination must be made in accordance with the plan unless material considerations indicate otherwise.</p>
6.2	<p>Section 45(1) of the Act states that in determining planning applications, the Council must have regard to the local development plan, so far as material to the application, and to any other material considerations.</p>
6.3	<p>The Belfast Local Development Plan (LDP) when fully completed will replace the Belfast Urban Area Plan 2001 as the statutory Development Plan for the city. The Belfast LDP will comprise two parts. Part 1 is the Plan Strategy, which contains strategic and operational policies and was adopted on 02 May 2023. Part 2 is the Local Policies Plan, which will provide the zonings and proposals maps for Belfast and has not yet been published. The zonings and proposals maps in the Belfast Urban Area Plan 2001 remain part of the statutory local development plan until the Local Policies Plan is adopted.</p>
6.4	<p><b>Operational policies</b> – the Plan Strategy contains a range of operational policies relevant to consideration of the application. These are listed in the report.</p>
6.5	<p><b>Proposals Maps</b> – until such time as the Local Policies Plan is adopted, the Council must have regard to the land-use zonings, designations and proposals maps in the Belfast Urban Area Plan 2001, both versions of the draft Belfast Metropolitan Area Plan (v2004 and v2014) (draft BMAP 2015) and other relevant area plans. The weight to be afforded to these proposals maps is a matter for the decision maker. It is considered that significant weight should be given to the proposals map in draft BMAP 2015 (v2014) given its advanced stage in the development process, save for retail policies that relate to Sprucefield which remain contentious.</p>
6.6	<p><b>Relevant Planning Policies</b></p> <p>The following policies in the Plan Strategy are relevant to consideration of the application.</p> <p>Policy SP1A – Managing growth and supporting infrastructure delivery Policy SP2 – Sustainable development Policy SP3 – Improving health and wellbeing Policy SP4 – Community cohesion and good relations Policy SP5 – Positive placemaking Policy SP6 – Environmental resilience</p>

	<p>Policy SP7 – Connectivity  Policy SP8 – Green and blue infrastructure network  Policy SD1 – Settlement hierarchy  Policy SD2 – Settlement Areas  Policy DES1- Principles of Urban Design  Policy CI1- Community infrastructure  Policy OS1- Protection of Open Space  Policy TRE1 - Trees  Policy TRAN 8- Car Parking and Servicing Arrangements  Policy TRAN 9- Design of Car Parking  Policy ENV 2- Mitigating Against Environmental Change  Policy ENV 3- Adapting to Environmental Change</p> <p><b>Key Issues</b></p> <p>6.7 The key issues are:</p> <ul style="list-style-type: none"> <li>• Principle of development</li> <li>• Acceptability of community and leisure facilities at this location</li> <li>• Climate change</li> <li>• Loss of Open Space</li> <li>• Impact on Character and Appearance</li> <li>• Impact on Amenity</li> <li>• Access and parking</li> <li>• Drainage and Waste-water infrastructure</li> <li>• Noise, odour and other environmental impacts</li> </ul> <p>6.8 <b><u>Additional Information</u></b>  Officers have requested that the applicant provides a “Plan Strategy Statement” that sets out how the proposal complies with the relevant policies in the Plan Strategy. Where the proposal does not meet the policy requirements, the applicant was asked to either modify the proposal or justify why they are not proposing to change the proposal. The applicant has submitted a climate change statement.</p> <p>6.9 <b><u>Principle of development</u></b>  The site is located within the development limit in the Belfast Urban Area Plan 2001 and both versions of the draft Belfast Metropolitan Area Plan 2015 (v2004 and v2014). The site is zoned as existing recreation and open space in both versions of the draft Belfast Metropolitan Area Plan 2015 (v2004 an v2014). The presumption is therefore in favour of development subject to planning considerations detailed below:</p> <p>6.10 <b><u>Acceptability of community and leisure facilities at this location</u></b>  The proposal includes a range of community and leisure uses within the new Community Hub. Policy CI1 Community Infrastructure of the Belfast Plan Strategy (PS) 2035 states that planning permission will be granted for the provision of new and improved community infrastructure at appropriate and accessible locations within the urban area, subject to consideration of the nature and location of any proposals. The scheme includes an upgrade of the existing Sportsplex which represents a number of football, bowling and boxing clubs and the building of a Community Hub. The scheme is considered to meet the policy requirement under CI1 in that a need has been established to improve and extend the community facility in this location.</p>
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6.11	<p><b><u>Climate change and Trees</u></b></p> <p>The proposal maximises opportunities to incorporate sustainable design features where feasible. The applicant submitted a Climate Change Compliance Statement outlining the following features:</p> <ul style="list-style-type: none"> <li>• Energy Efficiency Standards- all buildings will be designed to meet Energy Efficiency Standards to promote energy conservation/efficiency sustainability and ease of maintenance. These include triple glazed windows, timber frame construction to modular having rooms, PV panels, Air Permeability of 3 or less (Designed q50) and Passive Ventilation.</li> <li>• Site Layout- The layout and orientation of buildings will optimise solar gains and energy efficiency, as there are proposed PV panels on the roof pitch fronting south and south-west aspect as shown within the Climate Change Statement.</li> <li>• The proposed scheme will aim to use responsible sourced materials with accreditations to promote lower carbon footprint and sustainable manufacturing processes.</li> <li>• The proposed scheme design will incorporate rainwater attenuation systems designed to reduce and store surface water runoff from the site in accordance with NI Water approval;</li> <li>• There will be additional tree planting across the site which will help to promote biodiversity on the site and create a positive ecological enhancement in terms of health and well-being but equally in relation to Climate Change.</li> </ul>
6.12	<p>The proposal is compliant to Policy ENV 2- Mitigating Environmental Change in that ENV 2 in that it demonstrates opportunities to incorporate sustainable design features where feasible such as orientating buildings to optimise solar gain and energy efficiency. It is considered that the proposal incorporates measures to adapt to environmental change including part d and h of Policy ENV3 of the Plan Strategy.</p>
6.13	<p>Furthermore, the additional tree planting represents a net gain of 15 additional trees, further ability for the proposal to mitigate and adapt to climate change and complying with Policy TRE1.</p>
6.14	<p><b><u>Loss of Open Space</u></b></p> <p>For the purposes of the LDP Plan Strategy 2035 the proposed site falls under the definition of open space which is described as ‘all open space and ancillary facilities of recreational, amenity or environmental value, including land and water bodies, irrespective of ownership or access.’ The applicant submitted a statement specifically to set out their consideration of the loss of existing open space as a result of the development proposal.</p>
6.15	<p>Policy OS1 of the Plan Strategy 2035 states that development resulting in a loss of open space will only be considered in exceptional circumstances where it is clearly shown that redevelopment will bring substantial community benefits that decisively outweigh the loss of open space.</p>
6.16	<p>The proposed scheme will provide a ‘purpose built’ community hub facility which will enable key community services to be retained in the local area and allow these existing services to be extended to meet the specific needs of the local community. The scheme will provide enhanced local sports facilities, with access to learning, training and health &amp; wellbeing activities for the local community. Two new initiatives will run within the community hub- “Our Children and Young People” which will provide a positive environment for those most vulnerable by developing and promoting mental health and wellbeing projects via sport,</p>

	and secondly “Our Safe Community” which will promote community participation and respect through using codesign principles at every stage of its activity development.
6.17	The total percentage of open space lost equates to 2.38% of the total site. This is to facilitate a new parking area as there is a loss of 14 parking spaces to facilitate the Community Hub location, and additional spaces have been added to cater for sports club matches. The applicant has calculated that the proposed new car parking equates to a loss of approximately 0.1136Ha (1,136sqm) of the existing open space provision. The applicant states that any net loss of existing Open Space Provision is limited.
6.18	The applicant advises that there can be no dispute that the proposal would contribute towards a community need as the provision of a purpose-built New Community Hub building and enhanced sport facilities to serve the immediate local community. They consider that the benefits significantly outweigh any small loss of open space (limited to 2.38% of the total original open space provision within the Paisley Park Sports Complex Site.
6.19	Having considered all the matters as set out above, it is considered, on balance, that the proposed scheme can be considered an exception to the provisions of Policy OS1. It has been clearly demonstrated that there is a minimal loss of open space to facilitate new parking facilities to accommodate the community hub proposal and the use of spaces proposed will be used to cater for the clubs’ sports matches. There are substantial community benefits through the implementation of the proposed Community Hub that decisively outweigh the loss of open space. In conclusion, the Council is satisfied that the loss of open space will not result in a detriment to the overall green infrastructure provision on site.
6.20	<p><b><u>Impact on Character and Appearance</u></b></p> <p>It is considered that the proposal meets A-K of Policy DES 1- Principles of Urban Design in that the scheme is of a high quality, sustainable design and makes a positive contribution to placemaking. The proposed community hub is a two-storey building which is situated on existing parking spaces and is considered modest in the context of the wider sports facilities located on the site. The proposed modular changing room is also considered to tie in with the existing facilities and will not impact on the character and appearance of the surrounding area.</p>
6.21	<p><b><u>Impact on Amenity</u></b></p> <p>The proposal is in line with paragraph 4.12 of the SPPS in that there will be no demonstrable harm to interests of acknowledged importance. There is a considerable separation distance to residential properties and the closest residential properties are located on West Circular Road and are approximately 92.03m from the proposed Community Hub.</p>
6.22	<p><b><u>Access and Parking</u></b></p> <p>The proposal has been assessed against Policy TRAN 8- Car Parking and Servicing Arrangements. It is considered that adequate parking has been provided for the proposal. Policy TRAN 9 has been met in that the design of car parking meets the following criteria:</p> <ol style="list-style-type: none"> <li>It respects the character of the local townscape/landscape</li> <li>It will not adversely affect visual and residential amenity</li> <li>Provision has been made for security, and the direct and safe access and movement of pedestrians and cyclists within the site;</li> <li>Provision has been made for accessible parking bays which facilitate safe, convenient access for people with a disability or impaired mobility.</li> </ol>
6.23	

	DfI Roads were consulted on the proposal, and they have no concerns with the proposed parking and access arrangements. The proposal is in line with DfI's published parking standards.
6.24	<p><b><u>Drainage and Waste-Water Infrastructure</u></b></p> <p>NI Water has objected to the proposal on grounds of insufficient capacity at the local wastewater treatment plant. It advises that existing public wastewater infrastructure cannot currently support the proposal without significant risk of environmental harm, potential pollution, flood risk and harm to local amenity. However, no clear evidence has been provided to demonstrate specific harm resulting from the development. Moreover, NI Water has a duty to connect committed development across the city to its wastewater infrastructure. Such development, which includes significant levels of residential and commercial floor space across the city, will not all come forward at once and some may not come forward at all. For these reasons, it would be unreasonable for the Council to refuse planning permission on these grounds and the proposal is acceptable having regard to Policy SP1A of the Plan Strategy. In addition to this, NI Water have advised that additional treatment capacity will be available for 1<sup>st</sup> July 2023 when initial upgrade work at Belfast WWTW will be completed.</p>
6.25	As the proposal would result in clear intensification of the use of the land, the Council has consulted Shared Environmental Services (SES) to assist its consideration of the Habitats Regulations. The response from SES is outstanding however we do not foresee any issues. Delegated authority is sought for the Director of Planning and Building Control to finalise the conditions and resolve any matters arising from the outstanding consultation response from Shared Environmental Services in the event this is not received prior to Committee.
6.26	DAERA has been consulted and is concerned that the sewage loading associated with the proposal has the potential to cause adverse environmental impact, having regard to this advice it is considered necessary to impose a condition to mitigate any likely significant effects on Belfast Lough. In this regard, the proposal is considered compliant with Policy NH1 of the Belfast Local Development Plan, Plan Strategy 2035 and paragraphs 6.176 and 6.177 of the Strategic Planning Policy Statement; and taking account of all relevant material considerations
6.27	<p><b><u>Noise, odour and other environmental impacts</u></b></p> <p>The proposed Community Hub will not bring forward any environmental concerns particularly in terms of noise, odour, air quality or contamination and as such the proposal will not have a detrimental impact on human health. Environmental Health have considered the proposals in terms of noise, air pollution, general amenity, ambient air quality, contaminated land and other considerations and have no objections to the proposal. They are of the opinion that past land use on or in close proximity to this proposed development will not cause a potential impact on the health of the future occupants.</p>
<b>7.0</b>	<b>Recommendation</b>
7.1	Having regard to the development plan and other material considerations, the proposal is on balance considered acceptable. It is recommended that planning permission is granted subject to conditions.
7.2	Delegated authority is sought for the Director of Planning and Building Control to finalise the conditions and deal with any other matters which may arise.
<b>DRAFT CONDITIONS:</b>	



1. The development hereby permitted must be begun within five years from the date of this permission.

*Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.*

2. No dwelling shall be occupied until weather protected cycle parking has been fully provided in accordance with the approved plans.

*Reason: To ensure acceptable cycle parking facilities on the site and to encourage alternative modes of transport to the private car.*

3. No dwelling shall be occupied until hard surfaced parking areas have been provided and permanently marked in accordance with the approved plan. These facilities shall be permanently retained.

*Reason: To ensure acceptable parking facilities on the site.*

4. Prior to the commencement of operation of hereby permitted restaurant/café/ hot food bar a proprietary kitchen extraction and odour abatement system, fit for purpose, shall be installed to suppress and disperse odours created from operations on the premises. The outlet from any extract ventilation ducting shall terminate at a height not less than 1m above the eaves and shall be directed away from nearby residential/sensitive premises.

*Reason: Protection of nearby amenity*

5. The extraction and ventilation system shall be cleaned and maintained in accordance with Manufacturer's instructions and be retained for use thereafter.

*Reason: Protection of nearby amenity.*

6. If during the carrying out of the development, new contamination is encountered that has not previously been identified, all related works shall cease immediately, and the City Council shall be notified immediately in writing. This new contamination shall be fully investigated in accordance with current industry recognised best practice. In the event of unacceptable human health risks being identified, a Remediation Strategy and subsequent Verification Report shall be submitted to and agreed in writing by the City Council, prior to the development being occupied or operated. The Verification Report shall be completed by competent persons in accordance with best practice and must demonstrate that the remediation measures have been implemented and that the site is now fit for end-use.

*Reason: To ensure that any contamination within the site is appropriately dealt with, in the interests of human health.*

7. No development shall commence on site (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless details of foul and surface water drainage, including a programme for implementation of these works, have been submitted to and approved in writing by the Council. The development shall not be carried out unless in accordance with the approved details, which shall be retained as such thereafter.

*Reason: To ensure appropriate foul and surface water drainage of the site. Approval is required upfront because the design of the drainage is an integral part of the development and its acceptability*

8. Development of Block B (New Community Hub and changing rooms) shall not commence until a foul sewerage network engineering solution to mitigate the downstream foul capacity

issues are approved in writing by Council in consultation and agreement with NI Water.

*Reason: To ensure a practical solution to sewage disposal from this site*

**DRAFT INFORMATIVES:**

1. This decision relates to the following approved drawing numbers:  
 01- Site Location Map  
 02B- Site Block Plan  
 03 -Floor Plans and sections modular changing rooms  
 04 – Proposed elevations  
 05 – Floor plans, elevations and sections community hub and changing rooms
2. Please make sure that you carry out the development in accordance with the approved plans and any planning conditions listed above. Failure to do so will mean that the proposal is unauthorised and liable for investigation by the Council’s Planning Enforcement team. If you would like advice about how to comply with the planning permission, you are advised to the contact the Planning Service at Belfast City Council at [planning@belfastcity.gov.uk](mailto:planning@belfastcity.gov.uk).
3. This planning permission includes condition(s) which require further details to be submitted to and approved by the Council. Please read the condition(s) carefully so that you know when this information needs to be provided and approved. It could take a minimum of 8 weeks for the Council to approve the details, assuming that they are satisfactory, and sometimes longer depending on the complexity of the condition. You should allow for this when planning the timeline of your project.
4. The grant of planning permission does not dispense with the need to obtain licenses, consents or permissions under other legislation or protocols. The requirement for other authorisations may have been identified by consultees in their response to the application and can be accessed on the Northern Ireland Planning Portal website. The responses from consultees may also include other general advice for the benefit of the applicant or developer.

**ANNEX**

<b>Date Valid</b>	01/03/2022
<b>Date First Advertised</b>	27/04/2022
<b>Date Last Advertised</b>	27/04/2022
<b>Details of Neighbour Notification (all addresses)</b>	
Pavilion & Bowling Green, Paisley Park, 95 West Circular Road, Belfast, Antrim, BT13 3QB 93 West Circular Road, Belfast, Antrim, BT13 3QB	

