

Development Management Report Committee Application

Summary	
Committee Meeting Date: Tuesday 20 th June 2023	
Application ID: LA04/2023/2891/F	
Proposal: Replacement of existing natural grass rugby pitch with new 3G surface and associated under pitch drainage + site works	Location: Kingspan Stadium, 134 Mount Merrion Avenue, Belfast, BT6 0DG
Referral Route: Referral to the Planning Committee under Section 3.8.5 (a) Those made by elected members of the Council	
Recommendation: Approval	
Applicant Name and Address: Ulster Rugby Kingspan Stadium 134 Mount Merrion Avenue Belfast BT6 0DG	Agent Name and Address: Hamilton Architects 3 Joy Street Belfast BT2 8LE
Executive Summary:	
<p>This application seeks full planning permission to replace the existing natural grass playing surface with a new 3G surface and associated under pitch drainage. The works proposed include operational works on and under land, with the earthworks to remove the grass pitch, the installation of a subbase layer and a new surface on the land amounting to operational development.</p> <p>The key issues are:</p> <ul style="list-style-type: none"> • The principle of the development at this location • Visual impact of the proposal • Impact on amenity / character of the area • Impact on the natural environment • Impact on transport and other infrastructure • Drainage • Noise, odour, and other environmental impacts • Ecological impacts • Flood Risk <p>The proposal would not adversely impact on amenity, traffic related concerns would be temporary in nature in association with the construction process and therefore have a limited impact. The proposed scale, form, massing, design, and materials proposed are considered acceptable and will not adversely impact on local character.</p> <p>The scale and character of the proposed works would be reasonably expected at a sports facility of this nature. The associated impacts on drainage and the wider environmental impacts have been considered and as the council are still awaiting final response from Shared Environmental Services and NIEA / DAERA regarding additional information received. Delegated authority is sought to the</p>	

Director of Planning and Building Control to resolve any technical matters arising from this response.

Notwithstanding the outstanding consultations, based on the submitted information, along with all other consultee responses and material considerations, adequate measures have been outlined to minimise risks and impacts to environmental assets including protected habitats and species.

DFI Roads, Historic Environment Division, NI Water, Rivers Agency, Environmental Health have no objections to the proposal. NIEA / DAERA and SES are still outstanding after re-consultation.

Conditions are necessary to mitigate impacts of the development, 46 objections have been received and have been considered. There has been 1 letter of support for the proposal.

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.

Delegated authority is also sought for the Director of Planning and Building Control to finalise the conditions and deal with any other matters which may arise.

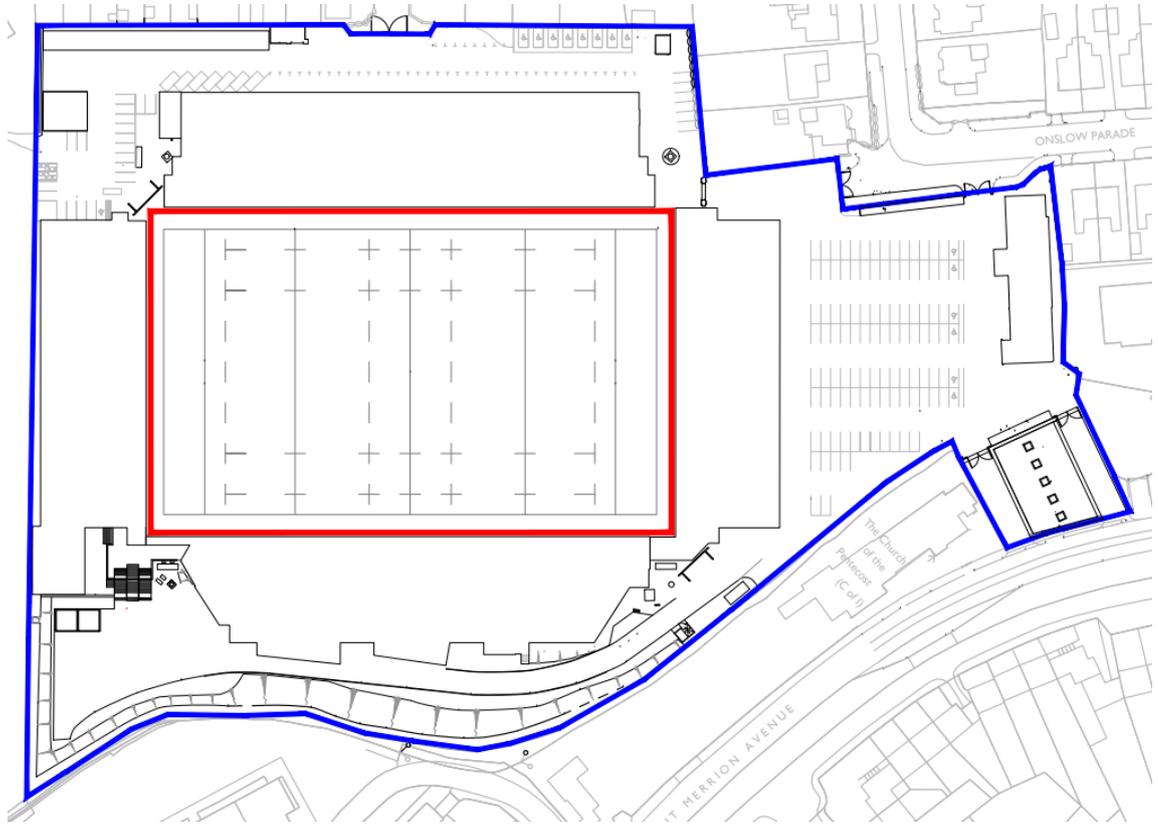
Planning Report

1.0

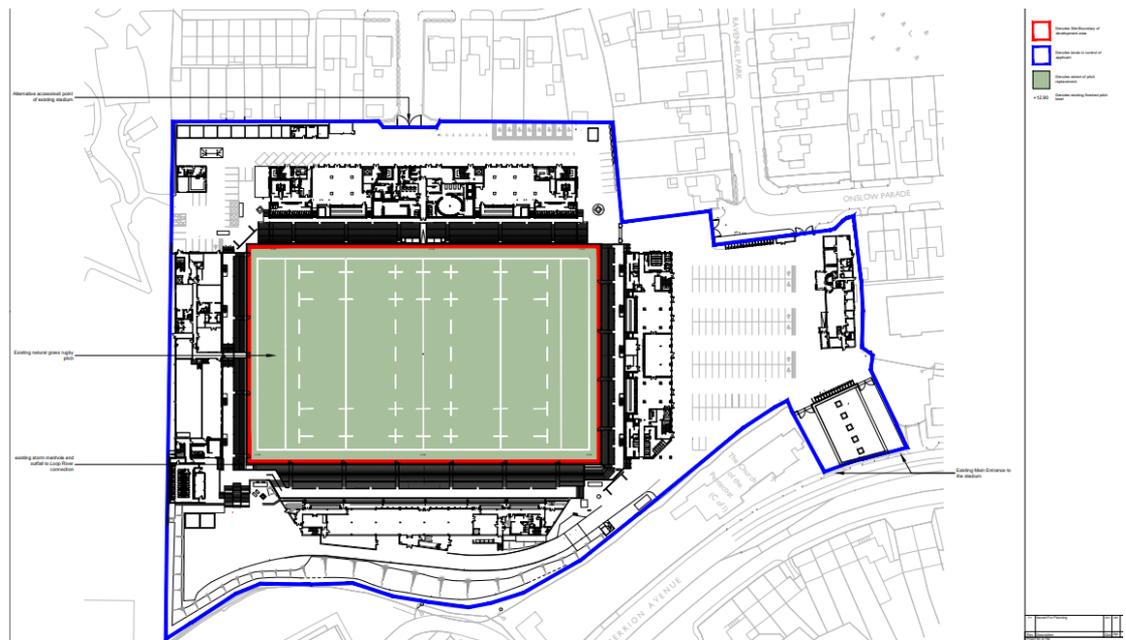
Drawings

1.1

Site Location Map



Existing Site Plan



Proposed Site Plan

<p>2.0</p>	<p>Characteristics of the Site and Area</p>
<p>2.1</p>	<p>The site is located at 134 Mount Merrion Avenue, Belfast comprising the IRFU Ulster Branch Rugby Stadium, an existing sports facility. The site consists of an existing grass rugby pitch and is surrounded on all sides by four spectator stands, admin building and associated parking. The site is accessed for vehicles and pedestrians via Mount Merrion Avenue, Ravenhill Park Gardens and Onslow Parade. The area is within the Development Limits of Belfast as stated in the Belfast Area Plan 2001 and Belfast Metropolitan Area Plan 2015. The area is characterised by residential uses adjacent to the North, Northwest, South and South-east of the site.</p> <p>Adjacent to the east there is a church and to the southwest a secondary school. The north-eastern boundary of the site lies adjacent to Ravenhill Park Proposed Area of Townscape Character and to the east lies Cregagh Proposed Area of Townscape Character as designated in the BMAP 2015.</p>
<p>3.0</p>	<p>Description of Proposal</p>
<p>3.1</p>	<p>Replacement of existing natural grass rugby pitch with new 3G surface and associated under pitch drainage and site works</p>
<p>4.0</p>	<p>Planning Policy and Other Material Considerations</p>
<p>4.1</p>	<p>Development Plan – operational policies Belfast Local Development Plan, Plan Strategy 2035</p>
<p>4.2</p>	<p>Development Plan – zoning, designations, and proposals maps Belfast Urban Area Plan (2001) BUAP Draft Belfast Metropolitan Area Plan 2015 (v2004) Draft Belfast Metropolitan Area Plan 2015 (v2014)</p>
<p>4.3</p>	<p>Regional Planning Policy Regional Development Strategy 2035 (RDS) Strategic Planning Policy Statement for Northern Ireland (SPPS)</p>

4.4	<p>Other Relevant Policies Belfast Agenda</p> <p>Relevant Planning History</p>
4.5	<p>There are several planning histories linked to the site known as Ulster Rugby grounds dating back to 1979. The most recent / relevant histories have been added below for ease of reference.</p> <p>Z/2015/0145/F - Retention of car parking in non-compliance with condition 2 of planning permission Z/2010/1319/F "hard surfaced areas shall be constructed and permanently marked in accordance with drawing No P:30 to provide adequate facilities for parking within the site. no part of these hard surface areas shall be used for any purpose at any time other than for the parking and movement of vehicles" – Permission Granted – 02/02/2016.</p> <p>Z/2010/1319/F - Construction of three stands with associated safety and accessibility improvement works. The proposed works comprise of: demolition of existing main stand; construction of three stands (i.e. erection of new stand at the Aquinas end of the ground, and amendments to the previously approved stands on the northern and eastern sides of the ground) with hospitality, media, player, spectator and ancillary facilities; upgrading of existing entrances; relocation and renovation of existing War Memorial Arch and; construction of new WC block, electronic screens and ground maintenance storage facilities. – Permission Granted – 29/02/2012</p> <p>Z/2008/2284/F - Construction of 1 no. changing block, switch room and NIE transformer at Ravenhill Rugby Grounds. – Permission Granted – 12/02/2009.</p>
5.0	<p>Consultations and Representations</p>
5.1	<p>Statutory Consultations</p> <p>DfI Roads – No objections DfC Historic Environment Division (HED) – No objections DfI Rivers – No objections NI Water – No objections DAERA NIEA – Initial response, no objections. Re-consultation response: currently outstanding.</p>
5.2	<p>Non-Statutory Consultations BCC Environmental Health – No objections Shared Environmental Services (SES) – Initial response: Additional information required. Re-consultation response: currently outstanding.</p> <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>
5.3	<p>Representations</p> <p>The application has been advertised and neighbours notified. The Council has received the following representations in support and objection.</p> <p>Support: 1 Objections: 46</p>

5.4	<p>Having reviewed all representations and considered the information associated, the key points are summarised below:</p> <ul style="list-style-type: none"> • HGV traffic impacting residential streets, safety to school children walking. • HGV will impact old foundations in residential area. • Trees / hedges impacted by traffic / works. • Wildlife impacted by works. • Issues with transport assessment not being completed correctly. • Lack of notification given to residents. • Lack of clarity / transparency from applicant. • Lack of information / understanding from applicant regarding local eco-system. • Misinformation allegedly provided by the council to applicant. • Potential intensification of use subject to completion of pitch. • Traffic management not clear. • Microplastics impact to natural environment / wildlife. • Rubber infill impacts on eco-system, wildlife, and health. • Use of hazardous materials. • No biodiversity checklist submitted. <p>Case officer response: NIEA have been consulted and had no objections initially regarding biodiversity and as such a biodiversity checklist was not deemed a requirement for this proposal.</p> <ul style="list-style-type: none"> • Impact of wash-off / chemicals used on pitch. • Loop river impact. • Precedent refusal adjacent the application site. • Loss of confidence regarding consultee responses. <p>These concerns are addressed in the planning assessment of the report.</p>
6.0	PLANNING ASSESSMENT
6.1	Development Plan Context
6.2	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.
6.3	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.
6.4	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.
6.5	Operational policies – the Plan Strategy contains a range of operational policies relevant to consideration of the application. These are listed in the report.
6.6	Proposals Maps – 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

	<p>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>
6.7	<p>Relevant Planning Policies</p> <p>Policies in the Plan Strategy relevant to the application include the following:</p> <p>Policy CI1 – Community Infrastructure Policy TRAN 2 – Creating an Accessible Environment Policy TRAN 3 – Transport Assessment Policy ENV1 – Environmental Quality Policy ENV2 – Mitigating Environmental Change Policy ENV3 – Adopting to Environmental Change Policy ENV4 – Flood Risk Policy ENV5 – Sustainable Drainage Systems (SuDS) Policy SP2 – Sustainable Development Policy SP3 – Improving Health and Wellbeing Policy SP5 – Positive Placemaking Policy GB1 – Green and Blue Infrastructure Network Policy OS1 – Protection of Open Space Policy OS5 – Intensive Sports Facilities Policy NH1 – Protection of Natural Heritage Resources</p>
6.8	<p>Key Issues</p> <p>The key issues are:</p> <ul style="list-style-type: none"> • The principle of the development at this location • Visual Impact of the Proposal / Character of the Area • Impact on amenity • Impact on transport and other infrastructure • Drainage & Flood Risk • Ecological impacts <p>The Principle of the Development at this Location</p>
6.9	<p>The proposal seeks to remove the existing natural grass playing surface and replace with a new 3G surface and associated drainage at the Kingspan Stadium. The construction stages would comprise vegetation clearance and topsoil stripping of existing pitch, earthworks consisting of underground drainage works to the pitch area, and finally the formation of the new 3G surface including subbase layers.</p>
6.10	<p>The application site is zoned as whiteland within dBMAP, there are no special designations linked to the specific site location. As detailed above in the report,</p>
6.11	<p>The surrounding area can be characterised as residential with educational uses such as Aquinas Grammar School located directly to the west. The site has continuously been in use as the home grounds for Ulster Rugby and is still in active use. The main pitch at closest points would be located approximately 20m from the curtilage of dwellings at Ravenhill Park and Onslow Parade to the North-East, approximately 50m North to</p>

	<p>Ravenhill Park Gardens and approximately 80m South to dwellings at Mount Merrion Avenue. The proposal is acceptable regarding Policy OS1 of the Plan Strategy 2035 in that, the sports facility is within the settlement limits and the retention and enhancement of the facility is of a small section of the overall facility. It is deemed to have no adverse impact on the sporting potential of the facility. There is no loss of open space, rather an alteration / enhancement of its existing playing surface.</p> <p>Visual Impact of the Proposal / Character of the Area</p>
6.12	<p>This proposal seeks to replace the existing natural grass playing surface of the Kingspan Stadium with 3G artificial grass. The site is enclosed on 4 sides by the adjacent large spectator stands which screens a majority of the grass surface from public views. The proposed artificial surface seeks to replicate natural grass.</p> <p>The north-eastern boundary of the site lies adjacent to Ravenhill Park Proposed Area of Townscape Character and to the east lies Cregagh Proposed Area of Townscape Character as designated in the dBMAP 2015. The proposed works are set fully within the confines of the enclosed stadium and will not therefore be subject to public views from outside of the stadium. Accordingly, the replacement surface will not impact upon the character and appearance of the area and ATC's in close proximity to the site.</p> <p>Impact on Amenity</p>
6.13	<p>The proposal is to change the surface of the playing field from natural grass to artificial grass. The use as a playing surface will not be therefore altered. The applicant indicates that pitch use will remain at current usage levels and therefore there will be no intensification. The supporting OCEMP indicates that the construction period is estimated as 3 – 4 months in duration. Objections have been received regarding noise, disturbance, and general nuisance.</p>
6.14	<p>Belfast City Council Environmental Health Services have been consulted and considered the proposal and supporting information, including the Outline Construction Environmental Management Plan (OCEMP), in terms of noise, air pollution, general amenity, ambient air quality, contaminated land. Environmental Health have no objections to the proposal. Taking this into account, it is therefore considered that there will be no adverse impact on amenity. Impacts from associated construction traffic will be for a limited period and accordingly it would not result in significant impacts on amenity.</p> <p>Impact on Transport and Other Infrastructure</p>
6.15	<p>Objections have been received in relation to transport related issues. The Department for Infrastructure Roads Service have been consulted on this application and have responded with no objections. The nature of the proposal will not have any impact on transport, access, and parking considerations as there is no additional parking or alterations to transport required.</p>
6.16	<p>The proposal has been assessed against Policy TRAN 2, which conforms with the criteria outlined. Policy TRAN 3 states that; a transport assessment will be required to evaluate the transport implications of the development proposal, where it is likely to have "significant travel generating uses". The principle of the proposal will not increase the intensification of the use outside of what currently exists. A transport assessment form has been submitted and as the proposal does not comprise residential development, no creation of additional floor space created, and no further intensification of the use related to a new surface, this element is deemed acceptable.</p>

6.17	<p>Transport related construction requirements have been detailed in the Outline Construction Environmental Management Plan (OCEMP) at Section 7.7. This outlines that a 'Traffic Management Plan' detailing procedure to follow prescribed routes when working on the site. The TMP shall incorporate any restrictions imposed considering any planning approval granted. The TMP will include specific routing for construction traffic to the site via existing establish site entrances and restrictions on construction hours. The TMP shall be circulated to all parties who are employed or have a legitimate interest in the works. The Principal Contractor shall ensure that Construction Traffic Routing Signs are erected prior to any works commencing, and that these are maintained in good and clean condition throughout the duration of the works. These details would be further expanded in the final CEMP before any development can commence on site via an appropriate negative condition, subject to any granting of planning approval. The final CEMP would assist in mitigating construction related impacts for the construction period.</p>
6.18	<p>DFI Roads have also no objections to the proposal including the OCEMP details. On the basis of this response the proposal is considered acceptable in relation to impacts on Transport infrastructure.</p>
	<p>Drainage and Flood Risk</p>
6.19	<p>A drainage assessment and associated information was submitted for consideration. The drainage flow is proposed at 10 litres per second which is a greenfield discharge rate. The impact therefore being no greater than existing. DFI Rivers and NI Water have been consulted. These consultees have referred to the previous policy considerations (Planning Policy Statement 15), in their consultation responses. The equivalent policies in the Plan Strategy i.e., ENV4 and ENV5 essentially repeat the PPS15 requirements as per the SPPS. Objections have been received with concerns surrounding drainage.</p> <p>Rivers Agency and NIW are satisfied with the mitigation measures proposed and it is therefore considered that the proposal complies with policy and no adverse impact on drainage and flood risk will occur.</p>
	<p>Ecological Impacts</p>
6.20	<p>The potential for ecological impacts associated with this proposal is a policy consideration within several section of the LDP and objections have been by received by the Council on related issues. These include the lack of information / understanding from the applicant regarding local eco-system, microplastics impacting the natural environment / wildlife, rubber infill impacts on eco-system, and health, use of hazardous materials, impact of wash-off / chemicals used on pitch and overall Loop River impact.</p>
6.21	<p>The applicant has submitted a Granulate Management Report, formal letter regarding chemical usage, maintenance guidelines for the pitch and details within the OCEMP DEARA and SES have been consulted on the proposed details. DEARA have responded with no objections, however SES requested further information relating to chemical usage. This information indicates mitigation measures for controlling granulate discharge from the site and that chemicals for cleaning and maintenance will be reduced compared to current arrangements. The Council have re-consulted Shared Environmental Services and NIEA / DAERA for their consideration. These consultations are currently outstanding at the time of writing.</p>
6.22	<p>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 and NIEA / DAERA in the event this is not received prior to Committee.</p>

7.0	Recommendation
7.1	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.
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.
<p>DRAFT CONDITIONS: (Delegated authority is sought for the Director of Planning and Building Control to finalise the conditions):</p> <ol style="list-style-type: none"> 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 development activity, including ground preparation or vegetation clearance, shall take place until a Final Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Planning Authority. The CEMP must incorporate a construction traffic management plan. The approved CEMP shall be implemented in accordance with the approved details and all works on site shall conform to the approved CEMP, unless otherwise agreed in writing by the Planning Authority. Reason – To protect the aquatic environment of Belfast Lough SPA, Ramsar & open water 3. No part of the development hereby permitted shall become operational until all drainage mitigation measures have been installed in accordance with the submitted drainage assessment and a report verifying that these measures have been installed has been submitted to and approved in writing by the Council. These measures shall be permanently retained and maintained thereafter in accordance with the approved arrangements and shall not be altered or removed without the prior consent of the Council in writing. Reason: To ensure adequate drainage arrangements are provided for the development and in the interests of public amenity and safety. 4. If during the development works, new contamination or risks are encountered which have not previously been identified, works shall cease and the Planning Authority shall be notified immediately. This new contamination shall be fully investigated in accordance with the Land Contamination: Risk Management (LCRM) guidance. In the event of unacceptable risks being identified, a Remediation Strategy shall be agreed with the Planning Authority in writing, and subsequently implemented and verified to its satisfaction. This strategy should be completed by competent persons in accordance with the Land Contamination: Risk Management (LCRM) guidance. Reason: Protection of environmental receptors to ensure the site is suitable for use. 5. After completing the remediation works under Condition 1 and prior to operation of the development, a Verification Report needs to be submitted in writing and agreed with Planning Authority. This report should be completed by competent persons in accordance with the Land Contamination: Risk Management (LCRM) guidance. The Verification Report should present all the remediation and monitoring works undertaken and demonstrate the effectiveness of the works in managing all the risks and achieving the remedial objectives. Reason: Protection of environmental receptors to ensure the site is suitable for use. 	

ANNEX	
Date Valid	15/03/2023
Date First Advertised	28/04/2023
Date Last Advertised	02/06/2023
Dates of Neighbour Notification 18/04/2023 and 05/06/2023	
<p>1 HUGHES COURT 10 RAVENHILL PARK GARDENS</p> <p>11 HUGHES COURT</p> <p>114 MOUNT MERRION AVENUE</p> <p>116 MOUNT MERRION AVENUE</p> <p>118 MOUNT MERRION AVENUE</p> <p>120 MOUNT MERRION AVENUE</p> <p>122 MOUNT MERRION AVENUE</p> <p>13 HUGHES COURT</p> <p>15 HUGHES COURT</p> <p>17 HUGHES COURT</p> <p>19 HUGHES COURT</p> <p>21 HUGHES COURT</p> <p>22 RAVENHILL PARK GARDENS</p> <p>23 HUGHES COURT</p> <p>24 RAVENHILL PARK GARDENS</p> <p>28 RAVENHILL PARK GARDENS</p> <p>3 HUGHES COURT</p> <p>30 RAVENHILL PARK GARDENS</p> <p>32 RAVENHILL PARK GARDENS</p> <p>34 RAVENHILL PARK GARDENS</p> <p>36 RAVENHILL PARK GARDENS</p> <p>5 HUGHES COURT</p>	

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85A RAVENHILL PARK
9 HUGHES COURT

AQUINAS GRAMMAR SCHOOL
CHURCH OF THE PENTECOST, CHURCH OF IRELAND, MOUNT MERRION AVENUE