

Development Management Officer Report Committee Application

Summary

Committee Decision Date: 29 June 2023

Application ID: LA04/2023/2567/F & LA04/2023/2539/LBC

Proposal:

Proposed refurbishment of the existing sports buildings located North of main school building. All retained buildings will be re-clad with replacement roof finishes and introduction of PV panels on the roofs. Works include landscaping and courtyard development.

Location:

Campbell College Belmont Road, Belfast BT4 2ND

Referral Route:

Major Application

Recommendation:

Approval subject to conditions

Applicant Name and Address:

Mr K Wilson
Campbell College
Belmont Road
Belfast BT4 2ND

Agent Name and Address:

Mr B Moore
TODD Architects
2nd Floor Titanic House
6 Queens Road
Belfast

Executive Summary:

This application seeks full permission for the proposed refurbishment of the existing sports buildings located North of the main school building. All retained buildings are to be re-clad with replacement roof finishes and the introduction of PV panels on the roofs. Works to include landscaping and courtyard development.

The key issues are:

- Principle of development
- Demolition
- Design
- Built heritage
- Climate change
- Access and parking
- Drainage and Waste-Water Infrastructure
- Noise, odour and other environmental impacts
- Trees and landscaping
- Ecological issues

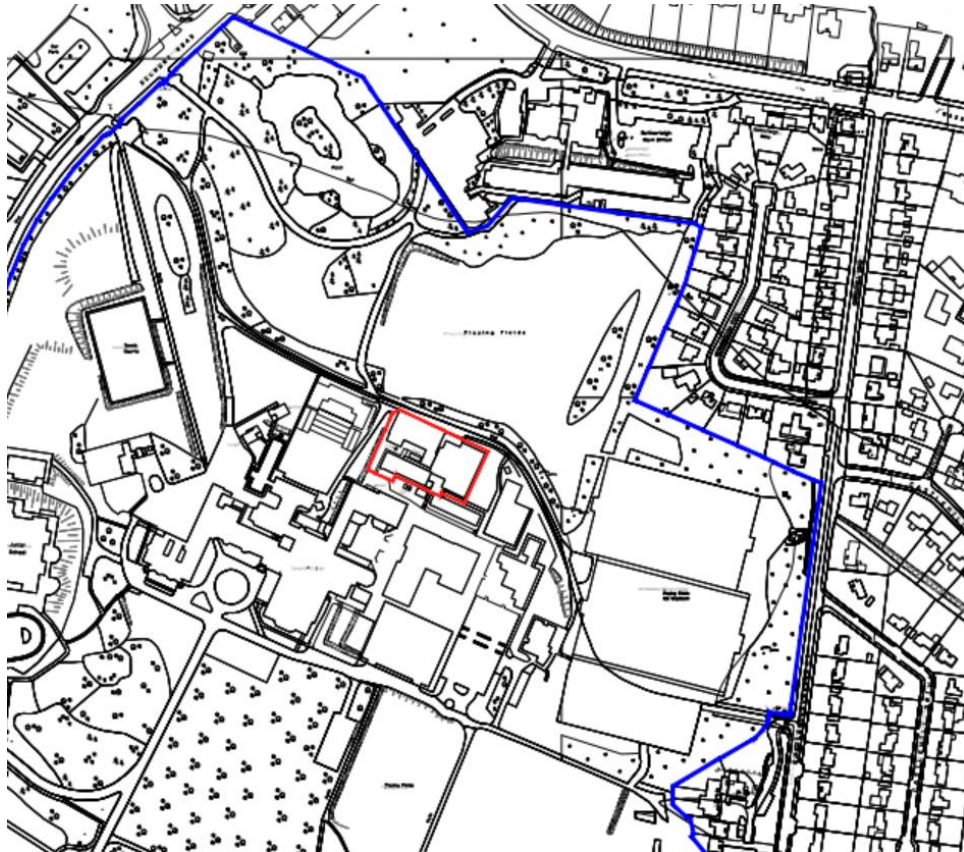
Statutory Consultees offered no objections subject to conditions and no representations have been received.

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.

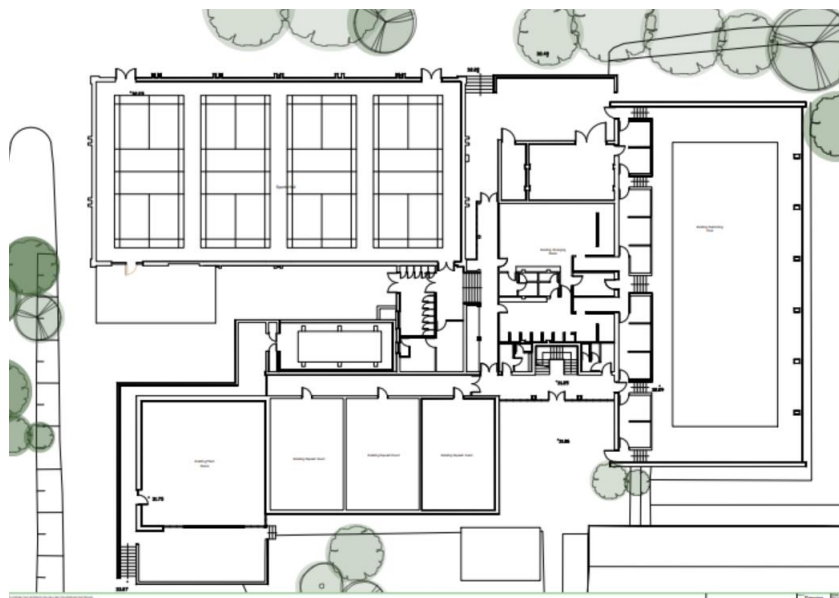
Delegated authority is sought for the Director of Planning and Building Control to finalise the conditions and deal with any other matters which may arise.

1.0 Drawings

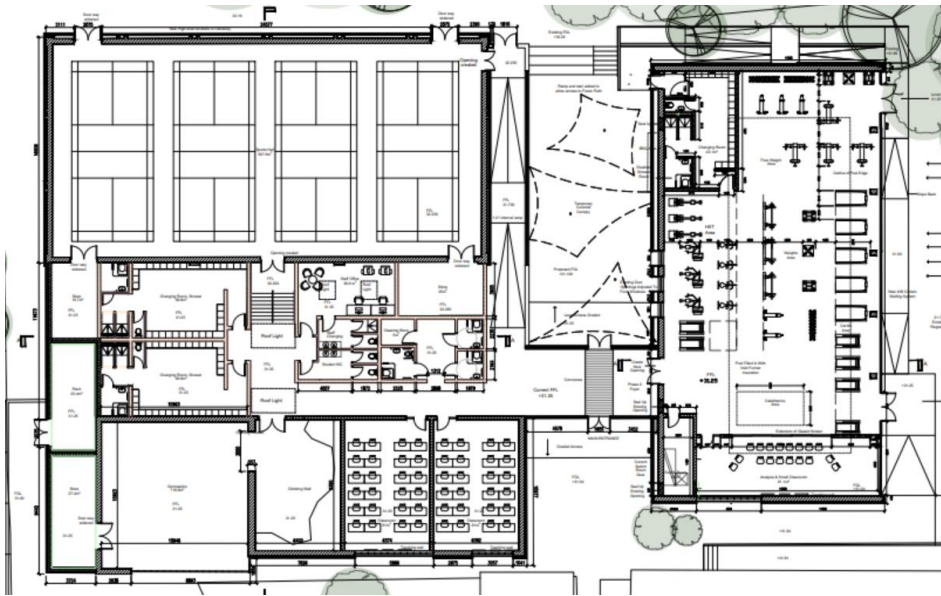
Site Location Plan



Existing floor plan



Proposed floor plan



Aerial image



2.0 Characteristics of the Site and Area

- 2.1 The application site measures approximately 0.38ha and is located north of the main school building at Campbell College, Belfast, adjacent to the existing rugby pitch. The existing Sports Building, to which this application refers, was built in 1971 and is a large red brick building with courtyard area to the side entrance, sports hall, swimming pool, gym, teaching rooms and associated plant. The main school building at Campbell College is a Grade B1 Listed Building, as well as the Gate House.
- 2.2 The site is within the development limits of Belfast in BUAP, and both versions of Draft BMAP. The site is zoned whiteland within BUAP; unzoned whiteland but also within the 'Campbell / Ormiston Local Landscape Policy Area' (BT 096) and just outside 'Campbell College & Ormiston Site of Local Nature Conservation Importance' (BT084/11) in Draft

<p>3.0</p> <p>3.1</p> <p>3.2</p>	<p>Belfast Metropolitan Area Plan 2015 (BMAP)</p> <p>Description of Proposed Development</p> <p>Full planning permission and Listed Building Consent are sought for the “Proposed refurbishment of the existing sports buildings located North of main school building. All retained buildings will be re-clad with replacement roof finishes and introduction of PV panels on the roofs. Works include landscaping and courtyard development.”</p> <p>The existing sports buildings are divided into three elements with a swimming pool building; squash courts and sports hall. Changing facilities and circulation space connect all three. The existing swimming pool building initially will be redeveloped into a fitness suite with demolition works involved. The second phase will cover the redevelopment of the old squash courts, boiler room and demolition of the existing central accommodation. This will create a new gymnastics space, climbing wall and changing facilities. The third phase will be the refit of the existing sports hall with new finishes, storage space and high level windows for natural daylighting.</p>
<p>4.0</p> <p>4.1</p> <p>4.2</p> <p>4.3</p> <p>4.4</p> <p>4.5</p> <p>5.0</p> <p>5.1</p>	<p>Planning Assessment of Policy and Other Material Considerations</p> <p>Development Plan – operational policies Belfast Local Development Plan, Plan Strategy 2035</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>Regional Planning Policy Regional Development Strategy 2035 (RDS) Strategic Planning Policy Statement for Northern Ireland (SPPS)</p> <p>Other Policies Belfast Agenda</p> <p>4.5 Relevant planning history There is no recent relevant planning history on the site. Since this proposal falls under the category of Major Development, Pre Application Community Consultation was carried out under the planning reference LA04/2022/1747/PAN. The PACC report states that a number of school staff attended the public event as well as one member of the public. Feedback given was positive.</p> <p>Consultations and Representations</p> <p>Statutory Consultees DFI Roads Service – No objection NI Water – No objection DfC Historic Environment Division (HED) Historic Monuments – No objection DfI Rivers Agency – No objection DAERA Water Management Unit – No objection subject to conditions DAERA Natural Environment Division – No objection DAERA Regulation Unit – No objection subject to conditions</p>

5.2	<p>Non Statutory Consultees BCC Landscape and Development - No objection BCC LDP Environment – Issues raised BCC Trees and Landscape – No objection subject to conditions BCC Environmental Health – No objection</p>
5.3	<p>Whilst consultees may have referred to the no longer extant Planning Policy Statements in their consultation responses, the substance of those policies remains sufficiently similar in the Plan Strategy so as not to require the consultees to re-evaluate the proposal in the context of the Plan Strategy. Additional consultation has been carried out with Plans and Policy Team following adoption of the Plan Strategy and receipt of the Plan Strategy Statement.</p>
5.4	<p>Representations The application has been neighbour notified and advertised in the local press. No written representations have been received.</p>
6.0	<p>Planning Assessment</p>
6.1	<p>Development Plan Context</p>
6.2	<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>
6.3	<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>
6.4	<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>
6.5	<p>Operational policies – the Plan Strategy contains a range of operational policies relevant to consideration of the application. These are listed in the report.</p>
6.6	<p>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 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. The relevant zonings/designations are set out below.</p>
6.7	<p>dBMAP (v2004) In dBMAP (v2004) the site is within the Belfast Metropolitan/Settlement Development Limit. The site falls with a Local Landscape Policy Area (BT 114 Campbell/Ormiston) and Site of Local Nature Conservation Importance’ (BT102/11 Campbell College and Ormiston).</p>

<p>6.8</p>	<p>dBMAP2015 (v2014) In dBMAP (v2014) the site is within the Belfast Metropolitan/Settlement Development Limit. It is unzoned whiteland but within the 'Campbell / Ormiston Local Landscape Policy Area' (BT 096) and just outside 'Campbell College & Ormiston Site of Local Nature Conservation Importance' (BT084/11).</p>
<p>6.9</p>	<p>BUAP Within the BUAP and the site is unzoned whiteland.</p>
<p>7.0</p>	<p>Relevant Planning Policies 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 Policy SP7 – Connectivity Policy SP8 – Green and blue infrastructure network</p> <p>Policy SD1 – Settlement hierarchy</p> <p>Policy DES2 - Masterplanning approach for major development Policy BH1 - Listed buildings POLICY CI1- Community Infrastructure</p> <p>Policy GB1 – Green and Blue Infrastructure Policy ENV1 – Environmental Quality Policy ENV2 - Mitigating environmental change Policy ENV3 – Adapting to environmental change Policy ENV4 – Flood Risk Policy ENV5 – Sustainable drainage systems (SuDS) Policy TRE1 - Trees Policy NH1 – Protection of natural heritage resources</p> <p>Policy TRAN8 – Car parking and servicing arrangements</p> <p>Policy LC1 - Landscape Policy LC1C – Local Landscape Policy Areas</p>
<p>8.0</p>	<p>Key issues</p>
<p>8.1</p>	<p>The key issues to be considered in the assessment of this application are:</p> <ul style="list-style-type: none"> • Principle of development • Demolition • Design • Built heritage • Climate change • Access and parking • Drainage and Waste-Water Infrastructure • Noise, odour and other environmental impacts • Trees and landscaping • Ecological issues

8.2	Additional Information
8.3	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.
8.4	The applicant has subsequently provided a Plan Strategy Statement, which assesses the proposal against the relevant Plan Strategy policies and concludes that the proposed scheme accords with the plan strategy.
9.0	Principle of development
9.1	Policy CI1 of the Plan Strategy highlights that planning permission will be granted for the provision of new and improved community infrastructure (which includes education facilities) at appropriate and accessible locations within the urban area, subject to the nature and location of any proposals. The principle of development of this use in this location has already been established through its current use as an educational facility and the redevelopment of the sports facilities will enhance Campbell College’s infrastructure at this location. The principle of the proposal aligns with CI1 of the Plan Strategy.
9.2	Demolition
9.3	A survey of the existing sports building for Campbell College, Belfast, revealed that it is nearing the end of its useful, cost effective and maintainable life. The accompanying DAS states “part of the existing building is beyond its serviceable life, is environmentally inefficient and is cost prohibitive to refurbish to modern standard”, whilst the Plan Strategy Statement confirms “The pool building sits vacant while the changing facilities and sports hall are nearing the end of their life, requiring significant energy to run.” Some demolition works are proposed, whilst aiming to reuse the existing structure, therefore the proposal is in line with Policy ENV2 (Mitigating Environmental Change).
9.4	Design
9.5	The proposed building will result in a contemporary design but replicates the existing building in terms of scale, form and massing. It is sited on the same building footprint reusing much of the existing structure. The development is proposed to take place in 3 phases. 1st phase will be the existing upgrade of the pool building into a new purpose made gym & fitness suite with level access. Phase 2 will be the redevelopment of the existing squash courts and boiler room into new classrooms, climbing wall, gymnasium hall, new link foyer and changing support accommodation. Part of the existing building will be demolished during this phase. Final phase 3 will be the upgrade to the existing sports hall. All retained buildings will be re-clad with replacement roof finishes and introduction of PV panels on the roofs. Immediate landscaping and courtyard development will complete the works involved.
9.6	The height, scale and massing are typical of the type of development proposed, an educational facility. The heights of the three elements will increase slightly due to new cladding, namely clear polycarbonate cladding, and rainscreen cladding in grey tones. The building can be accessed via two entrances, as well as a number of secondary level accesses. There is a central courtyard leading to the two main entrances in the centre of the building, one area covered in 3 temporary white canopies, a contemporary design feature. The proposed scale, massing and design of this functional building given its reuse of much of the building fabric and established use are considered acceptable for the site and the surrounding area. DES 2 of the Plan Strategy requests a master plan for all major development as part of a wider site development, whilst a masterplan has not been specifically provided, details contained with the DAS advises on the requirements set out in DES 2 and on balance is considered to comply with this element of the Plan Strategy.

9.7	Built heritage
9.8	The application site is located within the setting of two listed buildings, and therefore HED Historic Buildings were consulted. The primary policy considerations are set out in Policy BH1 which provides the policy on works to listed building and development affecting their setting.
9.9	The heights of the three main elements to be retained will increase slightly due to new cladding being added, and the overall building still sits at a lower height than the surrounding buildings on campus, as well as using much of the same footprint. The proposal therefore complies with BH1(b). With respect to BH1(c) the nature of the proposed use is already established within the listed building itself.
9.10	HED responded to consultation initially requesting a Heritage Impact Assessment as well as clarification on a number of details such as external materials and the proposed PV panels. Acknowledging the additional information submitted their second response stated they were supportive of the proposal and suggested repositioning of the PV panels on the roof plan. An amended roof plan was submitted to address their concerns and they responded to consultation for both the full application and accompanying listed building consent with no objections. The proposal therefore is considered acceptable with regard to policy BH1 (a, d and e) requirements in relation to the setting of the listed buildings.
9.11	Climate change
9.12	Policy ENV3, (Adapting to environmental change) states that planning permission will be for development that incorporates measures to adapt to environmental change, in order to support sustainable and enduring development. The Plan Strategy Statement outline show overheating within the space has been minimized through “low E” glazing, and if necessary, solar control glass can be provided to the curtain walling to reduce heat gain. MVAC units are also required to ensure a comfortable environment is maintained within the gym area. BCC LDP Environment acknowledged the climate adaption measures detailed in terms of glazing, but requested more detail on how the proposal has considered extreme weather events and has integrated passive design/green infrastructure measures.
9.13	The Agent forwarded the NBS specification highlighting all energy performance targets for each element of the proposal including glazing. Green measures proposed include sourcing and using timber from sustainable forests, high quality insulation, airtightness of key junctions to reduce heat loss, sensor taps to reduce water consumption, and electrical lights on motion reducing electrical usage and demand. Therefore, on balance the proposal complies with Policy ENV3 in terms of climate change.
9.14	Access and Parking
9.15	There are no proposed changes to carparking or movement around the campus with the site accessed from the existing vehicular access. The development if approved will also not result in an increase in student intake. DfI Roads Service has considered the proposed development and raise no objection under the now defunct PPS 3. The policies contained within the new LDP Strategy are sufficiently similar to not require them to re-evaluate the proposal in the context of the Plan Strategy. The proposal complies with Policy TRAN8.
9.16	Drainage and Waste-Water Infrastructure
9.17	Policy ENV5, Sustainable drainage systems (SuDS), seeks that all built development should, where appropriate, include SuDS measures to manage surface water effectively. Whilst BCC LDP Environment raised concerns at the lack of SuDS proposed the Agent for the application confirmed the proposed design strategy will reduce the impact of the roof drainage run off by reintroducing a central open landscape courtyard which will reduce the previous hard surfaces. Due to the building’s location and constraints to all sides of the building, larger attenuation or other measures could not be adopted. Finally, the gutter

	<p>sizes have been increased to accommodate climate change as a good practice conversation measure. Therefore, on balance the proposal complies with Policy ENV5.</p>
9.18	<p>DAERA Water Management Unit cited concern over the potential impact on sewage loading to Belfast waste water treatment works (WWTW). However, NI Water have confirmed that there is available capacity within the WWTW and as such no objection is raised.</p>
9.19	<p>DfI Rivers has considered the proposed development and raise no objection under the now defunct PPS 15. The policies contained within the new LDP Strategy are sufficiently similar to not require DfI Rivers Agency to re-evaluate the proposal in the context of the Plan Strategy. The proposal complies with Policies ENV3, ENV4 and ENV5.</p>
9.20	<p>Noise, odour and other environmental impacts</p>
9.21	<p>BCC Environmental Health offer no objection to the proposal which is considered acceptable with regard to other environmental considerations such as land contamination, noise and air quality. DAERA Regulation Unit responded with no objection to the proposal and suggested conditions to be included should approval be granted relating to the submission of a remediation strategy and subsequent verification report relating to any remediation works carried out, should a risk of contamination be encountered.</p>
9.22	<p>Trees and landscaping</p>
9.23	<p>The proposed site is adjacent to a large number of existing mature trees, a number of which are afforded protection under Tree Protection Order (TPO). To facilitate the proposal some self-seeded trees which are not protected by the TPO are required to be removed adjacent to the existing swimming pool building. On consultation with the Council's Tree Officer they stated these are competing within more dominant TPO trees, however to compensate for their loss it was suggested a landscaping plan should be submitted and agreed in writing prior to any works commencing on site. The proposal complies with Policy TRE1.</p>
9.24	<p>The site is located just outside 'Campbell College & Ormiston Site of Local Nature Conservation Importance' (BT084/11) and within 'Campbell / Ormiston Local Landscape Policy Area' (BT 096). Policy LC1, Landscape, of the Plan Strategy seeks to protect and, where appropriate, restore or improve the quality and amenity of the landscape subject to meeting a number of criteria which include the protection and enhancement of the landscape and visual character of the area; the protection of built, natural and cultural features, their views and settings; the sensitivity of the landscape and its capacity to accommodate development without adversely impacting on the landscape character. Policy LC1C, LLPAs, of the Plan Strategy states that in addition to complying with criteria set out in Policy LC1 development proposals that have a significant adverse impact on the amenity, character, environmental quality or natural, built & cultural heritage features.</p>
9.25	<p>BCC Landscape and Development team stated the development is unlikely to have a significant adverse effect on the quality, character or features of interest of the LLPA. They are of the opinion that the proposals for the redevelopment of the sports building are sympathetic to the existing context. As the development seeks to 'repurpose' the existing building layout, and incorporated into the existing school setting there will be no significant adverse landscape or visual impact. The proposal therefore complies with policies LC1 and LC1C.</p>
9.26	<p>Ecological issues</p>
9.27	<p>The proposed site is just outside 'Campbell College & Ormiston Site of Local Nature Conservation Importance' (BT084/11) in Draft BMAP and hence DAERA NED were consulted. They raised no concern regarding the proposed development having a</p>

	<p>significant impact on natural heritage interest under the now defunct PPS 15. The policy contained within the new LDP Strategy is sufficiently similar to not require DAERA NED to re-evaluate the proposal in the context of the Plan Strategy. The proposal complies with Policy NH1.</p>
<p>10.0</p>	<p>Recommendation:</p> <p>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>
<p>11.0</p>	<p>Draft Conditions:</p> <p>1. The development hereby permitted must be begun within five years from the date of this permission.</p> <p>Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011</p> <p>2. All trees and planting within the site shall be retained unless shown on the approved drawings as being removed. Any retained trees or planting indicated on the approved drawings which become seriously damaged, diseased or dying, shall be replaced during the next planting season (October to March inclusive) with other trees or plants of a location, species and size to be first approved in writing by the Council.</p> <p>Reason: In the interests of visual amenity</p> <p>3. Prior to any work commencing all protective barriers (fencing) and ground protection is to be erected or installed as specified in British Standard 5837: 2012 (section 6.2) on any trees / hedging to be retained within the site and must be in place before any materials or machinery are brought onto site for demolition, development or soil stripping. Protective fencing must remain in place until all work is completed and all associated materials and equipment are removed from site.</p> <p>Reason: To ensure the protection of, and to ensure the continuity of amenity afforded by any existing trees to be retained within the site and on adjacent lands.</p> <p>4. No development (site clearance, site preparation, demolition and the formation of foundations and trenches) shall commence on site unless a soft landscaping scheme has been submitted to and approved in writing by the Council. The scheme shall include details of all trees, hedgerows and other planting which are to be proposed - details to include planting locations, species choice and planting size.</p> <p>Reason: In the interests of the character and appearance of the area.</p> <p>5. No storage of materials, parking of vehicles or plant, temporary buildings, sheds, offices or fires within the RPA of trees within the site and adjacent lands during the construction period.</p>

	<p>Reason: To avoid compaction within the RPA.</p> <p>6. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Council 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 Council 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.</p> <p>Reason: Protection of environmental receptors to ensure the site is suitable for use.</p> <p>7. After completing the remediation works under Condition 6 and prior to occupation 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.</p> <p>Reason: Protection of environmental receptors to ensure the site is suitable for use.</p>
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ANNEX	
Date Valid	23 rd January 2023
Date First Advertised	10 th March 2023
Date Last Advertised	(as above)
Details of Neighbour Notification (all addresses)	
None	
Date of Last Neighbour Notification	N/A
Date of EIA Determination	N/A