

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 16th February 2016	Item Number:
Application ID: LA04/2015/1451/F	Target Date:
Proposal: Change of use from Office and Museum to 63 bedroom Hotel with associated Conference, Leisure and Ancillary Facilities	Location: 5 and 9-13 Waring Street Belfast
Referral Route: Committee - Major alteration and extension to commercial premises.	
Recommendation:	APPROVAL
Applicant Name and Address: Kremlin Associates Limited 96 Donegall Street Belfast BT1 2GW	Agent Name and Address: Barry Owens Consulting 38 Highfields Avenue Dublin Road Newry BT35 8UG
<p>Executive Summary:</p> <p>This application seeks the demolition of the existing extensions to the rear of 5 and 9-13 Waring Street alongside the redevelopment of the listed building, the change of use of the listed building and associated new extensions for use as a hotel.</p> <p>The main issues to be considered in this case are:</p> <ul style="list-style-type: none"> • The principle of the change of use to a hotel at this location with the loss of existing office space; • The acceptability of the part demolition and extension to a listed building; • The impact of the proposed demolition and extension to the setting of the cathedral conservation area, • The impact on the setting of adjacent listed buildings; • The impact on existing roads infrastructure. <p>The site is located within Belfast City Centre and within the Cathedral Conservation Area. The existing extension to the building was granted in the 1980s and was approved as part of its current use as an office block.</p> <p>Consultees including NIEA Built Heritage have no objections to the proposal subject to conditions</p> <p>No representations have been received.</p> <p>It is considered the proposed alterations, extension and refurbishment will enhance the appearance of the existing structure, which in turn will make a more positive contribution to the character of the Conservation Area at this location. The hotel use proposed is compatible to the locality and the site, and the loss of office space is not considered to significantly impact the overall provision in the city centre.</p> <p>Having had regard to the development plan, relevant planning policies and other material</p>	

considerations it is concluded that the proposal complies with the development plan, regional planning policy and other material considerations.

Recommended

Approval with conditions and informatives as set out below.

Signature(s)

Case Officer Report

Site Location Plan and Proposed Images



Consultations:

Consultation Type	Consultee	Response
Non Statutory	Env Health Belfast City Council	No objection
Statutory	Rivers Agency	No objection
Statutory	NI Transport - Hydebank	No objection
Statutory	NIEA	No objection
Statutory	NI Transport - Hydebank	No objection
Statutory	NI Water - Strategic Applications	No objection

Representations:

Letters of Support	None Received
Letters of Objection	None Received

Number of Support Petitions and signatures		No Petitions Received
Number of Petitions of Objection and signatures		No Petitions Received
1.0	Description of Proposed Development The proposed development is for the demolition of 5 Warning Street which a two storey building which sits to and is adjoined to the existing rear return of 9-13 Warning street. It is proposed to replace this and the rear return with a 2 storey and a 5 storey extension. The change of use of 9-13 Warning Street to hotel involves internal demolition of elements of the listed building and this is dealt with under the associated Listed Building Consent reference LA04/2015/1452/LBC.	
2.0	Description of Site 9-13 Warning Street is a recently listed late 1950s office block. It was designed and built by Michael Bowley of Glasgow. The design was the winning entry in an architectural competition for the official permanent War Memorial Building in Northern Ireland (intended to provide office accommodation for charities and organisations linked to the Armed Forces). The building is an example of the modernist style with a modular unembellished character. One of the original Belfast Entries, Sugar House Entry runs along the south western boundary of the site.	
Planning Assessment of Policy and other Material Considerations		
3.0	Site History	
3.1	There has been no relevant planning history on the site.	
4.0	Policy Framework	
4.1	Belfast Metropolitan Area Plan 2015	
4.2	Regional Development Strategy Strategic Planning Policy Statement for Northern Ireland Planning Policy Statement 3 - Access, Movement and Parking Planning Policy 4 - Planning and Economic Development Planning Policy Statement 6 - Planning, Archaeology and the Built Heritage Addendum to PPS 6: Areas of Townscape Character Planning Policy Statement 15 (Revised) - Planning and Flood Risk	
5.0	Statutory Consultees Transport NI – No Objection Rivers Agency – No Objection NIEA Historic Buildings Unit – No Objection NIEA Historic Monuments Unit – No objection subject to Conditions NIEA Water Management Unit – No objection subject to NIW approval and conditions NIW – No objection.	
6.0	Non-Statutory Consultees Environmental Health BCC – No objection subject to Conditions.	
7.0	Representations None received.	
8.0	Other Material Considerations Cathedral Conservation Area Guidance	

	Living Places – An Urban Stewardship and Design Guide for Northern Ireland.
9.0	Assessment
9.1	Article 6 (4) of the Planning (Northern Ireland) Act states that in making any determination under the said act regard is to be had to the local development plan, and that the determination must be made in accordance with the plan unless material consideration indicate otherwise.
9.2	The Belfast Metropolitan Area Plan (BMAP) is the extant development plan for Belfast. The proposed development lies within; the development limit for Belfast City Centre, the Old City Character Area (CC09), the area of archaeological potential and the area of parking restraint.(CC025) as set out in the development plan.
9.3	The main issues arising from this proposal relate to: <ul style="list-style-type: none"> • The principle of the change of use to hotel at this location; • The loss of existing office space; • The part demolition and extension to a listed building; • The impact of the proposed extension on the listed building • The impact of the proposed demolition and extension to the setting of the cathederal conservation area, • The impact on the setting of adjacent listed buildings; • The impact on existing roads infrastructure; and • Other matters.
9.4	As the site is located within the development limits of the Belfast Metropolitan Area Plan the presumption is in favour of development subject to the planning considerations detailed below. The site is located within the Old City Character Area (CC09) as designated in BMAP. This sets out a number of urban design criteria for the area. Designation CC09 does not refer specifically to Waring Street however it does refer to new developments respecting the building line, building heights should be between 3 and 5 storeys and the traditional character of the area should be reinforced. The proposed extension is contained wholly to the rear of the site and the scale and massing considered in keeping with the existing immediate context of the site. The proposal is therefore considered to comply with CC09 of the development plan.
9.5	<u>The acceptability of proposed hotel use at this location and the loss of existing office space</u> The proposal is to change the use of this existing office building to a 63 bedroom Hotel with ancillary uses. While the building is currently used as an office building there remains significant provision of office accommodation within the city centre and the loss of office space is not considered detrimental to the city centre as a whole. A hotel use at this location will further enhance the vitality and viability of the cathedral quarter and the city centre and it is considered, on balance, that such a proposal would not conflict with any relevant policy and in particular PED7 of PPS4.
9.6	<u>The change of use of and extension and alteration of the Listed Building</u> The Northern Ireland Environment Agency (NIEA) Historic Building Unit is the statutory authority for Listed Buildings in Northern Ireland and have been consulted throughout the processing of this application and at the Pre Application Discussion Stage.

	<p>The demolition of the internal elements of the listed building is considered under the listed building consent LA04/2015/1452/LBC which is associated with the application. NIEA have offered no objections or conditions to this application stating that the proposal is considered to comply with BH7 and BH 8 of PP6. The change of use of the listed building is considered to preserve and enhance the building for future use and the extensions and alterations proposed are to retain the character of, and remain in keeping with, the listed building.</p>
9.7	<p><u>Impact on the character and appearance of the Cathedral Conservation Area and on the setting of adjacent listed buildings.</u></p> <p>As the application site lies within the Cathedral Conservation Area the Conservation Officer (CAO) was consulted and given that demolition is proposed a demolition in a conservation area consent was received. The Conservation Officer has raised no objection to the proposal and regards the alterations and extensions as an enhancement to the conservation area at this location.</p> <p>As the site is adjacent listed buildings of the Northern Whig 2-10 Bridge Street, Arnotts Building at High Street and 1 Donegall Street NIEA Historic Buildings Unit were also consulted and have offered no objections to the proposal.</p> <p>Having had regard to PPS 6 and in particular policies BH 11 and BH 12 I consider the proposal to comply with these policy tests and that the proposed changes to the War Memorial Building will improve and enhance the character and appearance of the area and not have any adverse impact on the setting of the adjacent listed buildings.</p>
9.8	<p><u>The impact on existing roads infrastructure.</u></p> <p>The proposal has been assessed against PPS3. Transport NI considers the Transport Assessment Form submitted in support of the application. They also found the Travel Plan, Parking Statement & Service Management Plan to be fundamentally acceptable subject to conditions which are set out below.</p>
9.9	<p><u>Other matters</u></p> <p>Paragraphs 4.11 and 4.12 of the SPPS states there are wide range of environmental and amenity considerations including noise and air quality, which should be taken into account by planning authorities when proposing policies or managing development.</p>
9.9.1	<p><u>Archaeology</u></p> <p>As the site is located within the Belfast Area of Archaeological Potential (AAP) as defined in BMAP NIEA Historic Monuments Unit provided comment on the proposal stating that they are content with the proposal subject to conditions to allow for the correct archaeological excavations to be carried out.</p>
9.9.2	<p><u>Amenity</u></p> <p>Environmental Services Department has offered no objections to the proposal subject to conditions to ensure noise levels are controlled both from and to the premises. However final comments have not been received at the time of finalising this report. It is therefore proposed to put the final condition forward as a late item or to delegate the final wording of the conditions to the director of planning and place post committee.</p>
9.9.3	<p><u>Site Drainage</u></p> <p>The existing building is already connected to the public water and sewerage networks. NIEA</p>

9.10	<p>Drainage and Water and NIW have both been consulted and given that NIW are satisfied with the proposal NIEA's Drainage and Water team have no objection subject to conditions outlined below.</p> <p>Objections</p> <p>While no objections were received during the processing of the planning applications concerns were raised by the current occupiers of 5 Waring street, the Royal Ulster Rifles Museum, that their agreed lease would be cut short. This is not considered an issue for the processing of this application and is something that must be agreed between the relevant land owners.</p>
<p>10.0</p> <p>10.1</p> <p>10.2</p>	<p>Summary of Recommendation: Approval</p> <p>Having regard to the policy context and other material considerations above, the proposal is considered acceptable and planning permission is recommended subject to conditions.</p> <p>The proposed alterations and refurbishment will enhance the appearance of the existing structure, which in turn will make a more positive contribution to the character of the Conservation Area at this location.</p>
<p>11.0</p> <p>11.1</p> <p>11.2</p> <p>11.3</p> <p>11.4</p> <p>11.5</p>	<p>Conditions</p> <p>As required by Section 61 of the Planning Act (Northern Ireland) 2011, the development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.</p> <p>REASON: Time Limit</p> <p>The development hereby permitted shall not become operational until the redundant vehicular access from the site to the public road has been permanently closed and the footway reinstated to the satisfaction of TransportNI.</p> <p>REASON: In order to minimise the number of access points onto the public road in the interests of road safety and the convenience of road users.</p> <p>The development hereby permitted shall not become operational until a Travel Plan has been prepared in general accordance with the framework Travel Plan contained within the Transport Assessment Form document bearing Planning Authority date stamp 19th November 2015.</p> <p>REASON: To promote the use of alternative modes of transport in accordance with sustainable transportation principles.</p> <p>The development hereby permitted shall operate in accordance with the Service Management Plan contained within the Transport Assessment Form document bearing Planning Authority date stamp 19th November 2015.</p> <p>REASON: In the interests of road safety and the convenience of road users.</p> <p>No site works of any nature or development shall take place until a programme of archaeological work has been implemented, in accordance with a written scheme and programme prepared by a qualified archaeologist, submitted by the applicant and approved by the Council. The programme should provide for the identification and evaluation of the</p>

	<p>archaeological remains within the site, for mitigation of the impacts of the development through excavation recording or by preservation of remains and for the preparation of an archaeological report.</p> <p>Reason: To ensure that archaeological remains within the application site are properly identified and protected or appropriately recorded.</p>
11.6	<p>Access shall be afforded to the site at all reasonable times to any archaeologist nominated by the Department to observe the operations and to monitor the implementation of archaeological requirements.</p> <p>Reason: To monitor programmed works in order to ensure that identification, evaluation and appropriate recording of any archaeological remains, or any other specific work required by condition or agreement, is completed in accordance with the approved programme.</p>
11.7	<p>Final EHO Conditions to be added as per Paragraph 9.9.2 above.</p>
12.0	<p>Informatives</p> <p>Precautions shall be taken to prevent the deposit of mud and other debris on the adjacent road by vehicles travelling to and from the construction site. Any mud or debris deposited on the road must be removed immediately by the contractor.</p> <p>Notwithstanding the terms and conditions of the Planning Authority's approval set out above, you are required under Article 71-83 inclusive of the Roads (NI) Order 1993 to be in possession of the Department for Regional Development's consent before any work is commenced which involves making or altering any opening to any boundary adjacent to the public road, verge, or footway or any part of said road, verge, or footway bounding the site. The consent is available on personal application to the Transport NI Section Engineer whose address is: Belfast North Section Office, 148-158 Corporation Street, Belfast, BT1 3DH. A monetary deposit will be required to cover works on the public road.</p> <p>All construction plant and materials shall be stored within the curtilage of the site.</p> <p>No development should take place on-site until the method of sewage disposal has been agreed in writing with NIW or consent to discharge has been granted.</p> <p>The storm drainage of the site, during site clearance, construction and operational phases of the development, should be designed to the principles of Sustainable Drainage Systems (SuDS), where practicable, in order to minimise the polluting effects of storm water on waterways.</p> <p>Construction of SuDS should comply with the design and construction standards as set out in the Construction Industry Research and Information Association (CIRIA) manual C697. A separate site handbook (C698) for the construction of SuDS has also been produced by CIRIA.</p> <p>Should a sewage pumping station be required for this development then the applicant must apply to NIEA Water Management Unit for consent pursuant to the Water (NI) Order 1999 for an 'emergency overflow'.</p> <p>The applicant should consult with the Water Management Unit within the NIEA regarding any potential dewatering that may be required during the development works including the need for discharge consent. Discharged waters should meet appropriate discharge consent</p>

conditions.

The applicant must comply with the Control of Pollution (Oil Storage) Regulations (NI) 2010.

The applicant should ensure that the management of all waste are suitably authorised through the Waste Management Regulations (NI) 2006 and/or the Water Order (NI) 1999. This should be demonstrated through a Site Waste Management Plan (see <http://www.netregs.gov.uk>).

The applicant should comply with all the relevant Pollution Prevention Guidelines (PPGs) in order to minimise the impact of the project on the environment, paying particular attention to DOE Standing Advice Note No. 4 – Pollution Prevention Guidelines (April 2015) for the demolition, construction and operational phases of the development.

Developers should acquaint themselves of their statutory obligations in respect of watercourses as prescribed in the Drainage (Northern Ireland) Order 1973, and consult the Rivers Agency of the Department of Agriculture accordingly on any related matters.

Any proposals in connection with the development, either temporary or permanent which involve interference with any watercourse at the site:- such as diversion, culverting, bridging; or placing any form of structure in any watercourse, require the written consent of the Rivers Agency. Failure to obtain such consent prior to carrying out such proposals is an offence under the Drainage Order which may lead to prosecution or statutory action as provided for.

ANNEX

Date Valid	19th November 2015
Date First Advertised	4th December 2015
Date Last Advertised	22nd January 2016

Details of Neighbour Notification (all addresses)

The Owner/Occupier,
1 Donegall Street, Town Parks, Belfast, Antrim, BT1 2FF,
The Owner/Occupier,
10,5-13 The Worldwide Church Of God, Waring Street, Town
Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
12,5-13 The Worldwide Church Of God, Waring Street, Town
Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
12-16 Arnott House, Bridge Street, Town Parks, Belfast, Antrim, BT1 1LS,
The Owner/Occupier,
12-16 Arnott House, Bridge Street, Town Parks, Belfast, Antrim, BT1 1LT,
The Owner/Occupier,
12-16 Arnott House, Bridge Street, Town Parks, Belfast, Antrim, BT1 1LU,
The Owner/Occupier,
17,5-13 The Worldwide Church Of God, Waring Street, Town
Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
19,5-13 The Worldwide Church Of God, Waring Street, Town
Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
2-6, Waring Street, Town Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
23-27, Waring Street, Town Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
23-31, Waring Street, Town Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
3 Waring Street, Town Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
3 Waring Street, Town Parks, Belfast, Antrim, BT1 2DX,
The Owner/Occupier,
33 Waring Street Ballykeel Ballymena
The Owner/Occupier,
42 High Street, Town Parks, Belfast, Antrim, BT1 2BE,
The Owner/Occupier,
42 High Street, Town Parks, Belfast, Antrim, BT1 2BE,

The Owner/Occupier,
 44-46,High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 5 Waring Street,Town Parks,Belfast,Antrim,BT1 2EW,
 The Owner/Occupier,
 5,5-13 The Worldwide Church Of God,Waring Street,Town Parks,Belfast,Antrim,BT1
 2DX,
 The Owner/Occupier,
 54 High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 56 High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 56 High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 6,5-13 The Worldwide Church Of God,Waring Street,Town Parks,Belfast,Antrim,BT1
 2DX,
 The Owner/Occupier,
 62 High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 68 High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 8-18,Waring Street,Town Parks,Belfast,Antrim,BT1 2DX,
 The Owner/Occupier,
 9,5-13 The Worldwide Church Of God,Waring Street,Town Parks,Belfast,Antrim,BT1
 2DX,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AB,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AB,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AB,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AR,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AR,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AW,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2BE,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2DR,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2DR,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2RU,
 The Owner/Occupier,
 River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2RU,
 The Owner/Occupier,

Room 204,River House,48 High Street,Town Parks,Belfast,Antrim,BT1 2AW,	
Date of Last Neighbour Notification	30th November 2015
Date of EIA Determination	N/A
Planning History	
Z/1976/1115 - 9-13 Waring Street - Erection Of Store For Chairs – Granted	
Z/1989/2904 - War Memorial Building Waring Street, Belfast Bt1 - Demolition Of Existing Canopy To Side Entrance And Erection Of New Single Storey Extension To Provide New Office Entrance And Associated Site Works – Granted	
Z/1998/2571 - War Memorial Building Waring Street, Belfast - Proposed Single Storey Chair Store To Side Of War Memorial Building – Granted	
Drawing Numbers and Title	
01 Site Location Plan	
02a Proposed Block Plan	
09a GA Plan Level O	
10 GA Plan Level 1 and 2	
11 GA Plan Level 3 and 4	
12 GA Plan Level 5 (Roof)	
14 Front Elevation	
15 Side Elevation (Internal Courtyard)	
16 Side Elevation	
17 Side Elevation	
18 Sections	
Notification to Department (if relevant)	
Associated consents LA04/2015/1452/LBC & LA04/2016/0195/DCA required to be notified to DoE – post committee decision.	
Representations from Elected Members:	
None	