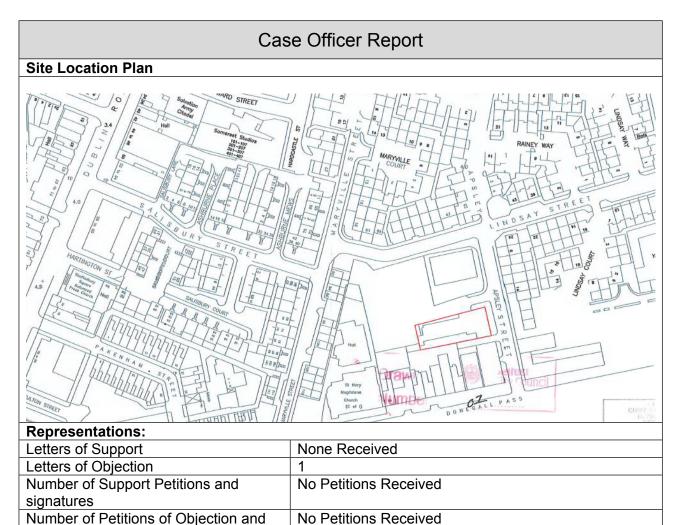
Development Management Officer Report Committee Application

Summary		
Committee Meeting Date: 12th March 2019		
Application ID: LA04/2018/0408/F		
Proposal: Demolition of existing building and construction of new 3/4 storey apartment block containing 23 apartments.	Location: Porters Annex Apsley Street Belfast BT7 1BL	
Referral Route: Objection received		
Recommendation:	Approval	
Applicant Name and Address: Music Hall Services Ltd C/O Bluehouse Developments Ltd 141-143 Donegall Pass Belfast BT7 1DS	Agent Name and Address: Dickson Fitgerald Architects 250 Ravenhill Road Belfast BT6 8GJ	
Executive Summary: This application seeks full permission for the demolition of the existing building and construction of a new 3/4 storey apartment block containing 23 apartments. The key issues in the assessment of the proposal are as follows: - principle of demolition and change of use on the site - design - access, movement, parking and transportation, including road safety - impact on built heritage - flood risk - other environmental matters		
The site is located within the development limits of Belfast within the city centre.		
The proposal has been assessed against and is considered to comply with the SPPS, BUAP, Draft BMAP, PPS3, PPS6, PPS7, PPS15, Creating Places and Parking Standards. No objections or representations have been received from consultees, however one objection was received from the Education Authority who manage a nearby Youth Club. The issues raised are set out and considered in the main report.		
Accordingly, it is recommended that planning permission is granted subject to conditions and it is requested that committee delegate authority to the Director of Planning and Building Control to finalize the wording of conditions.		



signatures

Characteristics of the Site and Area

1.0 Description of Proposed Development Demolition of existing building and construction of new 3/4 storey apartment block

2.0 Description of Site

The application site comprises of a two storey red brick building with flat roof extensions to the rear. The existing building occupies most of the site and is enclosed by a 2 metre high brick wall towards the rear. The building was formerly Belfast School of Music premises. The site is bounded by a community centre to the north, playground to the west, commercial properties to the south and residential dwellings to the east. The site is unzoned as designated within (Draft) Belfast Metropolitan Area Plan (BMAP) 2015 and Belfast Urban Area Plan 2001 (BUAP). The site is directly adjacent to land zoned for housing under CC 021/05 in the Draft) Belfast Metropolitan Area Plan (BMAP) 2015. The surrounding area is generally characterised by traditional 2 storey / 3 storey terraces which directly address the street scene.

Planning Assessment of Policy and Other Material Considerations

3.0 Site History

3.1 There is relevant planning history on the site under application reference LA04/2017/0468/F for "Demolition of existing building and construction of new 4 storey apartment block containing

20 apartments" which was refused permission on 27/04/17. The Decision was subject to appeal with the Planning Appeals Commission. The appeal was dismissed on 04/12/17.

3.2 The reasons for refusal were as follows:

- The proposal is contrary to policy QD1 of Planning Policy Statement 7 'Quality Residential Environments' and the Strategic Planning Policy Statement in that the proposal by reason of its design, scale, footprint and layout would, if permitted, result in overdevelopment of the site and cause unacceptable damage to the character and appearance of the area. The proposal would fail to provide a quality and sustainable residential environment.

- The proposal is contrary to policy BH11 of Planning Policy Statement 11 'Planning, Archaeology and the Built Heritage' and the Strategic Planning Policy Statement, in that it would have an adverse impact on the setting of the B1 listed buildings including St Mary Magdalene Church and 56-70 Donegall Pass by reason of its scale, height and massing.

- The proposal is contrary to Planning Policy Statement 3 'Access, Movement and Parking', Planning Policy Statement 7 'Quality Residential Environments', Policy TRAN 1 of the Belfast Metropolitan Area Plan and the Strategic Planning Policy Statement, in that the applicant has failed to demonstrate a safe and convenient means of access and that adequate and appropriate provision for parking is available to meet the Department's parking standards, thereby prejudicing the safety and convenience of road users.

- In the absence of a Drainage Assessment, the applicant has failed to demonstrate that adequate measures will be put in place to effectively mitigate the flood risk to the proposed development and from development elsewhere. The proposal is therefore contrary to Policy FLD 3 of Planning Policy Statement 15 'Planning and Flooding' and the Strategic Planning Policy Statement for Northern Ireland.

- The proposal would fail to create a good standard of amenity for future occupiers of the apartments by reason of poor outlook and a lack of amenity space. The proposal is therefore contrary to Policy QD1 of Planning Policy Statement 7 'Quality Residential Environments', Creating Places and a core principle of the Strategic Planning Policy Statement (2015) to improve health and well-being.

4.0 Policy Framework

4.1 (Draft) Belfast Metropolitan Area Plan (BMAP) 2015 and Belfast Urban Area Plan 2001 (BUAP)

4.2 Strategic Planning Policy Statement (SPPS)

4.3 Planning Policy Statement (PPS) 3: Access, Movement and Parking

- 4.4 Planning Policy Statement (PPS) 6: Planning, Archaeology and the Built Heritage
- 4.5 Planning Policy Statement (PPS) 7: Quality Residential Environments
- 4.5 Planning Policy Statement (PPS) 15: Planning and Flood Risk
- 5.0 Statutory Consultees
- 5.1 DFI Roads Service- No objection subject to conditions
- 5.2 Northern Ireland Water Ltd No objection
- 5.3 DFI Rivers Agency No objection
- 5.4 DFI HED Historic Buildings No objection
- 5.5 DAERA Regulation Unit No objection subject to conditions

6.0 Non Statutory Consultees

6.1 BCC Environmental Health – No objection

7.0 Representations

The application has been neighbour notified and advertised in the local press. One objection was received from the Education Authority who manage Donegal Pass Youth Club adjacent to the site. The issues raised were as follows:

- scale and massing

- lack of parking

- child protection issues due to overlooking

- no lift provision within the proposed building

These issues will be considered through the report, however lift provision is outside the remit of planning legislation and guidance.

8.0 Other Material Considerations

8.1 Parking Standards

8.2 Creating Places

9.0 Assessment

9.1 Following the recent Court of Appeal decision relating to BMAP, the extant development plan is now the Belfast Urban Area Plan 2001. However, given the stage at which the Draft BMAP had reached pre-adoption through a period of independent examination, the policies within the Draft BMAP still carry weight and are a material consideration in the determination of planning applications. The weight to be afforded is a matter of judgement for the decision maker. The site is located inside the development limits of Belfast as shown in the draft Belfast Metropolitan Area Plan 2015.

9.2 The site is unzoned as designated within (Draft) Belfast Metropolitan Area Plan (BMAP) 2015, but adjacent to land zoned for housing under CC 021/05. The site is unzoned within Belfast Urban Area Plan 2001 (BUAP). The proposed development is for the demolition of the existing building and construction of new 3/4 storey apartment block.

9.3 The key issues are:

- principle of demolition and residential development on the site
- design
- access, movement, parking and transportation, including road safety
- impact on built heritage
- flood risk
- other environmental matters

9.4 Principle of demolition and residential development on the site

The site is within the development limits of Belfast in BUAP, Draft BMAP and the version of BMAP purported to be adopted. The building is not listed nor within a conservation area, nor area of townscape character, therefore permission is not required for its demolition. The site as already stated is occupied by a vacant building which used to be the Belfast School of Music. The application site is unzoned land within the city centre boundary. The principle of housing in this location would fulfil the main objectives of the SPPS which seeks to encourage city centre living. It is considered that the redevelopment of the site will represent a more productive use of the site, bringing a disused site back into use, subject to the consideration and resolution of planning and environmental matters.

9.5 Design

The proposed apartment block is of a similar footprint to the existing building. It is a contemporary flat roof design constructed of brick with features of aluminium cladding, and open lattice brick walling. The design of the building appears to have taken architectural cues from the surrounding area especially in regard to the use of brick. The proposed brick is of a clay exterior with soft edges to echo Belfast brick, a sample of which can be submitted. The proposed building has 4 storeys facing onto Apsley St (east) and 3 storeys to the rear. The proposed eastern elevation displays fenestration all with vertical emphasis as well as the main entrance gate. There are recessed brick panel features adding to the contemporary design of the building. All other elevations are similar in design with the exception of the rear elevation.

9.6 Access to the one bedroom apartments can be taken from the front for the two ground floor apartments facing onto Apsley St. All other apartments can be accessed from the road via a gate to the side of the front elevation which is directly adjacent to the bike store and bin store.

9.7 The proposed building is similar in height to the three storey commercial buildings along Donegall Pass. The highest ridge height of the existing building is 11.8m whereas the proposed height of the 4 storey element of the proposed building is 0.5m higher. The rear element is 1.8m higher. With regards to residential amenity there is no unacceptable adverse effect on existing properties in terms of overlooking, loss of light, overshadowing, noise or other disturbance. There are no issues of overlooking or overshadowing onto private amenity space. It is the case that 6 of the 23 apartment will overlook an adjoining play park. There is no planning policy that would prevent residential use adjacent to a play park and the overlooking is not considered a basis for refusing planning permission. It is noted that there are mature trees within the play park which would help screen it from the apartments. This issues was considered at the planning appeal for the previous refusal on the site and the PAC's concluded that overlooking of the play park or community centre was not a problem.

9.8 Each of the ground floor apartments displays its own small area outside of space and a storage area to the front of the apartment itself. Each of these fronting onto Apsley St itself or dual frontage on the rear element with 10 sqm outside the front door. The remainder of the outside space will be landscaped to provide an additional 330 sqm which provides 15 sqm per apartment. All apartments display full height opening glass doors also.

9.9 Access, Movement, Parking and Transportation

The proposed development shows 2 disabled user car parking spaces to the front of the site on Apsley St. The issue of car parking was raised by the objector. The application site is located within an Area of Parking Restraint which stipulates a parking standard of one car parking space per dwelling, and therefore the proposal displays a shortage.

9.10 Following consultation with DFI Roads Service, a car parking survey and travel plan were submitted as well as draft PSDs. DFI Roads Service responded on 18/01/19 stating they had no objection to the proposal subject to conditions.

9.11 Impact on Built Heritage

The application site is located within the vicinity of a number of listed buildings, namely St Mary Magdalene Church (including curtilage listed hall), 56-70 Donegall Pass and 99 Donegall Pass, and therefore HED Historic Buildings were consulted. Although their preference would be the re use of the building and they consider it to positively contribute to the setting of the listed buildings noted earlier. However they state should the Council be content to permit the demolition of the existing building they have no objection to the proposed scheme. They acknowledge that it is a thoughtful and considered approach with a high quality of material palette proposed.

9.12 Flood Risk

Since the proposal is for development of more than 10 units FLD 3 of PPS 15 applies. A Drainage Assessment was submitted which determined the potential sources of flooding at the site and their associated risk to life and property, and sent to DFI Rivers Agency for comment. They responded on 28/07/18 with no objection. NI Water Ltd also stated no objection to the proposal.

9.13 Other environmental matters

The site is in close proximity to lands previously used for petrol storage and therefore a potential risk to human health. A Preliminary Risk Assessment and Generic Quantitative Risk Assessment were submitted relating to the risk of contaminated land on the site. BCC Environmental Health raised concern regarding gas monitoring details submitted and requested additional information.

9.14 Ground gas monitoring showed that no protection measures will be required. BCC Environmental Health and DEARA both responded with no objection to the proposal and suggesting conditions to be included should approval be granted relating to the submission of a verification report relating to any remediation works carried out.

9.19 Conclusion

The proposal is considered to be in compliance with the development plan.

9.20 Having regard to the policy context and other material considerations above, the proposal is considered acceptable and a grant of planning permission is recommended subject to conditions. The approved development will bring a disused unit into use which will in turn create jobs and investment. Should members agree with the recommendation to approve, delegated authority is requested for the Director of Planning and Building Control to finalize the wording of conditions.

10.0 **Summary of Recommendation:** Approval with conditions

Neighbour Notification Checked: Yes

Conditions

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

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

2. The Private Streets (Northern Ireland) Order 1980. The Department hereby determines that the width, position and arrangement of the street, and the land to be registered as being comprised in the streets, shall be as indicated on Drawing 11B, 'Private Streets Determination' bearing the Belfast City Council Planning Office date stamp 10 January 2019 and bearing the Department for Infrastructure – Roads date stamp 18 January 2019.

Reason: To ensure there is a safe and convenient road system within the development and to comply with the provisions of the Private Streets (Northern Ireland) Order 1980.

3. The development hereby permitted shall not become operational until hard surfaced area have been constructed in accordance with the approved layout Drawing 11B, 'Private Streets Determination' bearing the Belfast City Council Planning Office date stamp 10 January 2019 to provide 2 No. disabled parking spaces and adequate facilities for servicing the site. No part of these hard surfaced areas shall be used for any purpose at any time than for the parking and movement of vehicles.

Reason: To ensure that adequate provision has been made for parking and servicing.

4. A minimum of 6 No. secure cycle parking stands shall be provided and permanently retained close to the accesses to the proposed development for use by residents and visitors to the development.

Reason: To encourage the use of alternative modes of transport for development users.

5. The development hereby permitted shall operate in accordance with the Travel Plan bearing the Belfast City Council Planning Office date stamp 31 May 2018. The Site Operator and tenants will provide their employees with access to the Translink iLink Initiative and the Bike2Work Initiative or equivalent measures agreed by Dfl Roads.

Reason: To encourage the use of alternative modes of transport to the private car in accordance with the Transportation Principles.

6. The development hereby permitted shall operate in accordance with the Service Management Plan bearing the Belfast City Council Planning Office date stamp 31 May 2018.

Reason: In the interests of safety and traffic progression.

7. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Planning Authority shall be notified immediately. This new contamination shall be fully investigated in accordance with the Model Procedures for the Management of Land Contamination (CLR11). 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.

Reason: Protection of environmental receptors to ensure the site is suitable for use.

8. After completing the remediation works under Condition 7; 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 Model Procedures for the Management of Land Contamination (CLR11). 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.

9. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted, have been submitted to and approved, in writing, by Belfast City Council. The development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to allow the Council to control the external appearance

Informatives

1. The approval does not empower anyone to build or erect any structure, wall or fence or encroach in any other manner on a public roadway (including a footway and verge) or on any other land owned or managed by the Department for Infrastructure for which separate permissions and arrangements are required.

2. Notwithstanding the terms and conditions of the Department for Infrastructure's approval set out above, you are required under Articles 71-83 inclusive of the Roads (NI) Order 1993 to be in possession of the Department for Infrastructure's licence 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 DfI Roads Section Engineer whose address is Belfast North Section Office, 148-158 Corporation Street, Belfast, BT1 3DH. Email: TNI.BelfastNorth@infrastructure-ni.gov.uk. A monetary deposit will be required to cover works on the public road.

3.Under the terms of The Private Streets (Construction) (Amendment) Regulations (Northern Ireland) 2001, design for any Street Lighting schemes will require approval from Dfl Roads' Street Lighting Consultancy, (Annex 7, Castle Buildings, Stormont Estate, Belfast, BT4 3SQ). The Applicant is advised to contact Roads Service Street Lighting Section at an early stage. The Applicant/Developer is also responsible for the cost of supervision of all street works determined under the Private Streets Order (Northern Ireland) 1980.

4. 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, refuse, etc. deposited on the road as a result of the development, must be removed immediately by the operator/contractor.

5. All construction plant and materials shall be stored off the adopted road.

6. It is the responsibility of the Developer to ensure that water does not flow from the site onto the public road (including verge or footway) and that existing road side drainage is preserved and does not allow water from the road to enter the site.

7. Pedestrian Crossing Points across the proposed entrances are to be provided in accordance with the DTER/Scottish Office publication 'Guidance on the use of Tactile Paving'.

8. If the proposal is to include any external artificial lighting the scheme should be designed to provide the minimum level of obtrusive light. Guidance is available within: Guidance Notes for the Reduction of Obtrusive Light published by The Institution of Lighting Professionals.

9. The applicant is advised to ensure that all plant and equipment is so situated, operated and maintained as to prevent the transmission of noise, odour or dust to nearby properties.

10. The purpose of the Condition 7 and 8 is to ensure that any site risk assessment and remediation work is undertaken to a standard that enables safe development and end use of the site such that it would not be determined as contaminated land under the forthcoming Contaminated Land legislation i.e. Part 3 of the Waste and Contaminated Land Order (NI) 1997. It remains the responsibility of the developer to undertake and demonstrate that the works have been effective in managing all risks.

11. Regulation Unit recommends that the applicant consult with the Water Management Unit in DAERA regarding any potential dewatering that may be required during the development including the need for a discharge consent. Discharged waters should meet appropriate discharge consent conditions.

12. The applicant should ensure that the management of all waste materials onto and off this site are suitably authorized through the Waste and Contaminated Land (Northern Ireland) Order 1997, the Waste Management Licensing Regulations (Northern Ireland) 2003 and the Water Order (Northern Ireland) 1999. Further information can be obtained from: https://www.daera-ni.gov.uk/articles/waste-management-licensing

https://www.daera-ni.gov.uk/topics/waste/waste-management-licensing-exemptions https://www.daera-ni.gov.uk/articles/regulating-water-discharges

13. The applicant should ensure to comply with the Waste Duty of Care with respect to any waste materials taken onto or taken off site. Article 5 of the Waste and Contaminated Land (Northern Ireland) Order 1997 imposes a duty of care on anyone who handles controlled waste. When waste transfers from one person to another a waste transfer note and/or hazardous waste consignment note must be completed, signed and kept by the parties involved. The Controlled Waste (Duty of Care) Regulations (Northern Ireland) 2002 set out the requirement to complete waste transfer notes for waste movements and the Hazardous Waste Regulations (Northern Ireland) 2011 set out the requirements to complete hazardous waste consignment notes for the transfer of hazardous waste.

Further information can be obtained from: https://www.daera-ni.gov.uk/articles/duty-care https://www.daerani.gov.uk/articles/hazardous-waste

14.In accordance with Article 5 of the Waste and Contaminated Land (Northern Ireland) Order 1997 a Waste Management Duty of Care Code of Practice for Northern Ireland June 2016 required by law exists. This code of practice provides practical guidance to everyone subject to the Waste Duty of Care. In Northern Ireland the primary responsibility for duty of care sits with the waste producer and therefore they should ensure they make the appropriate checks as set out in the Code of Practice for Northern Ireland in relation to waste produced. Further information can be obtained from:

https://www.daera-ni.gov.uk/publications/waste-management-duty-care-code-practice

15. Any contaminated soils and soil type materials require its hazardous properties to be firstly classified and assessed in accordance with Technical Guidance WM3 – Waste Classification: Guidance on the classification and assessment of waste (3 edition, July 2015). Classifying a waste correctly is a legal requirement that helps to ensure that the waste is managed appropriately. NIEA therefore expects businesses to be able to demonstrate that any waste classifications based on sample results are reliable and as such conducted in line with Appendix D: Waste Sampling of Technical Guidance WM3. Further information can be obtained from: https://www.gov.uk/government/publications/waste-classification-technical-guidance

16. Regulation 17 of the Waste Regulations (Northern Ireland) 2011 imposes a duty on waste operators to comply with the European Waste Hierarchy. After a hazardous waste assessment is completed then the options for managing this waste should be further considered taking into account the European Waste Hierarchy. The applicant should be reminded that Landfill Waste Acceptance Criteria (WAC) are not relevant to a hazardous waste classification. A WAC test will not identify whether a waste is hazardous or nonhazardous. Before a waste can be disposed of, it must be classified as being either hazardous or non-hazardous, using the characterisation assessment and analysis described by the WM3 Technical Guidance. Then, if a waste hierarchy assessment determines that disposal to landfill is the appropriate disposal option for the waste, chemical WAC testing must be undertaken for wastes destined for inert, stable nonreactive hazardous or hazardous or hazardous classes of landfill. Further information can be obtained from: https://www.gov.uk/government/publications/waste-classification-technical-guidance

17.Should the materials be classified as hazardous waste then this material will need to be consigned off site as hazardous waste. NIEA should receive the waste consignment notices 72 hours in advance of any movements off site and waste materials moved off site only by a registered carrier (i.e. ROC permitted). Further information can be obtained from:

https://www.daera-ni.gov.uk/articles/hazardous-waste#toc-3 https://www.daera-ni.gov.uk/publications/guide-consigning-hazardous-waste

18. 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.

19. 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.

20. Any proposals in connection with the development, either temporary or permanent which involve additional discharge of storm water to any watercourse require the written consent of the Rivers Agency. Failure to obtain such consent prior to permitting such discharge is an offence under the Drainage Order which may lead to prosecution or statutory action as provided for.

21. If, during the course of developing the site, the developer uncovers a watercourse not previously evident, he should advise the local Rivers Agency office immediately in order that arrangements may be made for investigation and direction in respect of any necessary measures required to deal with the watercourse.

ANNEX		
Date Valid	8th February 2018	
Date First Advertised	2nd March 2018	
Date Last Advertised		
Details of Neighbour Notification (all addresses)		
The Owner/Occupier,		
18 Apsley Street,Belfast,Antrim,BT7 1BL,		
The Owner/Occupier,		
20 Apsley Street,Belfast,Antrim,BT7 1BL,		
The Owner/Occupier, 22 Apsley Street,Belfast,Antrim,BT7 1BL,		
The Owner/Occupier,		
66 Donegall Pass,Belfast,Antrim,BT7 1BU,		
The Owner/Occupier,		
Belfast Education & Library Board,72-74 ,Donegall Pass,Belfast,Antrim,BT7 1BU,		
The Owner/Occupier,		
Hearth Housing Association,1st & 2nd Floor,66 Donegall Pass,Belfast,Antrim,BT7 1BU,		
The Owner/Occupier,		
Race Base,76-78 ,Donegall Pass,Belfast,Antrim,BT7 1BU,		
The Owner/Occupier, Rainey & Best,64 Donegall Pass,Belfast,Antrim,BT7 1BU,		
Stephen Connolly		
SEELB HQ, GRAHAMS BRIDGE ROAD, DUNDONALD, DOWN, Northern Ireland, BT16 2HS		
The Owner/Occupier,		
Sheldon & Stewart Solicitors, 70 Donegall Pass, Belfast, Antrim, BT7 1BU,		
The Owner/Occupier,		
Sword Security, Sword Security, 68 Donegall Pass, Belfast, Antrim, BT7 1BU,		
The Owner/Occupier,		
Townsley Business Machines Ltd,70 Donegall Pass,Belfast,Antrim,BT7 1BU,		
Date of Last Neighbour Notification		
-	27th November 2018	
Date of EIA Determination	N/A	
ES Requested	No	
Notification to Department (if relevant)		
Date of Notification to Department: N/A		

Response of Department: