

ADDENDUM REPORT 3

Committee Date: 12th August 2025

Application ID: LA04/2022/1046/F

Proposal: Proposed demolition of existing building and construction of a residential development consisting of 14 No. units (9 No. apartments within a three storey building and 5 No. two storey terraced dwellings) with associated landscaping and car parking.

Location: 18 Annadale Avenue
Belfast
BT7 3JH

Referral Route: 3.8.2 (a) (i) a representation has been received which conflicts with the Planning Officer's recommendation.

Recommendation: Approval subject to conditions and a Section 76 planning agreement

Applicant Name and Address:

Cregagh Developments Ltd
32a Grennan Road
Newry
BT34 2PJ

Agent Name and Address:

Planning Permission Experts
32a Bryansford Avenue
Newcastle
BT33 0LG

Date Valid: 4th May 2022

Target Date: 17th August 2022

Contact Officer: Ed Baker, Planning Manager (Development Management)

Background:

1. This application was first reported to the 18th March 2025 Planning Committee meeting. The application was deferred for a further site visit and to give Members more time to consider the restricted viability information shared with them before the meeting.
2. The Committee previously undertook a visit to the site in March 2024. The further site visit took place on 8th April 2025.
3. The application was then reported to the 15th April 2025 Committee meeting. The Committee deferred the application to allow the applicant opportunity to provide further viability information regarding options to retain the existing original building.
4. The application was subsequently reported to the 17th June Committee when the application was deferred to give Members more time to consider the further restricted viability information.
5. Since the 17th June 2025 Committee meeting, an updated Drainage Assessment has been submitted by the applicant to deal with the issues previously raised by DFI Rivers. A consultation has been issued to DFI Rivers and their response is outstanding. Delegated authority is requested to deal with any issues arising within the response provided they are not substantive.
6. This report should be read in conjunction with the original report to Committee and Addendum Reports 1 and 2, appended.

Recommendation:

7. Having regard to the Development Plan and material considerations, it is recommended that planning permission is granted, subject to conditions and a Section 76 planning agreement to secure a viability review. A list of draft conditions is provided in Addendum Report 1, appended. The draft Section 76 planning agreement has been agreed in principle, pending the decision of the Planning Committee.
8. Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and Section 76 planning agreement, and deal with the further consultation with DFI Rivers and any other issues that may arise, provided that they are not substantive.

ADDENDUM REPORT 2

Committee Date: 17th June 2025

Application ID: LA04/2022/1046/F

Proposal: Proposed demolition of existing building and construction of a residential development consisting of 14 No. units (9 No. apartments within a three storey building and 5 No. two storey terraced dwellings) with associated landscaping and car parking.

Location: 18 Annadale Avenue
Belfast
BT7 3JH

Referral Route: 3.8.2 (a) (i) a representation has been received which conflicts with the Planning Officer's recommendation.

Recommendation: Approval subject to conditions and a Section 76 planning agreement

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32a Grennan Road
Newry
BT34 2PJ

Agent Name and Address:

Planning Permission Experts
32a Bryansford Avenue
Newcastle
BT33 0LG

Date Valid: 4th May 2022

Target Date: 17th August 2022

Contact Officer: Ed Baker, Planning Manager (Development Management)

Background:

9. This application was first reported to the 18th March 2025 Planning Committee meeting. The application was deferred for a further site visit and to give Members more time to consider the restricted viability information shared with them before the meeting.
10. The Committee previously undertook a visit to the site in March 2024. The further site visit took place on 8th April 2025.
11. The application was then reported to the 15th April 2025 Planning Committee meeting. The Committee deferred the application to allow the applicant opportunity to provide further viability information regarding options to retain the existing original building.
12. This report should be read in conjunction with the original report to Committee and Addendum Report 1, appended.

NI Water consultation:

13. As verbally reported to the 15th April 2025 Committee meeting, NI Water recommends refusal, advising that whilst there is capacity at the waste-water treatment works, there are network capacity concerns, which could present significant risks to the environment and impact on existing properties. NI Water recommends that the applicant further engages with it on this matter.
14. Officers advise that the issues raised by NI Water are already addressed in the Committee report. A condition is advised to require approval of foul and surface water drainage details prior to commencement of development.

Additional Representations:

15. Also as reported to the previous meeting, six further objections (21 objections in total) have been received, including from Claire Hanna MP and Matthew O'Toole MLA. The Ulster Architectural Heritage Society have submitted a further representation reiterating their previous objection which is addressed in the previous report. The points of objection are summarised below.

- Erosion of Victorian character of street. Inappropriate design and scale, not in keeping.
- Loss of a Victoria building; existing building should be retained.
- Increased traffic, traffic congestion and parking.
- Impact on neighbour amenity – loss of light and during construction. Specific impacts on the nearby care home during construction.
- Loss of green spaces and habitat.
- Impact on boundary hedge.
- Impact on trees and shrubs.
- Environmental impact of demolition.
- Devaluation of property.

16. Construction impacts can be mitigated through best practice and would not be reasonable grounds for refusal of planning permission. Devaluation of property is not a material planning consideration. The other issues have been dealt with in the previous reports.

Further Viability Information:

17. The applicant provided further viability information on 8th May 2025, which considers the viability of various options to retain the existing original building. The planning policy context to this issue is Policy ENV2, which states that *'Development proposals should, where feasible, seek to avoid demolition and should consider how existing buildings or their main structures could be reused. Development proposals that include the demolition of existing buildings should demonstrate that reuse is not appropriate or feasible.'*

18. The applicant argues that it is not financially viable to retain the existing building as part of a redevelopment scheme. The further viability information provided by the applicant considers eight options to retain the existing building, summarised in the table below.

Option	Description of Proposal	Applicant's Viability Conclusion
1	Conversion of existing original building to single home + 4 semi-detached dwellings	Unviable
2	Conversion of existing original building to two homes + 4 semi-detached dwellings	Unviable
3	Conversion of existing original building to 5 apartments + 4 semi-detached dwellings	Unviable
4	Conversion of existing original building to office use + 4 semi-detached dwellings	Unviable
5	Conversion of existing original building to short-term lets + 4 semi-detached dwellings	Unviable
6	Demolition of existing original building, 9 new build apartments + 5 townhouses (application proposal)	Viable
7	Façade retention to existing original building, 9 new build apartments behind + 5 townhouses	Unviable
8	Conversion of existing original building to 5 apartments + 4 townhouses	Unviable

19. Naylor Devlin has assessed the viability of Options 3, 7 and 8 on behalf of the Council, with Option 3 being the least unviable of the original options previously put to the Committee, and Options 7 and 8 identified by the Committee (Naylor Devlin has previously advised the Council on viability issues relating to the provision of affordable housing, as set out in the previous Committee reports, appended). It should be noted that the viability information provided by the applicant do not include developer profit and Naylor Devlin has allowed for this in their independent appraisal.
20. For all three options, Naylor Devlin's agrees that the schemes are unviable, albeit less unviable than indicated by the applicant. Naylor Devlin also confirms that Option 6 (the application proposal) remains marginally unviable as previously advised.
21. On the basis of this independent appraisal, it is advised that the options to retain the existing building, including façade retention only, are unviable. The applicant has demonstrated that it is not feasible to retain the existing building from a viability perspective, in compliance with Policy ENV2 of the Plan Strategy.
22. In any event, as set out in the previous reports, it is considered that weight should be given to the longevity of the application, which was submitted in May 2022 with a PAD submitted in February 2021, significantly pre-dating adoption of the Plan Strategy in May 2023 and Policy ENV2. Moreover, for the reasons stated in the previous reports, retention of the existing original building would result in a "pinch point" between the building and No. 18A Annadale Avenue, restricting vehicular access to the rear, with unacceptable defensible space were the original bay window to be removed to increase the width of the access.
23. Taking account of all these factors, demolition of the building is considered acceptable in the context of Policy ENV2.

DfI Rivers Consultation Response:

24. An updated Drainage Assessment has been requested to deal with the DFI Rivers response. Delegated authority is therefore sought to deal with any issues raised in its consultation reply, provided that they are not substantive.

Recommendation:

25. Having regard to the Development Plan and material considerations, it is recommended that planning permission is granted, subject to conditions and a Section 76 planning agreement to secure a viability review. A list of draft conditions is provided in Addendum Report 1, appended. The draft Section 76 planning agreement has been agreed in principle, pending the decision of the Planning Committee.
26. Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and Section 76 planning agreement, and deal with the further consultation with DFI Rivers and any other issues that may arise, provided that they are not substantive.

ADDENDUM REPORT 1

Committee Date: 15th April 2025

Application ID: LA04/2022/1046/F

Proposal: Proposed demolition of existing building and construction of a residential development consisting of 14 No. units (9 No. apartments within a three storey building and 5 No. two storey terraced dwellings) with associated landscaping and car parking.

Location: 18 Annadale Avenue
Belfast
BT7 3JH

Referral Route: 3.8.2 (a) (i) a representation has been received which conflicts with the Planning Officer's recommendation.

Recommendation: Approval subject to conditions and a Section 76 planning agreement

Applicant Name and Address:

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32a Grennan Road
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BT34 2PJ

Agent Name and Address:

Planning Permission Experts
32a Bryansford Avenue
Newcastle
BT33 0LG

Date Valid: 4th May 2022

Target Date: 17th August 2022

Contact Officer: Ed Baker, Planning Manager (Development Management)

Background:

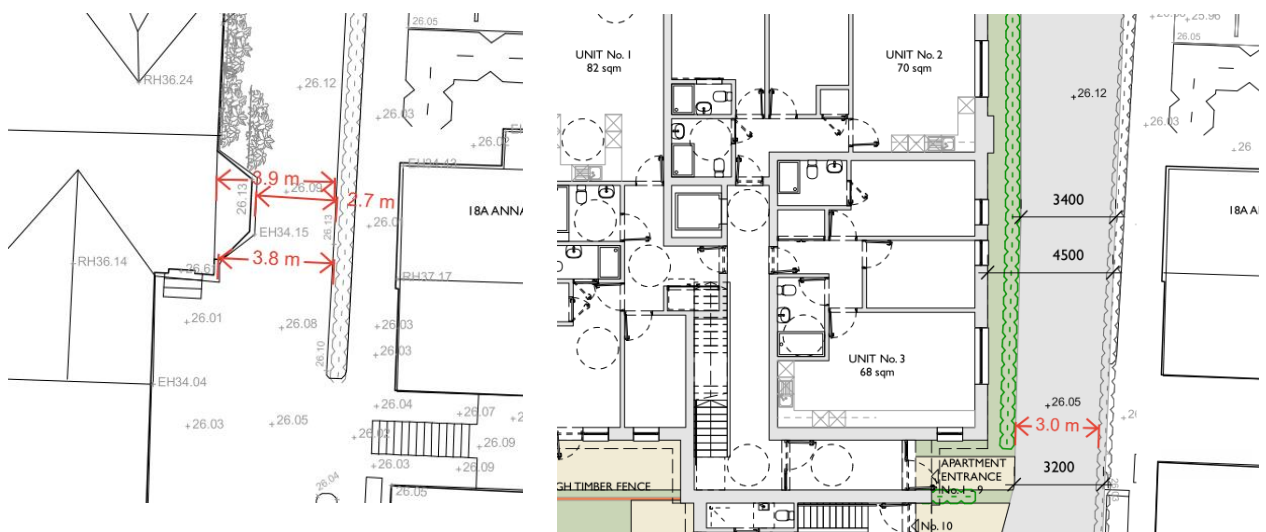
1. This application was reported to the 18th March 2025 Planning Committee meeting. The application was deferred for a further site visit and to give Members more time to consider the restricted viability information shared with them before the meeting.
2. The Committee previously undertook a visit to the site in March 2024. The further site visit took place on 8th April 2025.
3. This report should be read in conjunction with the original report to Committee, appended.

Applicant's justification for demolition of the existing building:

4. Policy ENV2 of the Plan Strategy states, in the interests of mitigating environmental change, that *'Development proposals should, where feasible, seek to avoid demolition and should consider how existing buildings or their main structures could be reused. Development proposals that include the demolition of existing buildings should demonstrate that reuse is not appropriate or feasible.'*
5. The applicant has submitted further viability information regarding various potential options to retain and convert the existing building to other uses, making the case that retention of the existing building is not feasible. The different options explored are set out below:

Option 1	Conversion to single home + 4 semis	Unviable
Option 2	Conversion to two homes + 4 semis	Unviable
Option 3	Conversion to three apartments + 4 semis	Unviable
Option 4	Office use + 4 semis	Unviable
Option 5	Short term lets + 4 semis	Unviable
Selected Option	9 apartments + 5 townhouses	Viable

6. Based on the previous consideration of viability of the scheme as set out in the original report to the Committee, appended, officers have no reason to dispute the conclusions of this additional viability information. This reinforces the advice given by officers in the original report (pars. 5.31 to 5.39) that demolition of the building is acceptable.
7. Part of the applicant's justification for demolition is that the location of the existing building is problematic for vehicular access to the rear of the site. There is a "pinch-point" between the existing building and the boundary with No. 18a Annadale Avenue of 2.7 metres, whereas the minimum width of the proposed new access is 3.0 metres. The existing bay window could be removed, which would increase the width to 3.8 metres, however, this would not leave any defensible space in front of the ground floor bedrooms, which would be unacceptable. It considered that this would not provide a quality residential environment. A comparison of the different dimensions is shown in the plans below (existing building on the left and proposed scheme on the right).



8. An alternative position for the access to the west side of the building would be tight and problematic in that it would likely result in tree removal as well as the loss of the proposed amenity space at the front.

Recommendation:

9. Having regard to the Development Plan and material considerations, it is recommended that planning permission is granted, subject to conditions and a Section 76 planning agreement.
10. Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and Section 76 planning agreement, and deal with the further consultation with DFI Rivers and any other issues that may arise, provided that they are not substantive.

DRAFT CONDITIONS

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 external facing panels or materials shall be constructed or applied unless in accordance with a written specification and a physical sample panel, details of which shall have first been submitted to and approved in writing by the Council.

The sample panel shall be provided on site and made available for inspection by the Council for the duration of the construction works.

The sample panel shall show the make, type, size, colour, bond, pointing, coursing, jointing, profile and texture of the external facing materials.

Reason: In the interests of the character and appearance of the development.

3. The depth and detailing of the window recesses and reveals shall be as shown on the approved drawings.

Reason: In the interests of the character and appearance of the development.

4. Notwithstanding the provisions of the Planning (General Permitted Development) Order (Northern Ireland) 2015 (or any Order revoking and/or re-enacting that order), the **[TO BE SPECIFIED]** windows shall be obscure glazed to at least Privacy Level 3 (or equivalent) and non-opening unless the parts of the window which can be opened are more than 1.7 metres above floor level of the floor that the window serves:

Reason: To safeguard the privacy of adjacent properties.

5. The development hereby approved shall not be occupied until the communal open space and private gardens have been provided in accordance with the approved plans. The open space shall be retained as such at all times.

Reason: To ensure that appropriate provision is made for open space.

6. The proposed open space and landscaping shall be managed and maintained in accordance with the approved management plan at all times.

Reason: To ensure that the open space and play equipment are properly managed and maintained.

7. The development hereby approved shall not be occupied unless the sustainable development measures have been implemented in accordance with the Plan Strategy Statement uploaded to the Planning Portal on 23rd June 2023. The climate change measures shall be retained in accordance with the approved details at all times.

Reason: To mitigate and/or adapt to climate change.

8. No development shall commence on site (including demolition) unless a scheme for reclaiming and re-using materials in the existing building has been submitted to and approved in writing by the Council. The development shall not be undertaken unless in accordance with the approved details.

Reason: To mitigate environmental change.

9. No dwelling shall be occupied until weather protected cycle parking has been fully provided in accordance with the approved plans.
- Reason: To ensure acceptable cycle parking facilities on the site and to encourage alternative modes of transport to the private car.
10. No dwelling shall be occupied until hard surfaced parking areas have been provided and permanently marked in accordance with the approved plan. The parking areas shall be permanently retained.
- Reason: To ensure acceptable parking facilities on the site.
11. The access gradient shall not exceed 4% (1 in 25) over the first 10m outside the road boundary. Where the vehicular access crosses a footway or verge, the access gradient shall be between 4% (1 in 25) maximum and 2.5% (1 in 40) minimum and shall be formed so that there is no abrupt change of slope along the footway.
- Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.
12. The development shall not be occupied unless in accordance with the approved Travel Plan.
- Reason: To encourage alternative modes of transport to the private car.
13. No windows shall be installed unless a final window schedule detailing the sound reduction specification has been submitted to and approved in writing by the Council. The windows shall be designed in line with the recommendations in the Noise Impact Assessment uploaded to the Planning Portal on the 13th January 2023. The windows shall not be installed unless in accordance with the details so approved.
- Reason: In the interests of residential amenity.
14. Prior to occupation of the development hereby permitted, a Verification Report that demonstrates that the windows have been installed as required by condition 12 shall be submitted in writing to the Council. The Verification Report shall include a written declaration from the suppliers and installers of the windows confirming that the alternative means of ventilation have been installed as approved.
- Reason: In the interests of residential amenity.
15. Prior to installation of any alternative means of ventilation, the sound reduction specification of the alternative means of ventilation shall be submitted to and approved in writing by the Council. The specification shall demonstrate that internal noise levels in habitable rooms will be achieved in line with BS8233:2014 'Guidance on sound insulation and noise reduction for buildings'. The means of ventilation shall be installed in accordance with the approved details and retained as such at all times.
- Reason: In the interests of residential amenity.
16. Prior to occupation of the development hereby permitted, a Verification Report that verifies that demonstrates that the alternative means of ventilation has been installed in line with details approved pursuant to condition 14 shall be submitted in writing to the Council. The Verification Report shall include a written declaration from the suppliers and installers of the alternative means of ventilation confirming that the alternative means of ventilation have been installed as approved.
- Reason: In the interests of residential amenity.

17. Prior to occupation of the development hereby permitted, a Verification Report that verifies that an acoustic fence has been constructed in line with the recommendations in the Noise Impact Assessment uploaded to the Planning Portal on the 13th January 2023 shall be submitted to and approved in writing by the Council. The acoustic fence shall be permanently retained in accordance with the approved details at all times.

Reason: In the interests of residential amenity.

18. All hard and soft landscaping works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development unless otherwise agreed in writing by the Council. Any existing or proposed trees or plants indicated on the approved plans which, within a period of five years from the date of planting, die, are removed or become seriously damaged, diseased or dying shall be replaced during the next planting season with other trees or plants of a location, species and size, details of which shall have first been submitted to and approved in writing by the Council. All hard surface treatment of open parts of the site shall be permeable or drained to a permeable area. All hard landscape works shall be permanently retained in accordance with the approved details.

Reason: In the interests of the character and appearance of the area.

19. All trees and planting within the site shall be retained unless shown on the approved drawings as being removed. Any existing or new trees or planting indicated on the approved plans which, within a period of five years from the date of planting, die, are removed or 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.

Reason: In the interests of visual amenity.

20. The development hereby permitted shall not be occupied until the waste storage areas have been provided in accordance with the approved plans and shall be permanently retained as such at all times.

Reason: To ensure that appropriate provision is made for storage and disposal of waste.

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

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

Development Management Report

Summary	
Committee Date: 18 th March 2025	
Application ID: LA04/2022/1046/F	
Proposal: Proposed demolition of existing building and construction of a residential development consisting of 14 No. units (9 No. apartments within a three storey building and 5 No. two storey terraced dwellings) with associated landscaping and car parking.	Location: 18 Annadale Avenue Belfast BT7 3JH
Referral Route: 3.8.2 (a) (i) a representation has been received which conflicts with the Planning Officer's recommendation.	
Recommendation: Approval subject to conditions and a Section 76 planning agreement	
Applicant Name and Address: Cregagh Developments Ltd 32a Grennan Road Newry BT34 2PJ	Agent Name and Address: Planning Permission Experts 32a Bryansford Avenue Newcastle BT33 0LG
Date Valid: 4 th May 2022	
Target Date: 17 th August 2022	
Contact Officer: Ed Baker, Planning Manager (Development Management)	
Executive Summary: This application relates to land at No. 18 Annadale Avenue within close proximity of the Ormeau Road. The application seeks full planning permission for demolition of the existing building (former children's nursery) and erection of 14 residential units (including 9 apartments and 5 dwelling houses). The proposal consists of a three-storey frontage building containing 9 x two bedroom apartments and two-storey rear return containing 5 x two bedroom terrace dwellings. A mix of private and communal amenity space is proposed for the apartments while the dwellings contain private rear gardens. On-site parking provision is provided to the front of the apartment block and within the rear of the site. The application has been subject to design amendments to address concerns raised by officers. Further amendments were then made to the scheme following adoption of the Belfast LDP Plan Strategy in response to its new policies. The key issues for consideration of the application are set out below. • Principle of housing in this location • Affordable housing • Demolition of Existing Building • Housing Density • Housing Mix	

- Adaptable and Accessible Accommodation
- Design and Placemaking
- Impact on Heritage Assets
- Climate change
- Residential Quality and Impact on Amenity
- Access and transport
- Environmental Protection
- Flood risk and Drainage
- Waste-water infrastructure
- Waste management
- Natural heritage
- Section 76 Planning Agreement

The site is un-zoned “white land” in the Belfast Urban Area Plan 2001 and both versions of draft Belfast Metropolitan Area Plan 2015 (v2004 and v2014).

The site is located on Annadale Avenue within close proximity of the Ormeau Road which is a designated City Corridor. The site is within an established residential area within the development limit of the city. It is a sustainable location with good access to shops, jobs, services, amenities and public transport. The site is considered a suitable location for housing; the proposal would make effective use of previously developed land and is of an appropriate density.

No affordable housing is provided due to viability. The applicant has submitted a Viability Assessment which has been independently appraised, which concludes that the proposal is unviable with the inclusion of any affordable housing provision or commuted sum. However, the applicant has agreed to a Viability Review prior to commencement of development and this would be secured through a Section 76 planning agreement. Officers confirm that the planning agreement has been agreed in principle without prejudice to the Committee’s decision.

The design, height, scale and massing of the proposed buildings are considered in keeping with the surrounding character and not considered to impact the surrounding listed buildings.

Fifteen third party objections have been received including one from Councillor Brian Smyth and two objections from Paula Bradshaw MLA, these are addressed within the report.

DFI Rivers and NI Water object to the proposals. An updated Drainage Assessment has been requested and delegated authority is sought to re-consult DFI Rivers and deal with any matters arising from the response providing they are not substantive. The objection from NI Water is addressed in the main body of the report.

The Committee previously undertook a visit to the site in March 2024.

Recommendation

Having regard to the Development Plan and material considerations, it is recommended that planning permission is granted, subject to conditions and a Section 76 planning agreement.

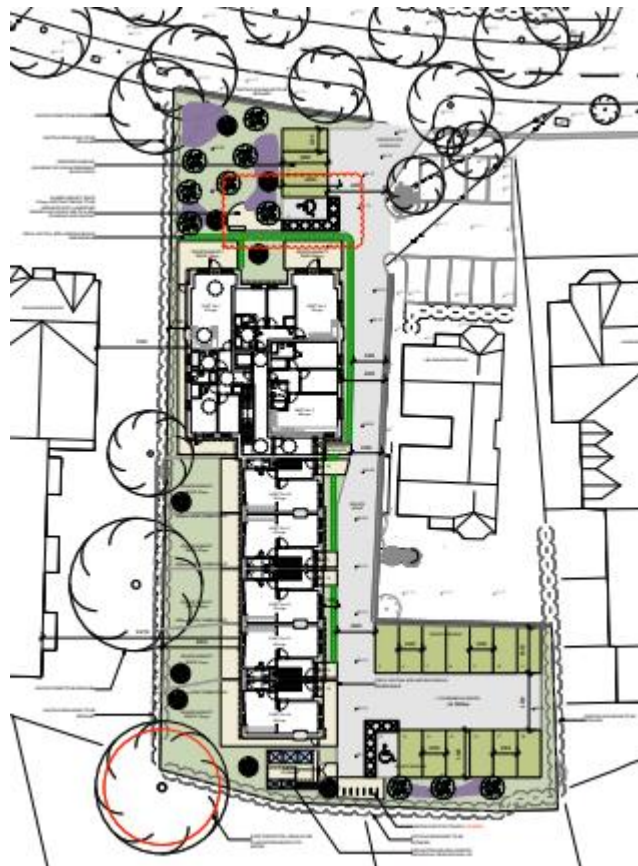
Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and Section 76 planning agreement, and deal with the further consultation with DFI Rivers and any other issues that may arise, provided that they are not substantive.

DRAWINGS AND IMAGERY

Site Location Plan:



Proposed Block Plan



The architectural drawings show four elevations of a three-story building. Elevation A (leftmost) shows a side view with two prominent gables and multiple windows. Elevation B (second from left) shows another side view with a central gable. Elevation C (third from left) is the rear view, featuring a central entrance with a pediment and several large windows; it includes a list of callouts such as 'ROOFLINE', 'GABLES', 'WINDOWS', and 'DOORS'. Elevation D (rightmost) shows a side view similar to Elevation A but with different window arrangements.

[illegible]

The architectural drawings show two elevations of the proposed building. The left drawing is a side elevation showing a building with a gabled roof and a central entrance. The right drawing is a front elevation showing a building with a gabled roof and a central entrance. The right drawing includes height markers on the left side, ranging from 0'0" to 24'0". The building is shown with a gabled roof and a central entrance. The drawing is labeled 'PROPOSED BUILDING FACADE' and 'SIDE ELEVATION'.

PROPOSED SOUTH FACING ELEVATION
1:100 @ A1



Figure 1 is a detailed floor plan of a building, likely a school or office, showing various rooms, corridors, and stairwells. The plan is divided into several sections, with rooms labeled with numbers and names. The layout includes a central corridor system connecting different wings of the building. The plan is oriented with North at the top.

The image displays two architectural drawings of a building. The top drawing is a facade elevation showing a long, low structure with a series of gabled roof sections and a central entrance area. The bottom drawing is a floor plan of the same building, showing the internal layout of rooms, corridors, and a central staircase. The floor plan includes various rooms such as bedrooms, bathrooms, and a living area, with furniture and fixtures indicated. The building is situated on a plot with a road to the left and a parking area to the right.

CGI:



1.0	Characteristics of the Site and Area
1.1	The application site is located at No. 18 Annadale Avenue. The site is 0.2 hectares in size and is an “L” shape. It comprises a two-storey red brick building with a flat roof rear return and a metal garage to the side previously in use as a Children’s Nursery. The site contains an existing garden area directly to the rear of the apartments and the adjacent No. 18a Annadale Gardens. The site is located within a mostly residential area.
1.2	There are a number of Listed Buildings in the vicinity of the site, including: • HB26 01 038 Gordon House, 11 Annadale Avenue, Belfast Grade B1 • HB26 01 040 A 25-25A Annadale Avenue, Belfast Grade B • HB26 01 040 B 27 Annadale Avenue, Belfast Grade B1 • HB26 01 081 Church of Jesus Christ of Latter Day Saints Grade B2 Description of Proposed Development
1.4	The application seeks full planning permission for the demolition of the existing building and construction of a residential development consisting of 14 No. units (9 No. apartments within a three storey building and 5 No. two storey terraced dwellings) with associated landscaping and car parking.

1.5	The proposal consists of a three-storey frontage building containing 9 x two bedroom apartments and two-storey rear return containing 5 x two bedroom terrace dwellings. A mix of private and communal space are proposed for the apartments while the dwellings contain private rear gardens. On-site parking provision is provided to the front of the apartment block and within the rear of the site.
1.6	The application follows a Pre-Application Discussions. Following submission of the application, the proposal was subject to design amendments to address concerns raised by officers. Further amendments were then made to the scheme following adoption of the Belfast LDP Plan Strategy in response to its new policies. More latterly, the applicant has submitted viability information in relation to the requirements of Policy HOU5 concerning the provision of affordable housing.
2.0	PLANNING HISTORY
2.1	• Z/2008/0421/F – 18 Annadale Avenue- Demolition of existing building and erection of residential development comprising 14 units and associated landscaping and surface car parking. Permission Granted.
2.2	• Z/1998/0035 – Site to East of 18 Annadale Avenue- Erection of six apartments with associated car parking. Permission Granted.
3.0	PLANNING POLICY
3.1	Development Plan – Plan Strategy <u>Belfast Local Development Plan, Plan Strategy 2035</u> <i>Strategic Policies:</i> Policy SP1A – managing growth and supporting infrastructure delivery Policy SP2 – sustainable development Policy SP3 – improving health and wellbeing Policy SP5 – positive placemaking Policy SP6 – environmental resilience Policy SP7 – connectivity Policy SD2 – Settlement Areas <i>Operational Policies:</i> Policy HOU1 – Accommodating new homes Policy HOU2 – Windfall housing Policy HOU4 – Density of residential development Policy HOU5 – Affordable housing Policy HOU6 – Housing Mix Policy HOU7 – Adaptable and accessible accommodation Policy DES1 – Principles of urban design Policy RD1 – New residential developments Policy BH1 – Listed Buildings Policy TRAN1 – Active travel – walking and cycling Policy TRAN 2 – Creating an accessible environment Policy TRAN4 – Travel plan Policy TRAN6 – Access to public roads

	Policy TRAN8 – Car parking and servicing arrangements 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 OS3 – Ancillary open space Policy TRE1 – Trees Policy NH1 – Protection of natural heritage resources <u>Supplementary Planning Guidance</u> Affordable Housing and Housing Mix Residential Design Placemaking and Urban Design Sustainable Urban Drainage Systems Transportation Development Viability Development Plan – zoning, designations and proposals maps Belfast Urban Area Plan (2001) BUAP (“Departmental Development Plan”) Draft Belfast Metropolitan Area Plan 2015 (v2004) Draft Belfast Metropolitan Area Plan 2015 (v2014) Regional Planning Policy Regional Development Strategy 2035 (RDS) Strategic Planning Policy Statement for Northern Ireland (SPPS) Other Material Considerations Developer Contribution Framework (2020) <i>Belfast Agenda</i> (Community Plan)
4.0	CONSULTATIONS AND REPRESENTATIONS
4.1	<u>Statutory Consultees</u> DfI Roads – No objections subject to conditions DfC HED – No objections DAERA – No objections NI Water – Concerns raised about the availability of waste-water infrastructure, which are addressed in the main assessment. DFI Rivers – Objection as a safe point of discharge for storm waters is currently not in place.
4.2	<u>Non-Statutory Consultees</u> Planning Service Plans & Policy Unit (Environment and Housing Teams) – Refer to main assessment. Environmental Health – No objection subject to conditions. BCC Tree Officer – Unable to support – refer to main assessment.

4.3	Whilst consultees may have in some cases 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. <u>Representations</u>
4.4	The application has been advertised in the newspaper and neighbours notified.
4.5	Fifteen third party objections have been received including one from Councillor Brian Smyth and two objections from Paula Bradshaw MLA; these are addressed within the report. • Demolition of existing building will impact on the Victorian character and would be a great historical and cultural loss; reuse will set a sustainable precedent for the area. • Proposal will damage character of the area. • Impact on surrounding Listed Buildings. • Impact on Residential Amenity by way of loss of light and overlooking. • Proposed Design: Overbearing, there is a lack of architectural detail, the building line is moved closer to the road, visually imposing. • Impact on Waste Water Infrastructure. • Traffic and Parking- ○ Insufficient parking provision; ○ No disabled spaces provided; ○ Access road too narrow and when car park is full delivery vans will not be able to respond; ○ Increased traffic flow; ○ Traffic caused by construction. • Impact on mature trees, hedgerows and shrubs. • Tree Survey is inaccurate. • Objection to removal of cherry tree. • Removal of the garden to the rear will damage biodiversity.
4.6	The issues summarised above will be considered within the main assessment of the report, save for the matters considered below: • Application contravenes BUAP. <i>Case Officer's Response: No details have been given as to how the proposal contravenes the BUAP, the proposal has been assessed against the BUAP (Departmental Development Plan).</i> • Residents' view will be obscured. <i>Case Officer's Response: In planning terms there is no right to a view. Impact on amenity is considered in the main assessment.</i> • Neighbour notification period was insufficient. <i>Case Officer's Response: Neighbour notification was carried out in accordance with Section 41 of the 2011 Act and Articles 8 (1) (b) and 8 (2) of the Planning (General Development Procedure) Order Northern Ireland (2015) which detailed a date representations must be made by which was not earlier than 14 days</i>

	<i>after the notice was sent. Any representations received following this date have been considered.</i> • Neighbour notification was only issued by letterbox with no attempt to contact owners and landlords. Case Officer's Response: as above, Neighbour notification was carried out in accordance with legislative requirements. There is no requirement for the owners of the land to be notified nor for letters to be hand delivered. • Reduction to value of properties. Case Officer's Response: <i>This is not a material consideration.</i>
5.0	PLANNING ASSESSMENT Main Issues 5.1 The main issues relevant to consideration of the application are set out below. • Principle of housing in this location • Affordable housing • Demolition of Existing Building • Design and placemaking • Housing density • Housing mix • Adaptable and accessible accommodation • Impact on the surrounding Listed Buildings • Climate change • Residential quality and impact on amenity • Open space • Access and transport • Environmental protection • Flood risk and drainage • Waste-water infrastructure • Natural heritage • Section 76 planning agreement Development Plan Context 5.2 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. 5.3 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. 5.4 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 (“Departmental Development Plan”) remain part of the statutory local development plan until the Local Policies Plan is adopted. <u>Operational Policies</u>
5.5	The Plan Strategy contains a range of operational policies relevant to consideration of the application. These have been listed at paragraph 3.1. <u>Proposals Maps</u>
5.6	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. Belfast Urban Area Plan 2001 – the site is un-zoned “white land”. Belfast Metropolitan Area Plan 2015 (2004) – the site is un-zoned “white land.” Belfast Metropolitan Area Plan 2015 (v2014) – the site is un-zoned “white land.” <u>Principle of housing in this location</u>
5.7	The application site is within Annadale Avenue. The surrounding area comprises mainly residential uses with a mix of low density detached dwellings on large plots and higher density housing comprised of apartments and townhouses. The surrounding area also contains some community facilities such as a Bowling Club and a church.
5.8	Policy HOU1 of the Plan Strategy sets out the housing requirements for the plan-period. This includes a total of 2,000 windfall homes. The proposal comprises windfall housing and so Policy HOU2 applies. Policy HOU2 requires windfall housing to be delivered on previously developed land, which the application site is. Policy HOU2 goes onto require that such proposals also satisfy three criteria discussed below. • The site is suitable for housing – the site is a sustainable location within an established residential area and considered suitable for housing. • The location is accessible and convenient to public transport and walking cycle infrastructure – the site is accessible being on a bus route and within close proximity to the Ormeau Road being a city corridor. • Provision is made for any additional infrastructure required as a result of the development – suitable infrastructure is in place to support the proposed development.
5.9	The proposal is considered compliant with Policies HOU1 and HOU2 and the principle of housing in location is considered acceptable.

	<u>Affordable housing</u>
5.10	Policy HOU5 of the Plan Strategy requires housing schemes of 5 units or more, or sites of 0.1 hectares or greater, to deliver a minimum 20% affordable housing.
	Process:
5.11	No affordable housing is proposed as part of the development as the applicant states that this would make the scheme financially unviable. The applicant submitted a Plan Strategy Statement and associated Cost Plan in June 2023, following adoption of the Plan Strategy in May 2023. The Planning Service's Plans and Policy Team was consulted and outlined concerns about the submitted viability information, requesting clarification of some of the assumptions used. In response, the applicant submitted amended information in October 2023. However, the Plans and Policy Team maintained concerns about the assumptions used within the viability information and that some aspects did not reflect the Council's Development Viability SPG. The conclusion was that the development was unviable even as a private housing scheme and it was not the affordable housing aspect rendering the scheme unviable.
5.12	The applicant submitted a full Viability Assessment in April 2024. This was subject to independent appraisal by Naylor Devlin (ND) acting on behalf of the Council. ND issued its independent report in December 2024. The applicant challenged some of the conclusions in the independent report and met with officers and ND to discuss further. This led to the applicant submitting further viability information in January 2025. ND reviewed the information and issued an addendum report on 7 th February 2025. The independent report advises that an affordable housing contribution would render the scheme unviable, a conclusion supported by the Plans and Policy Team.
	Assessment:
5.13	Policy HOU5 requires the scheme to provide 3 affordable housing units as part of the proposed development.
5.14	Policy HOU5 states that: <i>'Where it can be demonstrated that it is not sustainable or viable for a proposed development to meet the requirements of this policy in full, the council will consider suitable alternatives on a case-by-case basis.'</i>
5.15	The amplification text of Policy HOU5 at paragraph 7.1.36 further clarifies that: <i>'It is recognised that there may be occasions where a particular housing site in Belfast might not be able to meet the affordable housing demands in full, so flexibility has been built into the policy to ensure that viability can be taken into account on a case-by-case basis. Where a developer is able to demonstrate, through evidence provided in accordance with agreed assessment approaches to viability testing, that the development is unviable if affordable housing obligations are met in full, alternative approaches will be considered. This could include varying the mix of affordable housing units, the provision of affordable housing on a suitable alternative site within the local area or, in exceptional circumstances, a reduction in the proportion of affordable housing in lieu of a financial contribution to an affordable housing development elsewhere in the district.'</i>
5.16	The applicant's Viability Assessment of March 2024 assesses the viability of the proposal as a fully Policy HOU5 compliant scheme with 3 affordable housing units and also as a fully private scheme.

5.17	The applicant's Viability Assessment indicates that the developer's profit as a fully private scheme would be 5.53% (gross), which would be well below the normal expectation of 10-15% as set out in the Development Viability SPG. The Viability Assessment indicates that the inclusion of 20% affordable Housing would yield a gross profit of only 0.41%.
5.18	As stated, the applicant's Viability Assessment was subject to independent appraisal by ND on behalf of the Council. ND produced four independent reports assessing the scheme as fully private and also with 1, 2 and 3 social units included. ND's reports concluded that a scheme with 1 or 2 social units remained viable. However, following further evidence of costs submitted by the applicant, ND reappraised the scheme and concluded that 1 or 2 social units was also not viable.
5.19	Having considered ND's independent appraisal, officers accept that a scheme with social housing is unviable. Furthermore, ND's independent appraisal concludes that a fully private scheme is also unviable.
5.20	The Affordable Housing and Housing Mix SPG provides further guidance on alternatives to a fully compliant scheme and these are considered below: 1. A deference in the timing of affordable housing requirements pertaining to the site (i.e. a phasing option); 2. A variation in the required mix of tenure, size or type of affordable units on the site, in accordance with the hierarchy of products outlined above; 3. A reduction in affordable units on the site; 4. Provision of the affordable housing units on an alternative site within the same local housing area; or 5. Commuted sum, equivalent to cost of constructing affordable unit(s) on site. 6. The maximum viable financial contribution in lieu of affordable provision. <i>Deferred Timing/Phasing:</i>
5.21	The proposed scheme is not designed to be delivered in phases and so this is not a reasonable option. <i>A variation in the required mix of tenure, size or type of affordable units:</i>
5.22	The potential for the scheme to deliver intermediate housing was considered. However, the higher sales value in this area ruled out this option. A reduction in the number of affordable units was considered but was also deemed not to be viable for the reasons previously stated. Furthermore, the applicant submitted albeit limited evidence from two Housing Associations that they would be unlikely to be interested in managing two units or less within the development. A change in the size of units would also unlikely have any positive impact on the viability of the development. <i>A reduction in affordable units on the site:</i>
5.23	As stated, this has been considered as part of the independent appraisal and the provision of 1 or 2 units is deemed to be unviable.

	<i>Provision of the affordable housing units on an alternative site within the same local housing area;</i>
5.24	Given the scale of the proposal which only requires 3 affordable units and that the application was submitted prior to the adoption of the Belfast Plan Strategy, it would be unreasonable to request the applicant to investigate the potential to acquire an alternative site to provide only three units.
	<i>Commuted sum, equivalent to cost of constructing affordable unit(s) on site:</i>
5.25	A commuted sum was then explored following the then further independent appraisal that a fully private would be viable. However, as stated, the applicant submitted further costs information and upon reviewing the independent appraisal concluded through an addendum report that the private scheme is unviable, resulting in negative headroom when taking into account the normal expectation of profit. It is therefore not reasonable to seek a commuted sum.
	<i>The maximum viable financial contribution in lieu of affordable provision:</i>
5.26	As stated above, the scheme is unviable and therefore a financial contribution is not viable in this case.
5.27	The Development Viability SPG provides further guidance where the Council accepts that a development proposal will be unviable if full policy compliance and/or planning obligations/contributions are sought. The following options will be considered in order: 1. Deferred timing or phasing: A delay in the timing or phasing the delivery of a particular requirement may enable a proposed development to remain viable. 2. Reduced level of obligations and/or contributions: Where the above option is not sufficient to secure the viability of a proposed development, then a reduction in the level of requirement may be considered. There may be potential to do this for some policy requirements that have flexibility. Any reduction would be limited to the minimum necessary for the scheme to remain viable. The Council may consider building in a review mechanism as part of a Section 76 Agreement to reassess the viability of the scheme at a set point in the future (see Section 6.4 below). Further detail on potential alternative solutions to policy requirements is outlined in the relevant SPG. 3. Waiving of requirements: Only in exceptional circumstances will the removal of requirements and/or obligations be considered, as a very last resort. The nature of the proposed development may also be taken into account, where the Council take into account the other social, community, economic or environmental benefits that would be realised in granting permission for the scheme, i.e. the planning gain arising.
5.28	As stated, deferring the timing of the affordable housing contribution would not result in the scheme being viable. The scheme is not designed to be phased. A reduced obligations scheme would also not make the proposal viable.
5.29	In terms of waiving of requirements, regard is had to the longevity of the application process which commenced before the adoption of the Belfast Plan Strategy in May 2023. The PAD was submitted in 2021 and application in May 2022. The application provides a high-quality residential scheme that would make effective use of land in a sustainable location complying with Policy HOU2. The applicant has demonstrated

	through their viability information that an affordable housing contribution would not be viable. Having due regard to these factors the waiving of requirements is deemed acceptable in the planning balance.
5.30	While Policy HOU5 is not met, the applicant has demonstrated the inclusion of affordable housing is not viable. The applicant has agreed to a Viability Review mechanism through a Section 76 planning agreement, whereby the applicant will be required to undertake a fresh Viability Assessment prior to commencement of development to establish whether the economic conditions have sufficiently changed to enable affordable housing provision or contribution to be made. <u>Demolition of Existing Building</u>
5.31	Policy ENV2 states that development proposals should, where feasible, seek to avoid demolition and should consider how existing buildings or their main structures could be reused.
5.32	The applicant submitted a Demolition Justification Statement following the adoption of the Plan Strategy. The applicant states that the reuse, renovation and/or retrofit of the existing building was not possible with redevelopment the only viable option. It states that a number of options were explored to retain the building such as a single family dwelling, apartments, and other uses such as short term let accommodation and office uses but all were deemed unviable. The following issues were put forward within the Demolition Justification Statement to support this case: • The existing structure and gardens were deemed too large to be viable as a single family dwelling and would not be in keeping with the residential density of the surrounding context. • Subdividing the existing layout would lead to disjointed layouts of apartments with split levels and an unbalanced plan arrangement. • The existing access to the third storey has insufficient head room to be developed in line with Building Regulations. The structural alterations required to correct this would not be financially viable. • The location of the existing building is problematic for vehicular access to the rear of the site. • To achieve a reasonable density and layout extensive demolition was unavoidable, front façade retention was considered and not deemed feasible.
5.33	While the applicant states demolition is unavoidable, it is proposed that the redevelopment will incorporate reclaimed building materials into the new building while the demolition waste will be recycled where possible and rubble will form aggregates for use during construction.
5.34	The Plans and Policy Team were consulted in regards to the proposed demolition and consideration of the climate change policies. The response concludes that the justification of the demolition is generally accepted given the nature and quantum of the proposed development and refers to the number of options explored by the applicant. The commitment to reuse and recycle is noted and should be conditioned.
5.35	The demolition of the existing building also has to be balanced against the benefits of the proposal which would result in high density housing that would make effective use of land in a sustainable location.

5.36	Objections have been received regarding the demolition of the building, citing its architectural merits and concerns that demolition of the building is not sustainable. However, officers advise that the building is not afforded any protection from demolition, either from being Listed or within a designated area such as a Conservation Area or Area of Townscape Character.
5.37	Notwithstanding this, officers recognise the architectural merits of the building. Advice was sought from DfC HED at the Pre-Application Discussion stage. HED did not indicate that the building was suitable for Listing. It stated: ' <i>...the existing building, Busy Bees, contributes significant character to Annadale Avenue and HED advises that it is a prime candidate for local listing.</i> ' However, there is currently no process within the Council to identify buildings identified as an important part of their heritage, due to its local architectural or historic significance and no policy provisions to protect such buildings outside of designated areas for their architectural interest.
5.38	Regard should also be had to the longevity of the application, which was submitted in May 2022 with a PAD submitted in February 2021, significantly pre-dating adoption of the Plan Strategy in May 2023.
5.39	Having regard to the above assessment, demolition of the existing building is considered acceptable, having regard to Policy ENV2.
	<u>Housing density</u>
5.40	Policy HOU4 seeks to promote appropriate housing densities to ensure effective use of land, a finite resource, in sustainable locations.
5.41	The proposal is located in outer Belfast for which the average density should be between 25 and 125 dwellings per hectare (ha). The site area is 0.21 ha and so the proposal equates to a density of 66 dwellings per ha, compliant with Policy HOU6.
	<u>Housing mix</u>
5.42	The proposal is for 9 x two bedroom apartments and 5 x two bedroom dwellings. Policy HOU6 requires that provision should be made for small homes across all tenures to meet future household requirements and that the exact mix of house types and sizes will be negotiated on a case-by-case basis, taking account of: • Up to date analysis of prevailing housing need in the area; • The location and size of the site; • Specific characteristics of the development; and • The creation of balanced and sustainable communities.
5.43	The Plans and Policy Team were consulted regarding the proposed Housing Mix and state that there is no specific evidence available to consider how the mix relates to housing need in this location and the lack of variety in the size of units proposed. The response states that to help aid choice some smaller (1 bedroom) or larger units (3 bedroom) should be considered.
5.44	In response, the applicant refers to the NIHE Strategic Housing Market Analysis for the Belfast Metropolitan Area which states Belfast will continue to be shaped by demographic trends and an ageing population leading to the majority living in properties that are under-occupied. This suggests a need to downsize and the proposed development will address those needs. The applicant also states that the majority of

	apartment developments in the Annadale area are 2 and 3 bedrooms and that given the highly accessible location the area is attractive for young professionals and the older population alike and that demand is high and increasing for 2-bedroom apartments. Paragraph 7.1.43 emphasises a need for smaller household types and apartments and terraces being the most popular types
5.45	The original application proposed 3-bedroom dwellings, however, concerns were raised by officers regarding the space standards and garden sizes, and these were subsequently reduced to two bedrooms to address other policy requirements. Regard is also had to the longevity of the application which pre-dates the adoption of the Plan Strategy.
5.46	While the proposal does not comply with Policy HOU6, having regard to the above considerations, it is on balance considered acceptable.
	<u>Adaptable and Accessible Accommodation</u>
5.47	Policy HOU7 requires that all new homes should be designed in a flexible way to ensure that housing is adaptable throughout all stages of life. Policy HOU7 sets six criteria (a. to f.) to be met in order to help deliver adaptable and accessible homes. The policy also requires that at least 10% of units in residential developments of 10 units or more to be wheelchair accessible and provides an additional nine criteria (g. to o.) which these units must meet.
5.48	The applicant has provided evidence to demonstrate that the proposal is in accordance with criteria a. to f. The proposal includes 14.2% wheelchair units by providing two wheelchair accessible units. The Plan and Policy Team were consulted and considered the proposal complied with Policy HOU7.
	<u>Design and Placemaking</u>
5.49	The proposal has been assessed against the SPPS, Creating Places and Policies SP5, DES1 and RD1 of the Plan Strategy. Policies SP5 and DES1 promote good placemaking, high quality design and the importance of proposals responding positively to local context addressing matters such as scale height, massing, proportions, rhythm, and materials avoiding any negative impact at street level.
	<i>Design, Layout, Scale, Height and Massing:</i>
5.50	Policy DES1 states that planning permission will be granted for new development that is of a high quality, sustainable design that makes a positive contribution to placemaking and goes onto list 11 criteria, a. to k.
5.51	The design of the proposed building is a modern take of the traditional design of the existing building and character of the surrounding area. The main building fronting Annadale Avenue and containing the apartments will have a pitched roof intersected with two projecting bays. The materials are to be red brick, similar to the existing. The height of the building is to be 12.9m which matches that of No. 16 Annadale Avenue next door. Whilst an increase in height when compared to the existing building, it is not considered out of character with the surrounding area given it will tie in with surrounding buildings. The rear return is set down to two stories and comprises of five terrace dwellings. It is considered subservient to the main block housing the apartments and is a common arrangement within the surrounding area such as seen at Nos. 16 and 20 Annadale Avenue.

5.52	Given the quality of the existing building, it is important that the replacement is of high quality. Further detailing was requested from the applicant and a drawing showing the façade articulation has been provided. The front elevation shows high quality architectural details such as full brick windows reveals, decorative brick panels between windows, soldier course arches above the third storey windows, sandstone cills and brick capping detail vertical headers. This level of detail ensures the proposed building is of a high quality design and architectural quality to sit sympathetically within the surrounding street-scene.
5.53	Objections have been raised that the proposed design is overbearing, there is a lack of architectural detail and the building line is moved closer to the road resulting in the building appearing visually imposing. It is considered the scale and massing of the proposal is comparable to the surrounding apartment buildings and is not therefore overbearing or visually dominant. Following amendments, officers consider there is a high level of architectural detail to ensure the design is sympathetic to the character of the area and the replacement of the existing building is of high quality. In terms of the building line, any movement closer to the road is minor and will not be visually discernible or harmful to the street-scene.
5.54	The design, layout, scale, height and massing are considered to respond positively to the local context and character through architecture and urban form through addressing matters such as height, scale, massing, proportion, plot width, building lines, rhythm, roofscape and materials.
5.55	The proposal is considered to accord with Policies DES1 and RD1 and relevant provisions of the SPPS.
	<i>Landscaping and Trees</i>
5.56	The scheme includes a Landscape Plan accompanied by a Landscape Management and Maintenance Plan. The proposal includes replacing an area of hardstanding to the front with a landscaped amenity area as well as private gardens for dwellings and a high level of planting in terms of trees. The parking areas are proposed to be grasscrete to ensure there will not be large areas of hard standing.
5.57	Policy TRE1 seeks to protect existing trees from new development and there will be a presumption in favour of retaining and safeguarding trees that make a valuable contribution to the environment and amenity.
5.58	The application includes a Tree Survey Report as well as a Landscape Masterplan and Planting Schedule. The Tree Officer was consulted and welcomes the mixed species of planting proposed and the addition of the grasscrete. However, the Tree Officer also raises the following concerns: • The proposed end terrace dwelling would be sited too close to a Lime Tree on adjacent lands which result in an unacceptable level of overshadowing to the private amenity area. • The self-seeded Oak and Beech Trees along the front boundary should be retained. • Additional planting should be considered to rear gardens of dwellings which will act as a natural screen.

5.59	The proposed end terrace has been amended to be moved away from the existing lime tree. This has resulted in a garden to the south and west of the building of 116sqm in size. Given the size of the garden and the dual orientation it is not considered the existing tree will result in unacceptable overshadowing. The amenity benefits of being within close proximity of an established tree must also be considered.
5.60	The trees within the front boundary are shown to be retained on the existing proposed block plan.
5.61	It is not considered necessary to request additional planting to the rear gardens of the proposed dwellings to achieve further screening given they face onto an area of hardstanding serving the neighbouring apartment development. The existing boundary hedge is considered sufficient to provide suitable screening.
5.62	Objections have been received with concerns about the impact on trees, shrubs and hedgerows. Objections also state that the tree survey is inaccurate and an objection was received to the removal of the Cherry Tree.
5.63	The proposal retains the majority of trees within the site and the proposed tree planting results in a net gain within the site. The Tree Officer did not raise concerns regarding the accuracy of the Tree Survey nor question the conclusion that the Cherry Tree has suspected internal decay and should be felled for site safety.
5.64	The proposal is considered to accord with Policy TRE1.
	<u>Impact on Heritage Assets</u>
6.65	In accordance with Section 91(2) of the Planning Act (Northern Ireland) 2011, the Council must have special regard to the desirability of preserving the Listed Building and its features of special architectural or historic interest.
5.66	There are a number of Listed Buildings in the vicinity of the site, including: • HB26 01 038 Gordon House, 11 Annadale Avenue, Belfast Grade B1 • HB26 01 040 A 25-25A Annadale Avenue, Belfast Grade B • HB26 01 040 B 27 Annadale Avenue, Belfast Grade B1 • HB26 01 081 Church of Jesus Christ of Latter Day Saints Grade B2
5.67	Policy BH1 of the Belfast Plan Strategy contains five criteria to be met when considering the impact of new development on the setting of Listed Buildings.
5.68	DfC Historic Environment Division (HED) was consulted and acknowledge that the closest listed building is Gordon House. HED acknowledges that Gordon House and its direct setting has been altered and that the building is set back within its own curtilage and relatively well screened by mature trees and planting along the Annadale Avenue boundary. HED concludes that the application will not significantly affect the understanding or experience of the listed building to harm its essential character, including setting.
5.69	Objections raise concerns that the proposal would impact on Listed Buildings, however, the proposed development is considered to be sympathetic to the essential characteristics of surrounding Listed buildings and their setting, and HED do not raised any concerns.

5.70	The proposed development is considered to be sympathetic to the essential characteristics of the surrounding listed buildings. The height, scale, massing and design reflects the surrounding character and the residential use respects the character and setting of the listed buildings and surrounding area which is residential in nature. Given the separation distance from the listed buildings the proposal will not disrupt key views of the listed buildings or result in a detrimental impact. It is considered that the proposal accords with Policy BH1 and relevant provisions of the SPPS. <u>Climate Change</u>
5.71	Policy ENV2 states that planning permission will be granted for development that incorporates measures to mitigate environmental change and reduce greenhouse gases by promoting sustainable patterns of development.
5.72	The applicant has provided satisfactory details of sustainable design features, including architectural salvage, orientation of the building to achieve solar gain, permeable paving, high insulation and cycle facilities.
5.73	Policy ENV3 states that planning permission will be granted for development that incorporates measures to adapt to environmental change. The proposal includes soft landscaping to the front replacing an area of hardstanding while permeable grasscrete is proposed in the parking area. The landscaping and planting will aid to reduce flood risk and the application is supported by a Drainage Assessment. Policy ENV5 states that all built development shall include, where appropriate, SuDs measures to manage surface water effectively on site, to reduce surface water run-off and to ensure flooding is not increased elsewhere. The applicant has demonstrated the proposal will include SuDS measures such as permeable grasscrete parking areas, permeable paving and soft landscaping and tree planting.
5.74	The Plan and Policy Team were consulted and considered the proposal complies with Policies ENV2, ENV3 and ENV5. <u>Residential Quality and Impact on Amenity</u>
5.75	Policies DES1 and RD1 highlight the need to minimise the impact of overshadowing and loss of daylight on both new and existing residents and the promotion of quality residential environments. Policy OS3 required proposals make appropriate provision for open space.
5.76	Policy OS3 requires that all new development proposals make appropriate provision for open space, including hard and soft landscaped areas and outdoor amenity areas, to serve the needs of the development. The precise amount, location, type and design of such provision will be negotiated with applicants taking account of the specific characteristics of the development, the site and its context and having regard to a) the normal expectation will be at least 10% of the total site area; and b) complementary and ancillary equipment and facilities, including for active or passive enjoyment of residents or occupiers, should be incorporated into the design of the development.
5.77	<i>Creating Places</i> advocates external private amenity space of between 10 and 30 sqm per residential unit for apartments. The guidance states back garden provision should be calculated as an average space standard for the development as a whole and should be around 70sqm or greater, the guidance goes on to stipulate that smaller areas are more appropriate for houses with 1 or 2 bedrooms and for any individual house an area less than 40sqm will be unacceptable.

5.78	The 5 proposed dwellings contain a minimum of 47sqm of private amenity space, given the dwellings are 2 bedrooms rather than typical family home this is considered appropriate.
5.79	Of the 9 proposed apartments, four have some form of private amenity space either in the form of a small garden space or a balcony. Two apartments in the ground floor contain 19sqm of a private garden while two apartments on the second floor contain 6sqm of balcony space.
5.80	To the front of the apartment building is an area of communal space which contains high quality landscaping and totals 169sqm. The range of amenity space therefore provided for the apartments ranges from 18.9sqm to 37.8sqm which adheres to the guidance provided in Creating Places.
5.81	In terms of Policy OS3, the proposal provides a total of 518sqm of private and communal open space which is 24% of the site area. The proposal includes ancillary equipment and facilities in the form of a communal garden with appropriate furniture and therefore complies with Policy OS3.
5.82	The proposal does not impact on the available amenity space to the apartments at No. 18A Annadale Avenue as the land to its rear did not form part of its original planning permission.
5.83	Objections referred to the impact on their amenity by way of loss of light and overlooking. The proposal is not considered to unduly affect the privacy or amenity of neighbouring residents, including overlooking, loss of light, overshadowing or dominance. The scale and massing of the proposed building conforms to the character of the surrounding area and will not dominate existing buildings.
5.84	The proposal forms a similar relationship to the existing building on site and the neighbouring apartment developments. The scale and massing of the building is not considered to exacerbate any overshadowing over the existing building to an unacceptable degree. Due to the orientation of the building, apartment windows on the east gable of No. 20 Annadale Avenue may be in shadow for a longer period in the mornings due to the deeper three storey nature of the proposed building, but this is limited to the morning and will not impact the building for the remainder of the day.
5.85	The proposed separation distances along with obscure glazing mitigation measures are sufficient to ensure there is no harmful overlooking from either the apartments or the dwellings. The separation distance between the building within No. 18A Annadale Avenue and the proposed building is increased from a minimum of 4.9m to 6.4m and there would be a not dissimilar relationship between the properties.
5.86	While the separation distance between the proposed building and No. 20 Annadale Avenue is decreased from 13.9m to 9.4m, this is considered an acceptable relationship given that the proposed side facing windows would be fitted with obscure glazing.
5.87	The proposed dwellings have a separation distance of 19.1m from the dwellings at No. 20 Annadale Avenue while Plot 10 is the only dwelling unit which faces the gable of No. 18A and is set back further from the apartment block to form a minimum separation distance of 7.9m. Again, this is not dissimilar to the current separation of the wider buildings. Units 11 and 12 face the communal rear amenity space of No. 18A and have a separation distance from the boundary of 5.4m. The existing mature boundary hedge and vegetation will provide some screening of the amenity space and is considered

	acceptable in view of the communal nature of the space and character of the broader area, including relationship with No. 16 Annadale Avenue. <i>Space Standards:</i>
5.88	The proposal comprises of two-bedroom apartments and dwellings. The proposed units are in accordance with the minimum space standards as set out in Appendix C of the Plan Strategy. <u>Access and transport</u>
5.89	The site is an accessible location within close proximity to the Ormeau Road which is a designated city corridor and provides access to the city centre. It is within cycling distance of the city centre and its shops, services, leisure and employment opportunities. The site is on the national cycling network. Provision is made for sheltered and secure cycle parking. The proposal accords with Policy TRAN1.
5.90	The proposal includes 18 in curtilage parking spaces including 2 disabled parking spaces. The application is accompanied by a Travel Plan which includes a number of measures to encourage residents to travel by public transport such as appointing a travel co-ordinator and a Residential Travel Card Scheme. The Travel Plan will be secured by condition.
5.91	In considering the sustainable location within close proximity to a city corridor, the parking provision is considered acceptable. DFI Roads were consulted and no objections with conditions.
5.92	Objections were received regarding access and transport with the following issues raised: • Insufficient parking provision • No disabled spaces provided. • Access road too narrow and when car park is full delivery vans will not be able to turn. • Increased traffic flow • Traffic caused by construction
5.93	As mentioned, the proposed parking provision is considered acceptable having regard to the sustainable location and measures included within the Travel Plan. Two disabled spaces have been provided within the proposal. A tracking plan has been provided which demonstrates there is sufficient room for vehicles to turn. It would not be considered that the proposal would increase traffic flow on Annadale Avenue to an unacceptable degree; the traffic flow may decrease given the previous use as a nursery. Traffic caused by construction will be temporary and is not a material consideration.
5.94	The proposal is considered acceptable having regard to Policies TRAN1, TRAN4, TRAN6, TRAN 8 and TRAN 9.

	<u>Environmental protection</u>
5.95	Policy ENV1 states that planning permission will be granted for development that will maintain and, where possible, enhance environmental quality, and protects communities from materially harmful development. The proposed development has been assessed by Environmental Health in terms of noise, air pollution, general amenity, ambient air quality, contaminated land, and other considerations. <u>Contaminated land</u>
5.96	Environmental Health (EH) records do not indicate potential land contamination associated with past land use or in close proximity to the development. The proposal is therefore considered to accord with Policy ENV1. <u>Air quality</u>
5.97	EH states that the proposed development does not lie in or is adjacent to an Air Quality Management Area. It is noted that no information regarding heating and hot water provision has been provided and consequently a condition for an Air Quality Impact Assessment to be submitted in the event that any centralised combustion sources are proposed. The proposal is therefore considered to accord with Policy ENV1. <u>Noise and vibration</u>
5.98	Having considered the applicant's noise impact assessment, EH is content that the proposal is acceptable subject to conditions. The proposal is therefore considered to accord with Policy ENV1. <u>Flood risk and Drainage</u>
5.99	A Drainage Assessment has been submitted in accordance with paragraph 6.114 of the SPPS. DFI Rivers were consulted and referred to the NI Water response which states there is no commitment that the proposed works will take place and no storm sewer is available to serve the proposal. DFI Rivers objected to the proposal on the basis that a safe point of discharge is currently not available.
5.100	Since this response, the applicant has received a conditional approval for a storm requisition to serve the proposal. The Drainage Assessment is currently being updated to reflect this and delegated authority is requested to deal with the re-consultation with DFI Rivers. <u>Waste-water Infrastructure</u>
5.101	Policy SP1a requires that necessary infrastructure is in place to support new development. NI Water state a solution is yet to be agreed between the developer and NI Water. The submitted Pre-Development Enquiry (PDE) states that the sewer network is at capacity. NIW's response was received in August 2022 and an updated position has been requested.
5.102	Notwithstanding, no clear evidence has been provided to demonstrate specific harm resulting from the development. Moreover, NI Water has a duty to connect committed development across the city to its waste-water infrastructure. Such development, which includes significant levels of residential and commercial floor space across the city, will not all come forward at once and some may not come forward at all. For these reasons, it would be unreasonable for the Council to refuse planning permission on these

	grounds and the proposal is considered acceptable having regard to Policy SP1A of the Plan Strategy.
5.103	It has recommended a condition to require details of foul and surface water drainage to be agreed prior to commencement of development. <u>Natural Heritage</u>
5.104	Policy NH1 relates to the protection of natural heritage resources.
5.105	DAERA were consulted and Natural Environment Division (NED) requested a Bat Survey on the basis that the existing building was identified as having a moderate bat roosting potential. Following submission of a Bat Survey, NED advised that it has no concerns subject to conditions regarding bat roosts.
5.106	Objections were raised that the removal of the existing garden would decrease biodiversity and potential ecological impacts, namely badgers. While the existing garden is being replaced by a car park the use of grasscrete will soften this impact, there are also large areas of hardstanding within the site that will be replaced by garden and amenity areas. There is a net gain in soft landscaping when compared to the existing site. In terms of ecological impacts and impacts on badgers, DAERA were consulted and did not raise concerns of any impacts on badger setts within the site or other ecological impacts.
5.107	The proposal is considered compliant with Policy NH1, Policy ENV1 and the relevant provisions of the Strategic Planning Policy Statement. <u>Waste Management</u>
5.108	In accordance with Policy RD1, new residential development should be provided with adequate space for daily segregation of recyclable materials and waste before it is moved to the communal waste storage area. The application is supported by a Refuse Storage Plan which outlines the operational waste management measures. A communal waste storage area is proposed for the development at the southern end of the site adjacent to the parking area and meets the size and design requirements.
5.109	The proposed waste management plan and arrangements are considered acceptable. <u>Section 76 Planning Agreement</u>
5.110	A Section 76 planning agreement is recommended to secure a Viability Review prior to commencement of development. This will ascertain whether the economic conditions have sufficiently changed to allow an affordable housing Developer Contribution to be provided. Legal Services has confirmed that the planning agreement has been agreed in principle with the applicant.

6.1 6.2	Recommendation Having regard to the Development Plan and material considerations, it is recommended that planning permission is granted, subject to conditions and a Section 76 planning agreement. Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and Section 76 planning agreement, and deal with the further consultation with DFI Rivers and any other issues that may arise, provided that they are not substantive.
7.0	DRAFT CONDITIONS 22. 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. 23. No external facing panels or materials shall be constructed or applied unless in accordance with a written specification and a physical sample panel, details of which shall have first been submitted to and approved in writing by the Council. The sample panel shall be provided on site and made available for inspection by the Council for the duration of the construction works. The sample panel shall show the make, type, size, colour, bond, pointing, coursing, jointing, profile and texture of the external facing materials. Reason: In the interests of the character and appearance of the development. 24. The depth and detailing of the window recesses and reveals shall be as shown on the approved drawings. Reason: In the interests of the character and appearance of the development. 25. Notwithstanding the provisions of the Planning (General Permitted Development) Order (Northern Ireland) 2015 (or any Order revoking and/or re-enacting that order), the [TO BE SPECIFIED] windows shall be obscure glazed to at least Privacy Level 3 (or equivalent) and non-opening unless the parts of the window which can be opened are more than 1.7 metres above floor level of the floor that the window serves: Reason: To safeguard the privacy of adjacent properties. 26. The development hereby approved shall not be occupied until the communal open space and private gardens have been provided in accordance with the approved plans. The open space shall be retained as such at all times. Reason: To ensure that appropriate provision is made for open space. 27. The proposed open space and landscaping shall be managed and maintained in accordance with the approved management plan at all times. Reason: To ensure that the open space and play equipment are properly managed and maintained.

	28. The development hereby approved shall not be occupied unless the sustainable development measures have been implemented in accordance with the Plan Strategy Statement uploaded to the Planning Portal on 23rd June 2023. The climate change measures shall be retained in accordance with the approved details at all times. Reason: To mitigate and/or adapt to climate change. 29. No dwelling shall be occupied until weather protected cycle parking has been fully provided in accordance with the approved plans. Reason: To ensure acceptable cycle parking facilities on the site and to encourage alternative modes of transport to the private car. 30. No dwelling shall be occupied until hard surfaced parking areas have been provided and permanently marked in accordance with the approved plan. The parking areas shall be permanently retained. Reason: To ensure acceptable parking facilities on the site. 31. The access gradient shall not exceed 4% (1 in 25) over the first 10m outside the road boundary. Where the vehicular access crosses a footway or verge, the access gradient shall be between 4% (1 in 25) maximum and 2.5% (1 in 40) minimum and shall be formed so that there is no abrupt change of slope along the footway. Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users. 32. The development shall not be occupied unless in accordance with the approved Travel Plan. Reason: To encourage alternative modes of transport to the private car. 33. No windows shall be installed unless a final window schedule detailing the sound reduction specification has been submitted to and approved in writing by the Council. The windows shall be designed in line with the recommendations in the Noise Impact Assessment uploaded to the Planning Portal on the 13th January 2023. The windows shall not be installed unless in accordance with the details so approved. Reason: In the interests of residential amenity. 34. Prior to occupation of the development hereby permitted, a Verification Report that demonstrates that the windows have been installed as required by condition 12 shall be submitted in writing to the Council. The Verification Report shall include a written declaration from the suppliers and installers of the windows confirming that the alternative means of ventilation have been installed as approved. Reason: In the interests of residential amenity.
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	35. Prior to installation of any alternative means of ventilation, the sound reduction specification of the alternative means of ventilation shall be submitted to and approved in writing by the Council. The specification shall demonstrate that internal noise levels in habitable rooms will be achieved in line with BS8233:2014 'Guidance on sound insulation and noise reduction for buildings'. The means of ventilation shall be installed in accordance with the approved details and retained as such at all times. Reason: In the interests of residential amenity. 36. Prior to occupation of the development hereby permitted, a Verification Report that verifies that demonstrates that the alternative means of ventilation has been installed in line with details approved pursuant to condition 14 shall be submitted in writing to the Council. The Verification Report shall include a written declaration from the suppliers and installers of the alternative means of ventilation confirming that the alternative means of ventilation have been installed as approved. Reason: In the interests of residential amenity. 37. Prior to occupation of the development hereby permitted, a Verification Report that verifies that an acoustic fence has been constructed in line with the recommendations in the Noise Impact Assessment uploaded to the Planning Portal on the 13th January 2023 shall be submitted to and approved in writing by the Council. The acoustic fence shall be permanently retained in accordance with the approved details at all times. Reason: In the interests of residential amenity. 38. All hard and soft landscaping works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development unless otherwise agreed in writing by the Council. Any existing or proposed trees or plants indicated on the approved plans which, within a period of five years from the date of planting, die, are removed or become seriously damaged, diseased or dying shall be replaced during the next planting season with other trees or plants of a location, species and size, details of which shall have first been submitted to and approved in writing by the Council. All hard surface treatment of open parts of the site shall be permeable or drained to a permeable area. All hard landscape works shall be permanently retained in accordance with the approved details. Reason: In the interests of the character and appearance of the area. 39. All trees and planting within the site shall be retained unless shown on the approved drawings as being removed. Any existing or new trees or planting indicated on the approved plans which, within a period of five years from the date of planting, die, are removed or 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. Reason: In the interests of visual amenity.
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40. The development hereby permitted shall not be occupied until the waste storage areas have been provided in accordance with the approved plans and shall be permanently retained as such at all times.

Reason: To ensure that appropriate provision is made for storage and disposal of waste.

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

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

INFORMATIVES

NOT04 Section 76 planning agreement

This planning permission is subject to a planning agreement under Section 76 of the Planning Act (Northern Ireland) 2011. This decision should be read in conjunction with the planning agreement, which secures a Viability Review mechanism.

NOT02 Compliance with planning permission

Please make sure that you carry out the development in accordance with the approved plans and any planning conditions listed above. Failure to do so will mean that the proposal is unauthorised and liable for investigation by the Council's Planning Enforcement team. If you would like advice about how to comply with the planning permission, you are advised to contact the Planning Service at Belfast City Council at planning@belfastcity.gov.uk.

NOT03 Discharge of condition(s)

This planning permission includes condition(s) which require further details to be submitted to and approved by the Council. Please read the condition(s) carefully so that you know when this information needs to be provided and approved. It could take a minimum of 8 weeks for the Council to approve the details, assuming that they are satisfactory, and sometimes longer depending on the complexity of the condition. You should allow for this when planning the timeline of your project.

NOT05 Non-planning requirements

The grant of planning permission does not dispense with the need to obtain licenses, authorisations may have been identified by consultees in their response to the application and can be accessed on the Northern Ireland Planning Portal website. The responses from consultees may also include other general advice for the benefit of the applicant or developer. consents or permissions under other legislation or protocols.

	NOT06 Protected Species The applicant or developer's attention is drawn to The Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended), under which it is an offence to: a) Deliberately capture, injure or kill a wild animal including a European protected species, which includes all species of bat; b) Deliberately disturb such an animal while it is occupying a structure or place which it uses for shelter or protection; c) Deliberately disturb such an animal in such a way as to be likely to: (i) affect the local distribution or abundance of the species to which it belongs; (ii) Impair its ability to survive, breed or reproduce, or rear or care for its young; or (iii) Impair its ability to hibernate or migrate; d) Deliberately obstruct access to a breeding site or resting place of such an animal; or e) To damage or destroy a breeding site or resting place of such an animal. If there is evidence of bat activity / roosts on the site, all works should cease immediately and further advice sought from the Wildlife Inspector's Team, Northern Ireland Environment Agency, Klondyke Building, Cromac Avenue, Gasworks Business Park, Belfast BT72JA. Tel. 028 9056 9605.
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