

Development Management Officer Report Committee Application

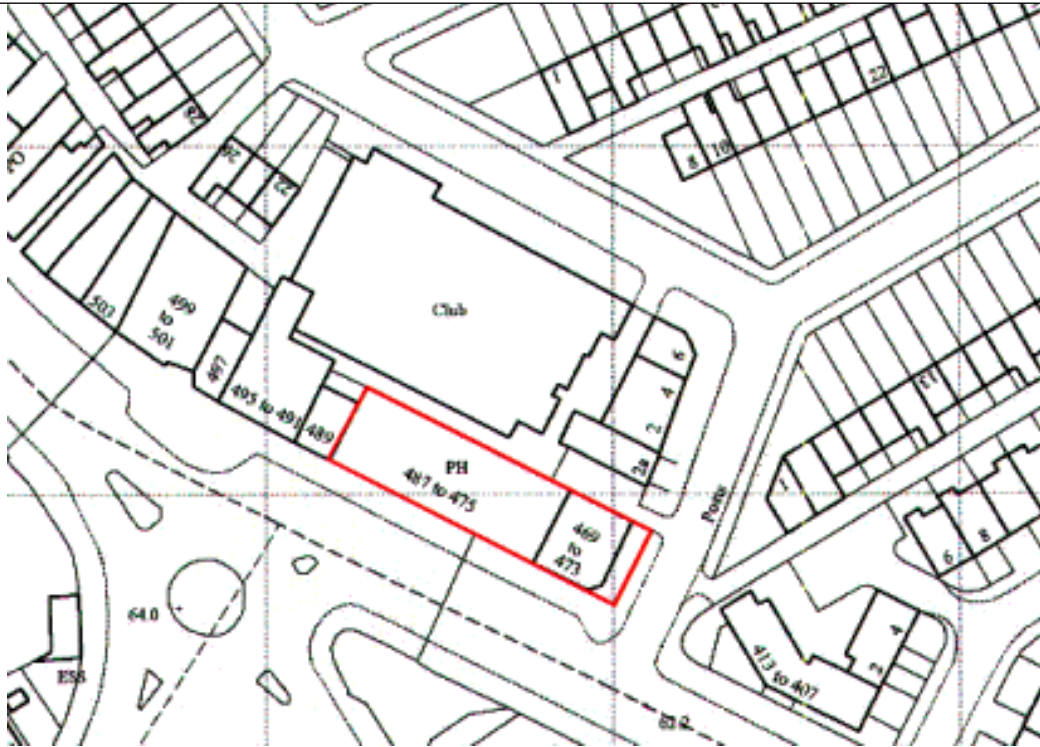
Summary	
Committee Meeting Date: 15 Dec 2015	Item Number:
Application ID: Z/2013/1069/F	
Proposal: Demolition of existing public house and betting office (bookmaking office), construction of a new public bar, betting office (bookmaking office), ATM and 16 no apartments	Location: 469-487 Crumlin Road Belfast BT14 7GA
Referral Route: More than 4 residential units	
Recommendation:	Approval
Applicant Name and Address: Beaumont Inns Limited c/o agent	Agent Name and Address: Like Architects 34 Bedford Street Belfast BT2 7FF
<p>Executive Summary: Executive Summary: The application seeks full planning permission for the demolition of existing public house and betting office (bookmaking office), construction of a new public bar, betting office (bookmaking office), ATM and 16 no apartments.</p> <p>The main issues to be considered in this case are:</p> <ul style="list-style-type: none"> - The acceptability of proposed land uses at this location - Impact upon character and appearance of area - Impact upon setting of adjacent listed buildings - Parking <p>The site is located within the Belfast City Centre as designated in the Belfast Metropolitan Area Plan. The site is also located off an arterial route and within a commercial node/ area of parking restraint as designated in the Belfast Metropolitan Area Plan. Both the public house and bookmakers are established land uses on the site and therefore it would be unreasonable to offer any objections to the principle of the proposed uses within this established commercial node.</p> <p>The proposal has been assessed against the following Policies – Strategic Planning Policy Statement for Northern Ireland (SPPS), Planning Policy Statement 3: Access Movement and Parking and Planning Policy Statement 6: Planning, Archaeology and Planning Policy Statement 7: Quality Residential Environments and is in accordance with Policy.</p> <p>NIEA Historic Buildings Unit was consulted and did not raise any objection with regard to the impact on the setting of nearby listed buildings (Holy Cross Boys School and Holy Cross Church).</p> <p>TransportNI, NIWater, NIEA Historic Buildings Unit and Belfast City Council’s Environmental Protection Unit have offered no objections to the proposal and conditions are to be applied.</p> <p>Two letters of objection were received and raised issues around the proximity of proposed</p>	

residential units to adjacent social club and potential impact on the continued use of these premises as a public house. Impact on existing retail units (when proposal included retail unit, since removed); Potential for anti-social behaviour; Proposal out of keeping with area; Impact on existing amenity and impact on Built Heritage

Having had regard to the development plan, relevant planning policies, and other material considerations, it is determined that the proposal should be approved subject to conditions.

Case Officer Report

Site Location Plan



Characteristics of the Site and Area

1.0	<p>Description of Proposed Development Demolition of existing public house and betting office (bookmaking office), construction of a new public bar, betting office (bookmaking office), ATM and 16 no apartments. The main body of the proposed building is 3 and a half storeys with a ridge height of 14.5m (eaves height of 10.1m). The height of the building steps down to either side of this to a ridge height of 12.3m (8m to the eaves) to the western side of the site and to a similar ridge height at the eastern side of the site onto Brompton Park.</p>
2.0	<p>Description of Site Established public house and bookmakers on corner site at junction of Crumlin Road and Brompton Park. The building occupies the entire site with the main two storey public house dropping to the single storey flat roof bookmakers at Brompton Park. Cream render finish with three large glazed shop front style openings onto Crumlin Road frontage. There is an existing social club immediately to the rear of the site.</p>

Planning Assessment of Policy and other Material Considerations

3.0	<p>Site History</p>
3.1	<p>No relevant Planning History on the site</p>
4.0	<p>Policy Framework</p>
4.1	<p>Belfast Metropolitan Area Plan 2015 4.1.1 Policy R4 Arterial Routes and Local Centres 4.1.2 Policy AR02 Commercial Nodes Building Heights</p>
4.2	<p>SPPS Regional Development Strategy Strategic Planning Policy Statement for Northern Ireland</p>

	<p>Planning Policy Statement 3 - Access, Movement and Parking Planning Policy Statement 6 - Planning, Archaeology and the Built Heritage Planning Policy Statement 7 – Quality Residential Environments Creating Places Development Control Advice Note 3 - Bookmaking Offices Development Control Advice Note 7 – Public Houses</p>
5.0	<p>Statutory Consultees Transport NI – No objection NIEA Historic Buildings Unit – No objection</p>
6.0	<p>Non-Statutory Consultees Environmental Health BCC – No objection</p>
7.0	<p>Representations Two letters of objection were received expressing concerns with regard to:</p> <ul style="list-style-type: none"> - Proximity of proposed residential units to adjacent social club and potential impact on the continued use of these premises as a public house. - Impact on existing retail units (when proposal included retail unit, since removed) - Potential for anti-social behaviour - Proposal out of keeping with area - Impact on existing amenity - Impact on Built Heritage <p>Consideration of Issues:</p> <ul style="list-style-type: none"> - Many of the issues raised in the two objection letters are discussed in the main body of the report under the SPPS, PPS6 and PPS7. - The issue of anti-social behaviour is ultimately a policing issue and it is important to consider that the two proposed non-residential uses, particularly the public house, are well established on the site. - Environmental health are satisfied that structural mitigation measures can be implemented within the rear facade of the proposed building to ensure the future occupants will not suffer any loss of amenity due to noise from the neighbouring Crumlin Star Social Club. A condition has been suggested to ensure the mitigation works are carried out as required and verified.
8.0	<p>Other Material Considerations N/A</p>
9.0	<p>Assessment</p>
9.1	<p>The key issues in the assessment of the proposed development include:</p> <ul style="list-style-type: none"> - The acceptability of proposed land uses at this location - Impact upon character and appearance of area - Impact upon setting of adjacent listed buildings - Parking
9.2	<p>In terms of the proposed public house and betting office, both are established land uses on the site and therefore it would be unreasonable to offer any objections to the principle of the proposed uses, subject to further consideration below. The arterial routes strategy within BMAP encourages regeneration based housing within the urban footprint closely integrated with existing and improved local services and facilities. This building with its mix of residential and commercial along a main arterial route from the city centre is in accordance with this objective. The existing public house and bookmakers on the site are established businesses and their proposed replacement will have no adverse impact on the vitality and viability of this commercial node, nor lead to any further detriment to the amenity of the area.</p>
9.3	<p>The site is located on an Arterial Route (Crumlin Road) and within the designation AR 02/05 Crumlin Road/ Woodvale Road junction (Ardoyne Shopping Area) as designated in</p>

	<p>BMAP. Policy AR02/05, which applies to this commercial node, states that the height of any new buildings within the area should be a minimum of 3 storeys and a maximum of 4 storeys. The proposed building with its 3 and 4 storey staggered ridge height complies with the specific design criteria.</p>
9.4	<p>The proposal has been assessed against paragraphs 4.23-4.29 of the SPPS. The design is discussed in more detail under PPS6 and PPS7 below.</p>
9.5	<p>The proposal has been assessed against paragraphs 4.11 and 4.12 of the SPPS. Two noise impact reports were submitted in support of the application after Environmental Health raised concerns regarding the potential impact on the amenity of the occupants of the proposed apartments from the public house below. Both reports consider the noise impact of the existing public house and the potential noise impact of the proposed public house on future residents of the 16 apartments. Design measures have been recommended to be incorporated within the development to ensure a suitable internal noise climate within the apartments. The April 2014 report focused on the adverse noise impact of the existing Crumlin Star Sports and Social Club. This report concluded that a significant sound reduction performance of the rear facing facade structure of wall/ windows with acoustically attenuated ventilation will be necessary to provide an acceptable internal noise climate within the apartments.</p>
9.6	<p>The May 2015 report considers the impact of the public house at ground floor on the future residents of the first floor apartments. The report states that live entertainment will not be provided and that only background music and TV use is anticipated within the bar. The report concludes that the structure of the proposed building will be sufficient to control sound transfer from the bar area to the apartments providing that the recommended first floor slab with plaster board ceiling below and acoustically absorbent layer placed within the void is installed. Based on the information submitted Environmental Health have offered no objections to the proposal subject to conditions ensuring there will be no entertainment provided within the public house and that the appropriate noise mitigation measures are carried out.</p>
9.7	<p>The proposal has been assessed against Policies AMP7, 8 and 9 of PPS3. TransportNI have offered no objection to the proposed development subject to conditions.</p>
9.8	<p>The proposal has been assessed against policy BH11 of PPS6. NIEA Historic Buildings Unit initially had concerns with regard to the scale and massing of the proposed building and its potential impact on the setting of the Holy Cross Boys School and Holy Cross Church, located a short distance south-east of the site. The scale and massing of the proposal has since been reduced from the solid 4 storey flat roof structure with an overall height of 14m throughout. The sheer massing of this original proposal would have undoubtedly been dominant in the streetscape and acted as a competing focus to the listed buildings, particularly when viewed from the ascent westwards along the Crumlin Road. The massing is now broken up with a staggered ridge height which drops to either end of the site, the pitched roof also helping to reduce the visual impact of the building considerably. The reduced gable width to the east, accompanied with the tree lined ascent westwards along the Crumlin Road ensuring that the proposal does not dominate the views out of the city and thus should not detract from the setting of the Holy Cross Boys school and the Holy Cross Church. The proposal is now more in keeping with the existing streetscape and NIEA have no further concerns with regard to the potential impact on the listed buildings.</p>
9.9	<p>The proposal has been assessed against Policy QD1 of PPS7, which sets out a number of criteria which all new residential development should adhere to.</p> <p>(a) the development respects the surrounding context and is appropriate to the character</p>

	<p>and topography of the site in terms of layout, scale, proportions, massing and appearance of buildings, structures and landscaped and hard surfaced areas; A substantial building exists on the site at present and is located on the edge of a group of attached buildings of varying scale and design. These range from single storey flat roof structures to high two storey flat roof and pitched roof buildings and a three storey pitched roof structure. Although the proposal is higher than the existing building the stepping down to either side reflects the stepping down of the current building to Brompton Park.</p>
9.10	<p>The eaves on the western side are stepped down to a height similar to that of the high two storey flat roof building two units up from the site, which should ensure the building does not dominate the streetscape. The two storey end section onto Brompton Park respects the two storey domestic scale of the terraced streetscape to the south and east of the site. There are three attached single storey commercial units to the immediate rear of the site at Brompton park, however these offer little in terms of the overall character of the area and are something of an anomaly, with the large Crumlin Star Social club beside it dominating and two storey terraced dwellings being the norm in terms of the established residential character.</p>
9.11	<p>(b) features of the archaeological and built heritage, and landscape features are identified and, where appropriate, protected and integrated in a suitable manner into the overall design and layout of the development; There are no such features evident on the site.</p>
9.12	<p>(c) adequate provision is made for public and private open space and landscaped areas as an integral part of the development. Where appropriate, planted areas or discrete groups of trees will be required along site boundaries in order to soften the visual impact of the development and assist in its integration with the surrounding area; Given the inner urban context of the site, the tight urban grain and the character of the area there is no requirement for any communal open space.</p>
9.13	<p>(d) adequate provision is made for necessary local neighbourhood facilities, to be provided by the developer as an integral part of the development; Given the scale and context of the proposal these facilities are not necessary.</p>
9.14	<p>(e) a movement pattern is provided that supports walking and cycling, meets the needs of people whose mobility is impaired, respects existing public rights of way, provides adequate and convenient access to public transport and incorporates traffic calming measures;</p>
9.15	<p>Again, given the scale and nature of the proposal, this is not required.</p>
9.16	<p>(f) adequate and appropriate provision is made for parking; TransportNI are satisfied that the required parking can be accommodated on street.</p>
9.17	<p>(g) the design of the development draws upon the best local traditions of form, materials and detailing; The stepping down from the main body of the building to either side reflects the existing form with the stepping down towards the corner at Brompton Park. The red brick finish reflects the dominant finish in the area.</p>
9.18	<p>(h) the design and layout will not create conflict with adjacent land uses and there is no unacceptable adverse effect on existing or proposed properties in terms of overlooking, loss of light, overshadowing, noise or other disturbance; and The appropriate acoustic mitigation measures as detailed in the noise impact report should ensure that the adjacent bar and social club is not prejudiced by the introduction</p>

9.19	<p>of apartments in close proximity to this established use. There are no residential properties directly abutting the site and subsequently there should be no impact in terms of overlooking or overshadowing. There is a sufficient distance to existing residential properties to ensure there should be no unduly significant level of noise and/ or disturbance, and it is also important to note that there is an established public house use on the site, albeit currently vacant.</p> <p>(i) the development is designed to deter crime and promote personal safety. Access to most of the apartments off enclosed stairwells which open onto main road or side street, this should ensure surveillance and limit the potential for anti-social behaviour.</p>
10.0 10.1 10.2 10.3 10.4	<p>Summary of Recommendation:</p> <p>The public house and bookmakers are established uses within this commercial node and thus the principle of these land uses is acceptable. An opportunity to trigger some regeneration in this existing commercial hub on one of the main arterial routes into the city centre. The 3 and 4 storey height of the proposal complies with the specific design criteria for the commercial node.</p> <p>The juxtaposition of apartments with existing and proposed public houses is acceptable subject to the implementation of appropriate mitigation measures to ensure there is no adverse impact on the amenity of the residents of the proposed apartments.</p> <p>The scale and massing has been reduced and the amended design will ensure the proposal will not only respect the character of this commercial node but will also ensure that the new building will not be a competing focus that would detract from the adjacent listed buildings at Holy Cross.</p> <p>The proposal is considered to be in accordance with BMAP and the relevant Planning Policies as set out above</p>
11.0 11.1 11.2 11.3 11.4	<p>Conditions</p> <p>As required by Section 61 of the Planning Act (Northern Ireland) 2011, the development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.</p> <p>Reason: Time Limit.</p> <p>The development hereby permitted shall not become operational until provision has been made for cycle parking in accordance with the approved plan. These facilities shall be permanently retained.</p> <p>Reason: To ensure acceptable cycle parking facilities on the site and to encourage alternative modes of transport to the private car.</p> <p>A one year Residential Travel Card shall be provided free of charge with the purchase of each apartment up to a total fund value of £5000. Travel Cards will be allocated so as to promote best uptake of the scheme.</p> <p>Reason: To encourage alternative modes of transport to the private car.</p> <p>No music or amplified sound in the form of entertainment shall be provided within the public house.</p>

11.5	<p>Reason: Protection of residential amenity.</p> <p>Prior to the occupation of the development, a verification report must be submitted which demonstrates that the noise mitigation measures outlined in the submitted Letser Acoustics 'Proposed redevelopment of Nos. 469-487 Crumlin Road, Belfast: Inward Noise Impact assessment dated 11th April 2014 and Lester Acoustics 'Proposed redevelopment of Nos. 469-487 Crumlin Road, Belfast - Sound Insulation Review' dated 8th May 2015 have been fully implemented within the rear facade structure of the development and first floor slab construction to ensure that internal noise levels within any apartment shall not:</p> <ol style="list-style-type: none"> 1. Exceed 35 dB Laeq16hr at any time between 07.00 hrs and 23.00 hrs within any habitable room, with the windows closed and alternative means of ventilation provided in accordance with current building control requirements. 2. Exceed 30dB Laeq8hr at all other times measured over a five minute period within any proposed bedrooms with the windows closed and alternative means of ventilation provided in accordance with current building control regulations. 3. Exceed 45dB Lmax for any single sound event between 23.00hrs and 07.00hrs within any proposed bedrooms with the windows closed and alternative means of ventilation provided in accordance with current building control requirements. <p>Reason: Protection of residential amenity.</p>
12.0	Notification to Department (if relevant) N/A
13.0	Representation from elected member N/A

ANNEX	
Date Valid	25th September 2013
Date First Advertised	11th October 2013
Date Last Advertised	14th November 2014
Details of Neighbour Notification (all addresses)	
<p>1 Brompton Park Edenderry Belfast 10 Brompton Park Edenderry Belfast 11 Brompton Park Edenderry Belfast 12 Brompton Park Edenderry Belfast 13 Brompton Park Edenderry Belfast 14 Brompton Park Edenderry Belfast 15 Brompton Park Edenderry Belfast 16 Brompton Park Edenderry Belfast 2 Brompton Park Edenderry Belfast Michelle McNally 2-4 Brompton Park Edenderry 2A Brompton Park Edenderry Belfast 3 Brompton Park Edenderry Belfast 4 Brompton Park Edenderry Belfast 407 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7FY, 409 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7FY, 411 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7FY, 413 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7FY, 471 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 475 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 477 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 481 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 483 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 485 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 487 Crumlin Road,Edenderry,Belfast,Antrim,BT14 7GA, 489 Crumlin Road Edenderry Belfast 491 Crumlin Road Edenderry Belfast 493-495 Crumlin Road Edenderry 497 Crumlin Road Edenderry Belfast 5 Brompton Park Edenderry Belfast 503 Crumlin Road Edenderry Belfast 6 Brompton Park Edenderry Belfast 7 Brompton Park Edenderry Belfast 8 Brompton Park Edenderry Belfast 8-20,Balholm Drive,Edenderry,Belfast,Antrim,BT14 7NA, 9 Brompton Park Edenderry Belfast Brompton Stores, Brompton Park,Edenderry,Belfast,Antrim,BT14 7LD, Crumlin Star, 2-20 Brompton Park,Edenderry,Belfast,Antrim,BT14 7LD, Pat McGlinchey</p>	

Date of Last Neighbour Notification	4 th November 2014
Date of EIA Determination	N/A
ES Requested	No
Drawing Numbers and Title	
01, 02/C, 07/E, 08/D, 09/F, 11/D	
Notification to Department (if relevant)	
Date of Notification to Department: Response of Department:	