

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 19 January 2016	
Application ID: LA04/2015/1152/F	
Applicant Name and Address: Kilmona Property Ltd Adelaide House 1 Falcon Road Belfast BT12 6SJ	Agent Name and Address: Coogan & Co. Architects Ltd 144 Upper Lisburn Road Finaghy Belfast BT10 0BG
Proposal: Proposed change of use from existing 8-storey office building to provide additional hotel accommodation for adjacent Ten Square Hotel (46 Ensuite rooms) and ancillary accommodation, including façade elevational changes.	Location: Lancashire House 3-5 Linenhall Street Belfast
Referral Route: Extension to Hotel – Non Delegated.	
Recommendation:	Approval
<p>Executive Summary:</p> <p>The application seeks full planning permission for the change of use of Lancashire House to provide additional accommodation for the adjacent Ten Square Hotel, with additional reception area at ground floor, function room at first floor, meeting rooms at second floor and 46 hotel bedrooms above.</p> <p>The main issues to be considered in this case are:</p> <ul style="list-style-type: none"> • The principle of the change of use to hotel at this location; • The loss of existing office space; • The impact on the character and appearance of the Linen Conservation Area; • The impact on the setting of adjacent listed buildings; • The impact on existing roads infrastructure; and • Other matters. <p>The site is located within the Belfast City Centre as designated in the Belfast Metropolitan Area Plan. It is also within the Linen Conservation Area and Commercial District Character Area (Designation CC007). The principle of the hotel use is considered acceptable given the city centre location and the adjacent hotel use.</p> <p>The proposal has been assessed against the following Policies – Strategic Planning Policy for Northern Ireland, Planning Policy Statement 3: Access Movement and Parking, Planning Policy Statement 4: Planning and Economic Development and Planning Policy Statement 6: Planning, Archaeology and the Built Heritage.</p> <p>NIEA Historic Buildings Unit were consulted and following amendments to the proposal are now satisfied with regard to the impact on the setting of adjacent listed buildings.</p> <p>Part demolition of elements of the existing facade to allow for larger window openings to facilitate the proposed refurbishment is considered under associated application LA04/2015/1184/DCA.</p>	

Transport NI, NI Water, NIEA as well as Belfast City Council's Environmental Protection Unit have offered no objections to the proposal and standard conditions are to be applied. Application ID: LA04/2018/1427

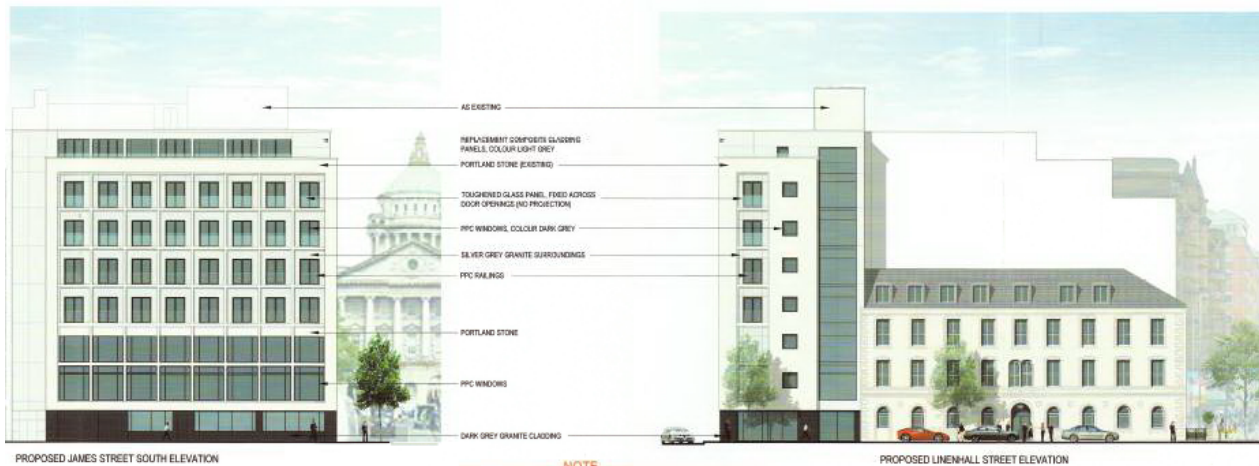
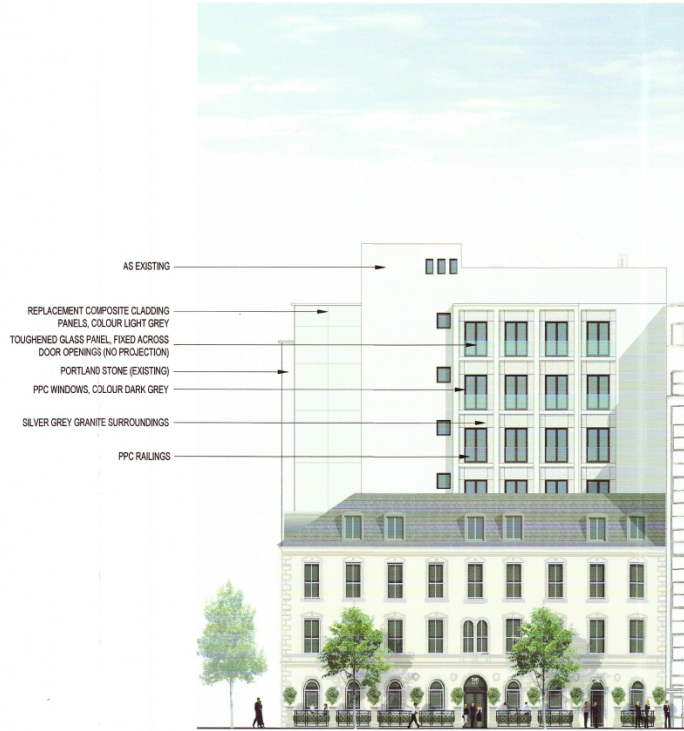
Amended plans were submitted to address NIEA Historic Building unit and the Conservation Officers initial concerns concerning the loss of the Portland stone facades, which is now to be retained.

One letter of objection was received from the Ulster Architectural Heritage Society.

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 and Proposed Elevations



Characteristics of the Site and Area.

1.0	<p>Description of Proposed Development</p> <p>The proposed development is for the change of use of Lancashire House to allow for additional accommodation for the adjacent hotel by way of additional bedrooms, meeting rooms, function room and associated infrastructure. External changes to the building are mostly in relation to the fenestration. The portland stone facades are to be retained with the window openings along the James Street South elevation increased in size to act as large windows with railings added on the 3rd and 4th floors and glass balustrades on the 5th and 6th floors. Additional windows are to be added to the Linenhall Street façade.</p>
2.0	<p>Description of Site</p> <p>Lancashire House is an 8 storey 1950s designed office block to the rear of City Hall located at the corner of Linenhall Street and James Street South. It is adjacent to the Ten Square Hotel, which is located within the Yorkshire House Listed building.</p>

Planning Assessment of Policy and other Material Considerations

3.0	<p>Planning History No significant relevant planning history on the site</p>
4.0	<p>Policy Framework</p>
4.1	<p>Belfast Metropolitan Area Plan 2015</p>
4.2	<p>Strategic Planning Policy Statement for Northern Ireland Planning Policy Statement 3 - Access, Movement and Parking Planning Policy Statement 4 – Planning and Economic Development Planning Policy Statement 6 - Planning, Archaeology and the Built Heritage</p>
5.0	<p>Statutory Consultees Transport NI – No Objection Rivers Agency – No Objection NIEA Historic Buildings Unit – No objection NIEA Historic Monuments Unit – No objection NIEA Water Management Unit – No objection</p>
6.0	<p>Non-Statutory Consultees Environmental Health BCC – No objection</p>
7.0	<p>Representations One letter of objection was received from the Ulster Architectural Heritage Society raising concern that the proposed works do not meet the requirements of BH11 of PPS 6 in that the works proposed do not make use of traditional or sympathetic building materials and techniques. Concerns were raised with the proposed cladding and with the contextual appropriateness of the wide palette of materials and colours in relation to the more restrained general use of materials in individual listed buildings within the setting”.</p>
8.0	<p>Other Material Considerations Linen Conservation Area guidance document</p>
9.0	<p>Assessment</p> <p>9.1 Article 6 (4) of the Planning (Northern Ireland) Act 2011 states that in making any determination under the said act regard is to be had to the local development plan, and that the determination must be made in accordance with the plan unless material consideration indicate otherwise.</p> <p>The site is located within the development limits of the Belfast Metropolitan Area Plan (BMAP), within the city centre area of archaeological potential and within the commercial district (CC007).</p> <p>The key issues in the assessment of the proposed development include:</p> <ul style="list-style-type: none"> - The acceptability of proposed hotel use at this location - Loss of existing office space - Impact upon character and appearance of Linen Conservation Area - Impact upon setting of adjacent listed buildings - The impact on existing roads infrastructure; and - Other matters. <p>Given the city centre location the presumption is therefore in favour of development subject to the planning considerations detailed below.</p>

The site is located within the commercial district as designated in BMAP. This sets out a number of urban design criteria for the area. Given the proposal is for a change of use with minimal external alteration most of these criteria do not apply.

9.2 **The acceptability of proposed hotel use at this location and the loss of existing office space**

The proposal is to change the use of this existing office building to provide additional hotel accommodation for the adjacent Ten Square Hotel. Bringing any vacant building into beneficial use will enhance the vitality and viability of the city centre and having considered the underuse of this office building and the undoubted contribution to the local economy that the proposed hotel use would bring it is considered on balance that such a proposal would not conflict with any relevant policy and in particular PED7 of PPS4.

9.3 **Impact on the character and appearance of Linen Conservation Area and on the setting of adjacent listed buildings.**

9.3.1 As the application site lies within the Linen Conservation Area the Conservation Officer (CAO) was consulted and while raising no objection in principle to the application had concerns with the initial elevational treatment proposed. However now that the Portland stone façade is to be retained the CAO is satisfied with the proposal.

9.3.2 Given the adjacent listed Yorkshire House NIEA Historic Buildings Unit were also consulted and following the above mentioned amendments being sought and agreed have offered no objections to the proposal.

9.3.3 Having had regard to PPS 6 and in particular policies BH 11 and BH 12 I consider the proposal to comply with these policy tests and that the proposed changes to Lancashire house will improve and enhance the character and appearance of the area and not have any adverse impact on the setting of the adjacent listed buildings.

9.4 **The impact on existing roads infrastructure.**

The proposal has been assessed against PPS3. Transport NI considers the Transport Assessment Form submitted in support of the application to be acceptable based on the provision of sustainable alternatives. They also found the Travel Plan and Service Management Plan to be fundamentally acceptable subject to conditions which are set out below.

9.5 **Other matters**

Paragraphs 4.11 and 4.12 of the SPPS states there are wide range of environmental and amenity considerations including noise and air quality, which should be taken into account by planning authorities when proposing policies or managing development.

9.5.1 **Archaeology**

As the site is located within the Belfast area of Archaeological Potential (AAP) as defined in BMAP NIEA Historic Monuments Unit provided comment on the proposal stating that as this is an existing building being brought into use they are satisfied that no archaeological conditions would be required.

9.5.2 **Amenity**

Environmental Services Department has offered no objections to the proposal and has requested that consideration is given to informative being attached to any approval, should approval be granted, to highlight to the developer their responsibilities in relation to contaminated land and noise. These informatives are detailed below.

<p>9.5.3</p> <p>9.6</p>	<p>Site Drainage</p> <p>The existing building is already connected to the public water and sewerage networks. NIEA Drainage and Water and NIW have both been consulted and given that NIW are satisfied with the proposal NIEA's Drainage and Water team have no objection subject to conditions outlined below.</p> <p>Objection</p> <p>The objection from Ulster Architectural and Heritage Society highlighted the same initial concerns raised by the Council's CAO and NIEA's Historic Building Unit. Following receipt of the amendment the objector was renotified and no further comment was received. It is considered that the concerns raised in the objection letter have been satisfactorily addressed.</p>
<p>10.0</p> <p>10.1</p> <p>10.2</p>	<p>Summary of Recommendation: Approval</p> <p>Having regard to the policy context and other material considerations above, the proposal is considered acceptable and planning permission is recommended subject to conditions.</p> <p>The proposed alterations and refurbishment will enhance the appearance of the existing structure, which in turn will make a more positive contribution to the character of the Linen Conservation Area at this location.</p>
<p>11.0</p> <p>11.1</p> <p>11.2</p> <p>11.3</p> <p>11.41</p> <p>1.4</p>	<p>Conditions</p> <p>As required by Section 61 of the Planning Act (Northern Ireland) 2011, the development hereby permitted shall be begun before the expiration of 5 years from the date of this permission. Reason: Time Limit</p> <p>The development hereby permitted shall operate in accordance with the approved Travel Plan & Service Management Plan, Belfast Planning Service date stamped 27 November 2015.</p> <p>Reason: To facilitate access to the site by means other than the private car and in the interests of road safety and traffic progression to ensure the adequacy of the service facilities.</p> <p>The development hereby permitted shall not become operational until a TaxSmart and Bike to Work scheme for staff are in place.</p> <p>Reason: To facilitate access to the site by means other than the private car.</p> <p>Informatives.</p> <p>Notwithstanding the terms and conditions of the Council's approval set out above, you are required under Article 71-83 inclusive of the Roads (NI) Order 1993 to be in possession of the Department for Regional Development's consent before any work is commenced which involves making or altering any opening to any boundary adjacent to the public road, verge, or footway or any part of said road, verge, or footway bounding the site. The consent is available on personal application to the Transport NI Section Engineer whose address is Belfast South Section Office, 1A Airport Road, Belfast BT3 9DY. A monetary deposit will be required to cover works on the public road.</p>

Precautions shall be taken to prevent the deposit of mud and other debris on the adjacent road by vehicles travelling to and from the construction site. Any mud, refuse, etc deposited on the road as a result of the development, must be removed immediately by the operator/contractor.

All construction plant and materials shall be stored within the curtilage of the site.

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

No development should take place on-site until the method of sewage disposal has been agreed in writing with NIW or consent to discharge has been granted.

The storm drainage of the site, during site clearance, construction and operational phases of the development, should be designed to the principles of Sustainable Drainage Systems (SuDS), where practicable, in order to minimise the polluting effects of storm water on waterways.

Construction of SuDS should comply with the design and construction standards as set out in the Construction Industry Research and Information Association (CIRIA) manual C697. A separate site handbook (C698) for the construction of SuDS has also been produced by CIRIA.

3. Should a sewage pumping station be required for this development then the applicant must apply to NIEA Water Management Unit for consent pursuant to the Water (NI) Order 1999 for an 'emergency overflow'.

4. The applicant should consult with the Water Management Unit within the NIEA regarding any potential dewatering that may be required during the development works including the need for discharge consent. Discharged waters should meet appropriate discharge consent conditions.

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

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

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

ANNEX

Date Valid	6th October 2015
Date First Advertised	23rd October 2015
Date Last Advertised	As above
Details of Neighbour Notification (all addresses) The Owner/Occupier, 11 Donegall Square South Town Parks Belfast The Owner/Occupier, 4-10 The Cecil Ward Building Linenhall Street Town Parks The Owner/Occupier, 4th Floor The Warehouse 7 James Street South The Owner/Occupier, 5th Floor The Warehouse 7 James Street South The Owner/Occupier, 7-11 Linenhall Street Town Parks The Owner/Occupier, The Warehouse 7 James Street South Town Parks Osborne King, 1st Floor 6-9 Donegall Square South Johnston Press, Ground Floor 6-9 Donegall Square South Capita, Levels 2-5 6-9 Donegall Square South Hibu, Levels 6-8 6-9 Donegall Square South	
Date of Last Neighbour Notification	4 th November 2015
Date of EIA Determination	Not Applicable
ES Requested	Not Applicable
Planning History Ref ID: Z/2003/0388/F Proposal: Change of use to from offices to coffee shop/restaurant. Address: Part Ground Floor Unit Lancashire House, 5 Linenhall Street, Belfast, BT2 8AA. Decision: Approval Decision Date: 02.05.2003 Ref ID: Z/2009/0121/F Proposal: Demolition of 11 Donegall Square South and 5 Linenhall Street and erection of 9 storey hotel (6 storeys to Donegall Square South and 9 storey to Linenhall Street). Includes refurbishment and connection through to 10 Donegall Square to accommodate 108 bedrooms, penthouse hotel suite, health club, function rooms, bars and restaurants and ancillary support accommodation including staff facilities and plant. (Amended plans received). Address: 10-11 Donegall Square South and 5 Linenhall Street Belfast Decision: Approval Decision Date: 21.12.2010	

Drawing Numbers and Title

Application ID: LA04/2015/1152/F

- 01 Site Location Map Dated: 14 October 2015
- 02 Existing Plans and Elevations Dated: 14 October 2015
- 3a Proposed Ground Floor Dated: 17 December 2015
- 4a Proposed First Floor Dated: 17 December 2015
- 5a Proposed Second Floor Dated: 17 December 2015
- 6a Proposed Third Floor Dated: 17 December 2015
- 7a Proposed Fourth Floor Dated: 17 December 2015
- 8a Proposed Fifth Floor Dated: 17 December 2015
- 9a Proposed Sixth Floor Dated: 17 December 2015
- 10a Proposed Seventh Floor Dated: 17 December 2015
- 11b Proposed Elevations Dated: 17 December 2015