

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 17 May 2016	
Application ID: LA04/2015/1577/F	
Proposal: Demolition of existing building and redevelopment of Club facility to accommodate multi-use activity room, lecture and training rooms and meeting rooms	Location: 341 Ravenhill Road Belfast BT6 0BT
Referral Route: Committee consideration - New build community facility.	
Recommendation:	Approval
Applicant Name and Address: Bredagh GAC 341 Cavehill Road Belfast BT6 0BT	Agent Name and Address: Farrell Kelly Associates 2 Castle Avenue Castlewellan BT31 9DX
Executive Summary:	
<p>The application seeks the demolition of the existing building and redevelopment of a club facility to accommodate a multi-use activity room, lecture and training rooms and meeting rooms.</p> <p>The main issues to be considered in this case are:</p> <ul style="list-style-type: none"> • planning history on the site • demolition of the existing property and new development within the Area of Townscape Character • affect on listed building • loss of committed housing zoning • access/parking • amenity - noise • overlooking • dominance • building line • boundary treatment • waste • contamination • arterial route <p>The site at Ravenhill Road is located within the Rosetta Area of Townscape Character and forms part of a Committed Housing Site (Built). The proposal has been assessed against the SPPS, Planning Policy Statement 3, 6, Addendum to 6, DCAN 15, and Parking Standards.</p> <p>In 2015 a planning application (Z/2014/1769/F) for demolition and re-development of a club and community centre was withdrawn. The application was to be presented to Belfast City Council as a refusal for the following reasons:</p> <ol style="list-style-type: none"> 1. The proposal is contrary to ATC2 of PPS 6 Addendum: Areas of Townscape Character in 	

that the development does not maintain or enhance the character or respect the built form of the Rosetta Area of Townscape Character by reason of its detailed design which is out of keeping in terms of form, massing, proportions, height and alignment and the use of unsympathetic building materials and techniques.

2. The proposal is contrary to PPS 1 - General Principles, in that the development would if permitted result in demonstrable harm to the residential amenity of No's 9, 10 & 11 Bell Towers and No 339 Ravenhill Road by dominance, loss of light and overlooking.
3. The proposal is contrary to Policy BH11 of PPS 6 in that the development would, if permitted, adversely affect the setting of a building listed under Article 42 of the Planning (NI) Order 1991 [St Judes Parish hall].
4. The proposal is contrary to the PPS 3 in that insufficient information has been submitted to enable determination of the planning application as the amended parking details requested have not been made available.

There were three objections to this planning application raising the following concerns:

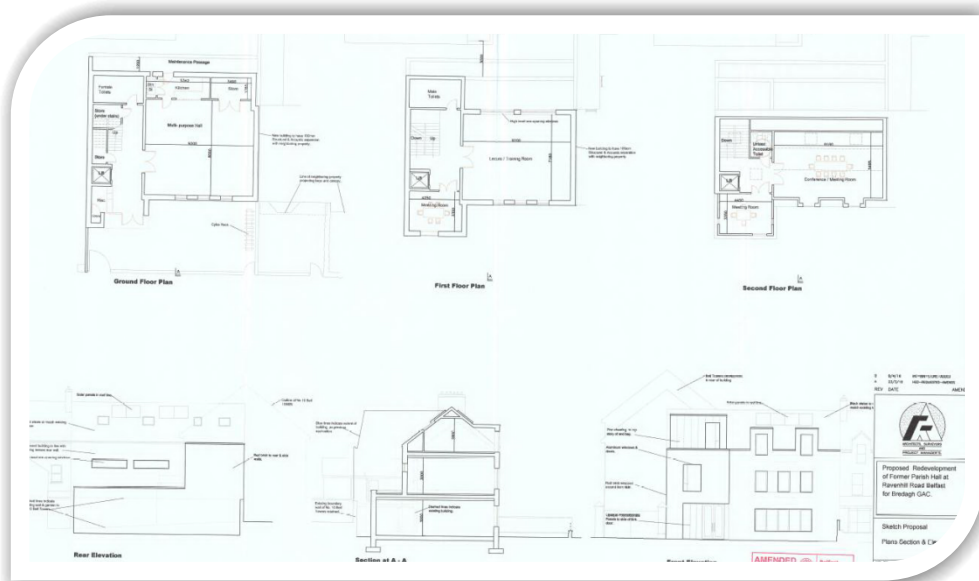
- Traffic intensification, lack of parking and impact on cycle lanes
- Loss of amenity in a residential area
- Impact on the character of the area
- Impact upon the setting of a listed building
- Damage to properties during demolition
- Loss of light
- Noise
- Overlooking
- Asbestos removal

The proposed development is reduced in scale and mass from that submitted under planning application Z/2014/1769/F and has satisfactorily addressed the four refusal reasons.

Having regard to the policy context and other material considerations above, the proposal is deemed to be acceptable and recommended for approval.

Case Officer Report

Site Location Plan



Consultations:

Consultation Type	Consultee	Response
Statutory	NI Transport	No objection
Statutory	NI Water – Strategic Applications	No objection
Statutory	Rivers Agency	No objection
Non Statutory	Environmental Health Belfast City Council	No objection
Non Statutory	Waste Management Service Belfast City Council	No objection

Non Statutory	Conservation Officer Belfast City Council	No objection
Statutory	NIEA Waste Management	No objection
Statutory	NIEA Historic Environment Division	No objection
Representations:		
Letters of Support	None Received	
Letters of Objection	3	
Number of Support Petitions and signatures	No Petitions Received	
Number of Petitions of Objection and signatures	No Petitions Received	
Representations from Elected representatives	Enquiries regarding the planning application from Councillor Boyle	
Characteristics of the Site and Area		
1.0	Description of Proposed Development	
	The proposal is for the demolition of the existing building and redevelopment of a club facility to accommodate a multi-use activity room, lecture and training rooms and meeting rooms.	
2.0	Description of Site and Area	
2.1	The existing property located on the Ravenhill Road (arterial route) is a seven window wide, two storey rendered (hall) building with a pitched, slated roof. The front yard area is bounded by a grey brick wall, and to the rear is an enclosed yard. The building is located opposite Cherryvale Playing Fields, and is bounded by residential properties.	
2.2	Ravenhill Road is a busy arterial route close to the Ormeau Road junction. It is predominantly residential in nature, with parkland at Cherryvale and Ormeau Park providing a green backdrop. The immediate vicinity is part of the Rosetta Area of Townscape Character with an historical context ascribed by terraces of two/three bay, two storey dwellings faced in red brick with pitched, slated roofs.	
Planning Assessment of Policy and other Material Considerations		
3.0	Site History	
3.1	<p>In 2015 a planning application (Z/2014/1769/F) for demolition and re-development of a club and community centre was withdrawn. The application was to be presented to Belfast City Council as a refusal for the following reasons:</p> <ol style="list-style-type: none"> 1. The proposal is contrary to ATC2 of PPS 6 Addendum: Areas of Townscape Character in that the development does not maintain or enhance the character or respect the built form of the Rosetta Area of Townscape Character by reason of its detailed design which is out of keeping in terms of form, massing, proportions, height and alignment and the use of unsympathetic building materials and techniques. 2. The proposal is contrary to PPS 1 - General Principles, it that the development would if permitted result in demonstrable harm to the residential amenity of No's 9, 10 & 11 Bell Towers and No 339 Ravenhill Road by dominance, loss of light 	

	<p>and overlooking.</p> <p>3. The proposal is contrary to Policy BH11 of PPS 6 in that the development would, if permitted, adversely affect the setting of a building listed under Article 42 of the Planning (NI) Order 1991 [St Judes Parish hall].</p> <p>4. The proposal is contrary to the PPS 3 in that insufficient information has been submitted to enable determination of the planning application as the amended parking details requested have not been made available.</p>
4.0	Policy Framework
4.1	<p>Belfast Metropolitan Area Plan 2015</p> <ul style="list-style-type: none"> • Belfast Metropolitan Area Plan 2015, site is located within the development limits of Belfast (Designation BT 001). The relevant policy is SETT 2, Development within the Metropolitan Development Limit and the Settlement Development Limits • Committed Housing Site (Built) EB 02/30 (Bell Towers at junction of Ormeau Road and Ravenhill Road) • Rosetta Area of Townscape Character BT 049 • Ravenhill Road Arterial Route AR 01/13 – Policy SETT 3 Arterial Routes • Strategic Planning Policy Statement for Northern Ireland (SPPS) • Planning Policy Statement 3 – Access, Movement and Parking • Planning Policy Statement 6 – Planning, Archaeology and The Built Heritage • Planning Policy Statement 6 Addendum – Areas of Townscape Character • Supplementary Planning Guidance – Parking Standards • Development Control Advice Note 15 – Vehicular Access Standards
5.0	Statutory Consultee Responses
	<ul style="list-style-type: none"> • Rivers Agency – No objection subject to informatives • Transport NI – Parking survey demonstrates sufficient spare capacity/availability of on-street parking within the vicinity of the site to accommodate the requirements of the development during peak periods. No objection subject to informatives. • NI Water – No objection subject to informatives • NIEA Waste Management – No objection subject to conditions and informatives • NIEA Historic Environment Division – No objection
6.0	Non Statutory Consultee Responses
	<ul style="list-style-type: none"> • Belfast City Council Environmental Health – No objection subject to conditions and informatives • Belfast City Council Conservation Officer – The design is contextually appropriate therefore no objection • Belfast City Council Waste Management Services – No objection
7.0	Representations
7.1	<p>There were three objections to this planning application raising the following concerns:</p> <ul style="list-style-type: none"> • Traffic intensification, lack of parking and impact on cycle lanes • Loss of amenity in a residential area • Impact on the character of the area • Impact upon the setting of a listed building • Damage to properties during demolition • Loss of light • Noise • Overlooking • Asbestos removal
8.0	Other Material Considerations

	None
9.0	Assessment
9.1	The application site is located within the settlement development limits of Belfast. It is located within the Rosetta Area of Townscape Character and along the Ravenhill Road Arterial Route.
9.2	The key issues in this planning application are: planning history on the site, demolition of the existing property and new development within the Area of Townscape Character, affect on a listed building, loss of committed housing zoning, access/parking, amenity – noise, overlooking, dominance, building line, boundary treatment, waste, contamination, and the arterial route status.
9.3	<p>Strategic Planning Policy Statement for Northern Ireland</p> <p>The purpose of planning is to prevent proposals which would unacceptably affect amenity and the existing use of land. Planning authorities are guided by the principle that sustainable development should be permitted, having regard to the local development plan and all other material considerations, unless the proposed development will cause demonstrable harm to interests of acknowledged importance. In managing development within ATCs, the council should only permit new development where this will maintain or enhance the overall character of the area and respect its built form. The demolition of an unlisted building in an ATC should only be permitted where the building makes no material contribution to the distinctive character of the area and subject to appropriate arrangements for the redevelopment of the site.</p>
9.4	<p>Planning History</p> <p>Section 3 details the reasons that planning application Z/2014/1769/F was to be presented as a refusal. It was considered that the design of the replacement building would introduce a contextually inappropriate built form to the area that would not be sympathetic or respectful to the streetscape. It was deemed to be unacceptable in terms of form, massing, proportions and elevation treatment through the use of inappropriate materials. The design would have resulted in a detrimental impact on residential amenity through loss of light and overlooking. The Belfast City Council Conservation Area Officer was consulted and objected to the proposal on the basis of the contextual inappropriateness of the replacement building in terms of the scale, proportions and finishes.</p>
9.5	<p>Loss of (Built) Committed Housing Zoning</p> <p>The property is included in a Committed Housing Site (Built) EB 02/30 (Bell Towers at junction of Ormeau Road and Ravenhill Road) – BMAP. This zoned site was within the confines of Our Lady of the Holy Rosary RC Church prior to the residential development of the majority of the land for the Bell Towers complex. As the development is deemed to be complete and the building is the former parish hall used by Bredagh GAC there is no detrimental impact by maintaining its current use (community) as opposed to residential re-development.</p>
9.6	<p>Demolition of the Existing Building in Area of Townscape Character</p> <p>The Addendum to PPS 6 Policy ATC 1 (Demolition Control in an Area of Townscape Character) is considered for the demolition aspect of this proposal. There will be a presumption in favour of retaining any building which makes a positive contribution to the</p>

9.7	<p>character of an Area of Townscape Character. Normally permission will only be granted to demolish an unlisted building in an Area of Townscape Character where the building makes no material contribution to the distinctive character of the area. The Belfast City Council Conservation Officer was consulted and stated that ‘given the extent of alterations etc., lack of remaining historic fabric (windows/doors), it is considered that the existing building could be replaced, subject to adequate replacement, without harm to the distinctive character and appearance of the Rosetta ATC.’</p>
9.8	<p>New Development within the Area of Townscape Character</p> <p>The Addendum to PPS 6 Policy ATC 2 (New Development in an Area of Townscape Character) is considered for the replacement aspect of this proposal. Development proposals will only be permitted in an ATC where it maintains or enhances its overall character and respects the built form of the area. Objections were received stating that the proposed development would be detrimental to the character of the area. The proposal is for a replacement hall building of three storeys, faced in red brick with black slate roof and projecting end with zinc sheeting to the top storey (end bay). The ridge and building lines are to match the existing adjacent properties – 337 and 339 Ravenhill Road (with the exception of the projecting bay). The Conservation Area Officer states that ‘the proposal has evolved from that presented in planning application – Z/2014/1769/F – from a more modernist scheme and is now strongly contextual in terms of form – materials, proportion (solid to void), broken roof silhouette, fenestration pattern etc. The projecting end bay will provide a visual stop to the townscape, and the development expresses its use as a hall sufficiently.’ Existing boundary walls at the rear and to the front adjacent to 339 Ravenhill Road are to be retained. The wall fronting Ravenhill Road (1.6m height) is to be replaced by a 500mm brick wall with 600mm galvanised MS railing (black) on top. This will be a more appropriate boundary to define the public and private realm. The front boundary wall adjacent to the Bell Towers housing development is to be replaced by a new 2m high brick wall. Solar panels proposed on the front and rear roof planes are deemed to be acceptable. In the opinion of the Conservation Area Officer the design is contextually appropriate and will not detract from one of the distinctive Victorian/Edwardian era suburbs.</p>
9.9	<p>Arterial Route Development</p> <p>Policy SETT 3 (Arterial Routes) states that regeneration of the designated Arterial Routes will be facilitated through good quality urban design. This has been discussed in paragraph 9.7 and is deemed to be acceptable.</p>
9.10	<p>Development affecting a Listed Building</p> <p>The application site is in close proximity to the former Church of Our Lady of the Holy Rosary and St Jude’s Parish Hall which are of special architectural and historic importance and are protected by Section 80 of the Planning Act (NI). Policy BH 11 (Development affecting the Setting of a Listed Building) of PPS 6 is applicable in assessing the proposal. Heritage Development and Change Branch, a unit within DOE, has considered the impacts of the proposal on the listed buildings and are content (without conditions). As such the development proposal is compliant with Policy BH 11 of PPS 6.</p> <p>Access/Parking</p> <p>PPS 3 Policy AMP 7 (Car Parking and Service Arrangements) stipulates that adequate provision for car parking should be facilitated that does not prejudice road safety or significantly inconvenience the flow of traffic. There is currently no in-curtilage car parking</p>

<p>9.11</p>	<p>provision within the site, nor is any proposed as part of the re-development. Beyond areas of parking restraint identified in the development plan a reduced level of car parking provision may be acceptable. The parking survey submitted in support of the development demonstrates sufficient spare capacity/availability of on-street parking within the vicinity of the site to accommodate the requirements of the development during its peak periods of operation. The location is highly accessible (Ravenhill Road Arterial Route), well served by public transport and provision for bicycles has been provided within the front yard space. Transport NI considered issues relating to traffic intensification, lack of parking and impact on cycle lanes in the letters of representation, and offer no objection to the proposal.</p> <p>Amenity</p> <p>Objections were received stating that there would be a loss of residential amenity through the proposed development.</p> <p>Waste</p> <p>Belfast City Council (City and Neighbourhood Department) was consulted regarding the provision of waste storage within the proposed building (off the kitchen). They stated that, 'as there will be limited waste produced at this development the storage space indicated would prove adequate.'</p> <p>Noise</p> <p>Belfast City Council Environmental Health reviewed the submitted report, prepared by Lester Acoustics. Within the report a number of noise mitigation measures were recommended to reduce the noise impact to surrounding residential premises:</p> <ul style="list-style-type: none"> • Ground floor flooring to be constructed using a vibration isolation system. • Mechanical ventilation to be ducted through an internal riser to roof level before exhausting externally with additional noise attenuation measures to reduce the impact of noise on surrounding residential dwellings. • A minimal structural break of at least 100mm between the proposed development and 339 Ravenhill Road. <p>On the basis of the report Belfast City Council Environmental Health have requested a condition is attached whereby prior to occupation of the development, a Verification Report must be submitted which demonstrates that the noise mitigation measures and recommendations have been fully implemented.</p> <p>Contamination</p>
<p>9.12</p>	<p>Belfast City Council Environmental Health assessed a Preliminary Contamination Risk Assessment report. This report concluded that the site itself is unlikely to pose any risk to human health.</p> <p>Overlooking</p>
<p>9.13</p>	<p>Potential detrimental damage through overlooking (raised in objection letters) from the rear of the building into adjoining properties has been alleviated through the use of narrow, horizontal high level (non-opening) windows in the training/lecture room (first floor). The use of roof lights on the second floor conference/meeting room will prevent any overlooking from this floor.</p> <p>Dominance</p>

<p>9.14</p>	<p>The scale and mass of this proposal has been significantly reduced from that proposed in planning application Z/2014/1769/F. Previously it was proposed to have a two/three storey extension to the rear and extending across the full width of the building. The proposed replacement of the existing building in this application must be examined for potential implications on neighbouring properties due to the increase in size. The ridge height is to be aligned with the adjacent 337 and 339 Ravenhill Road (1.2m increase above the existing ridge height). An existing rear return is to be increased in width from 2.8m to 4.9m, and increased in its height to match the eaves. However there will be no detrimental impact on 10 Bell Towers as it will not protrude beyond the gable elevation of that property (no windows are present). The single storey element at the rear of the building is currently at a lower level than the existing boundary wall (rear) with 10 Bell Towers. Although it is proposed to increase its height 90cm above that boundary wall (with 10 Bell Towers) the separation distance between the rear elevation and the boundary wall means there will be no detrimental impact through loss of light. A maintenance passageway of 1.2m in width is proposed between the rear of the replacement building and the rear boundary wall. The single storey extension will be raised approximately 40cm above the party wall with 339 Ravenhill Road. This property will not be detrimentally impacted by a loss of light as it has a short section of narrow passageway (covered by a Perspex roof) between the rear return and the party wall with 341 Ravenhill Road. Sun path/shadow predictions submitted illustrate that the potential loss of light to adjacent properties will be negligible. As such it is unlikely that the height increases detailed will cause any significant impact through loss of light on adjacent residential properties.</p> <p>Other Objection Matters</p> <p>Asbestos Removal: Covered under the Control of Asbestos Regulations (Northern Ireland) 2012.</p> <p>Damage to properties during demolition: This is a civil matter.</p>
<p>9.15</p>	<p>Conclusion</p> <p>The principle of redevelopment of the site is acceptable as it is considered that the existing building could be replaced, without harm to the distinctive character and appearance of the ATC. The Conservation Area Officer states that ‘the proposal has evolved from that presented in planning application – Z/2014/1769/F – from a more modernist scheme and is now strongly contextual in terms of form. The design of the proposed building is acceptable on an Arterial Route and does not have a detrimental impact on the setting of nearby listed buildings. No in-curtilage car parking exists or is proposed, however a reduced level is acceptable as there is sufficient capacity within the immediate vicinity and the Ravenhill Road is a highly accessible Arterial Route. An acoustics report assessed the potential impact of noise on neighbouring residential properties and a Verification Report will be conditioned to ensure all the mitigation measures proposed have been incorporated into the development. There will be no detrimental impact on residential properties through overlooking and increase in loss of light through dominance will be negligible. Having regard to the policy context and other material considerations above, the proposal is deemed to be acceptable and recommended for approval.</p>
<p>10.0</p>	<p>Summary of Recommendation</p> <p>Approval</p>

11.0	<p>Conditions</p> <ol style="list-style-type: none"> 1. 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 2. The construction of the development hereby permitted shall not commence until the existing building at 341 Ravenhill Road is demolished, and all rubble and foundations removed. Reason: To preserve the amenity of the Rosetta Area of Townscape Character. 3. The materials to be used in the construction of the external surfaces of the building hereby permitted, shall be as stipulated on drawing 03A, date stamped 08 April 2016. Reason: In the interest of visual amenity. 4. All boundary treatments shall be completed in accordance with the approved drawing 03A and 04A date stamped 08 April 2016. Reason: To safeguard the privacy and amenity of neighbouring residents and to preserve the amenity of the Rosetta Area of Townscape Character. 5. Prior to the occupation of the development, a Verification Report must be submitted which demonstrates that the noise mitigation measures and recommendations as outlined in the report, prepared by Lester Acoustics LLP, 31 Halborn Hall, Lisburn dated 16 November 2015 (ref: MRL/0969/L01 Rev 3) have been fully implemented. Reason: To safeguard the amenity of neighbouring residents.
12.0	<p>Notification to Department (if relevant)</p> <p>N/A</p>
13.0	<p>Representation from elected member: Enquiries regarding the planning application from Councillor Boyle.</p>

ANNEX	
Date Valid	09 December 2015
Date First Advertised	31 December 2015
Date Last Advertised	N/A
Details of Neighbour Notification (all addresses)	
<p>The Owner/Occupier, 10 Bell Towers,Ballynafoy,Belfast,Down,BT7 2HD, Rosemary Beare 10, Bell Towers, Belfast, Down, Northern Ireland, BT7 2HD</p> <p>The Owner/Occupier, 11 Bell Towers,Ballynafoy,Belfast,Down,BT7 2HD, JM King 11, Bell Towers, Belfast, Down, Northern Ireland, BT7 2HD</p> <p>The Owner/Occupier, 19 Fitzwilliam Avenue,Ballynafoy,Belfast,Down,BT7 2HJ, The Owner/Occupier, 337 Ravenhill Road,Ballynafoy,Belfast,Down,BT6 0BT, The Owner/Occupier, 339 Ravenhill Road,Ballynafoy,Belfast,Down,BT6 0BT, Anne McGoran 339, Ravenhill Road, Belfast, Down, Northern Ireland, BT6 0BT</p> <p>The Owner/Occupier, 341 Ravenhill Road,Ballynafoy,Belfast,Down,BT6 0BT, The Owner/Occupier, 670 Ravenhill Road,Ballynafoy,Belfast,Down,BT6 0BZ,</p>	
Date of Last Neighbour Notification	30 December 2015
Date of EIA Determination	N/A
ES Requested	No
Notification to Department (if relevant)	
N/A	