

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 26 July 2016	Item Number:7s
Application ID: LA04/2015/1425/F	
Proposal: Proposed extension, alteration, refurbishment and change of use of existing listed office building (formerly Malone Exchange) to 9 No. self contained apartments including demolition of internal partitions to facilitate new internal layout, demolition of existing external stores for provision of new external bin store, demolition of rear wall panel to facilitate new single storey extension, removal of boundary bollards to accommodate new boundary wall/railings, retention of 9 No. existing car parking spaces and other associated site works.	Location: Malone Exchange 226 Lisburn Road Belfast BT9 6GD
Referral Route: Proposal is more than 4 dwellings	
Recommendation: Approval	
Applicant Name and Address: Killultagh Estates Ltd 21 Alfred Street Belfast BT2 8BD	Agent Name and Address: Paul Monaghan CA Ltd 11 Church Place Lurgan BT66 6EY
Executive Summary: This application seeks the change of use of a vacant office building within the Malone Conservation area to 9 Self contained apartments including a proposed extension, alteration and refurbishment including demolition of internal partitions to facilitate new internal layout, demolition of existing external stores for provision of new external bin store, demolition of rear wall panel to facilitate new single storey extension, removal of boundary bollards to accommodate new boundary wall/railings, retention of 9 No. existing car parking spaces and other associated site works. The main issues to be considered in this case are: <ul style="list-style-type: none"> • Demolition of part of the existing listed building in the Conservation Area and the principle of change of use and extension at this location. • Provision of a quality residential environment by way of design, scale, density, layout, amenity space and parking, • Impact on adjacent residential amenity • The loss of the office use The proposal has been assessed against the Development Plan (BMAP 2015) and relevant policies and guidance and complies with relevant policy and guidance. 1 representation has been received for the full application and the listed building consent	

application LA04/2015/1426/LBC. The issues raised are:

- The impact the proposed balconies would have on residential amenity.

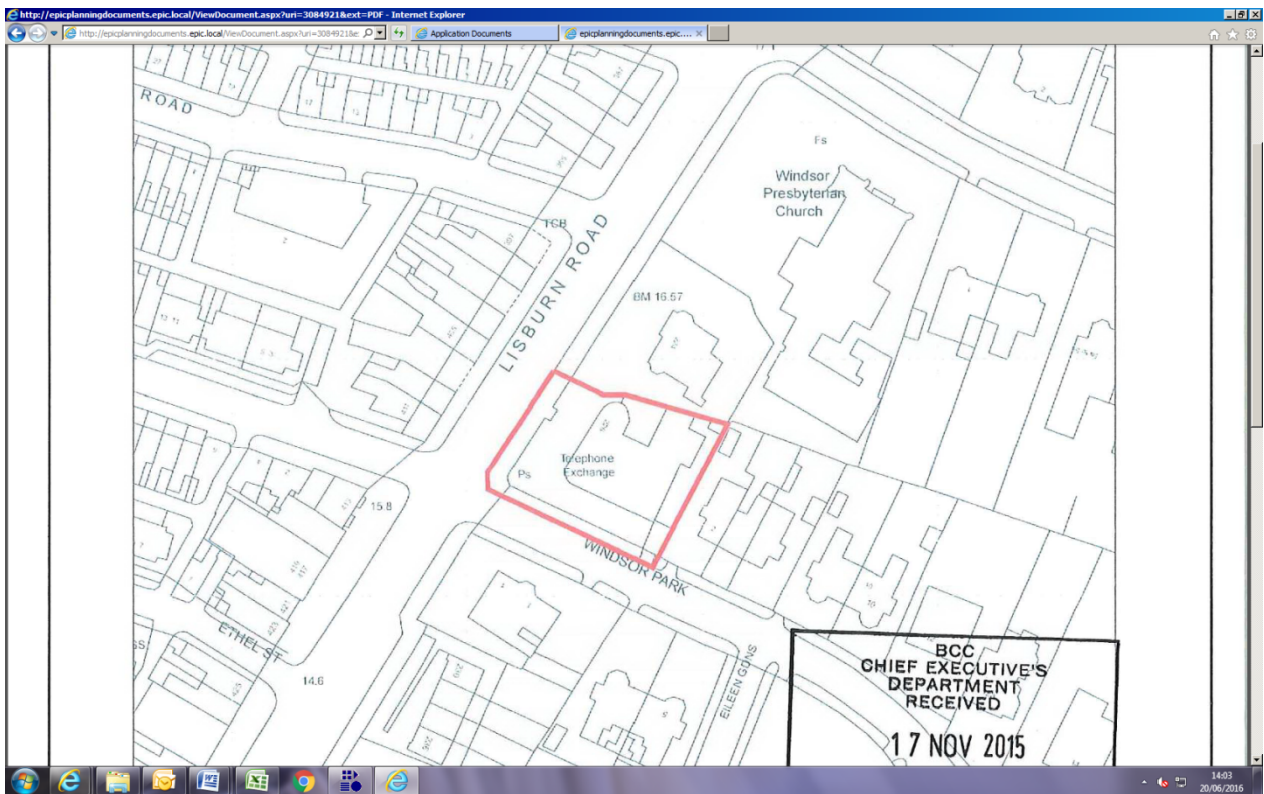
The issues are considered in the case officer report.

Consultees have no objections.

Recommendation is approval subject to conditions as set out in the case officer report.

Case Officer Report

Site Location Plan



Consultations:

Consultation Type	Consultee	Response
Non Statutory	Env Health Belfast City Council	Substantive Response Received
Statutory	NI Water - Multi Units East - Planning Consultations	Advice
Statutory	NI Transport - Hydebank	Advice
Statutory	NI Transport - Hydebank	Advice

Representations:

Letters of Support	None Received
Letters of Objection	1
Number of Support Petitions and signatures	No Petitions Received
Number of Petitions of Objection and signatures	No Petitions Received

1.0 Characteristics of the Site and Area

The site is occupied by Malone Exchange a former telephone exchange, an existing 3 storey Neo Georgian office building that sits on the corner of the Lisburn Road and Windsor Park. The building is a grade B2 listed property. The site faces onto the Lisburn Road, a main arterial route into the city centre. The area is consists of a mixture of residential and commercial properties. The residential properties incorporate a mixture of

styles and sizes. The site is defined by a kerb that incorporates 1.2metre high bollards. Car parking is located to the front and side of the building. The existing access is taken off the secondary road of Windsor Park. Three mature trees are located along the front boundary. The adjacent property along Windsor Park is a 2.5 storey semi detached dwelling. No. 224 Lisburn Road is a 2.5 storey building which has been converted to an office use. The site of this application falls within Malone Conservation Area – Sub Area A – Lisburn Road.

2.0 Planning Assessment of Policy and Other Material Considerations

2.1 Planning History: No specific planning history

2.2 Policy Framework

Belfast Metropolitan Area Plan 2015

Malone Conservation Area - Sub Area A: Lisburn Road.

Strategic Planning Policy Statement for N. Ireland (SPPS)

Good Design paras. 4.23 – 4.26

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

Policy AMP 1: Creating an Accessible Environment

Policy AMP 6: Transport Assessment

Planning Policy Statement 6: Planning, Archaeology and the Built Heritage

Policy BH 12: New development in a conservation area

Policy BH 14: Demolition in a conservation area

Planning Policy Statement (PPS) 7: Quality Residential Environments

Policy QD 1: Quality in New Residential Development

Planning Policy Statement 7 (PPS) Addendum: Safeguarding the Character of Established Residential Areas

Policy LC 1: Protecting Local Character, Environmental Quality and Residential Amenity

Planning Policy Statement (PPS) 12: Housing in Settlements

Planning Control Principle 2: Good Design

Policy HS 4: House Types and Size

Creating Places

Development Control Advice Notice 8: Housing in Existing Urban Areas

Development Control Advice Notice 15: Vehicular Access Standards Parking Standards

2.3 The site is located within Belfast's development limits as designated in Belfast Metropolitan Area Plan 2015. The site is located within a House in Multiple Occupancy (HMO) Policy Area as designated in the Houses in Multiple Occupancy Subject Plan for Belfast City Council Area 2015 (HMO Policy Area 2/14).

2.4 The Council's guiding principle in determining planning applications is that the development should be permitted, having regard to the development plan and all other material considerations, unless the proposal will cause demonstrable harm to interests of acknowledged importance (SPPS, para 3.8).

2.5 Principle of residential development

The proposed development is located within the settlement development limit of Belfast, and is in adherence with Policy SETT 2 as it is sensitive to the size and character of the settlement in terms of scale, form, design and use of materials. The dominant land use within this area of the

city is residential although there's a mixture of other uses within close proximity such as a commercial and retail properties, ecclesiastic buildings and a fire station. The last use for the building was in an office capacity. The building is currently vacant.

The proposed density of the development is not significantly higher than that found in the established residential area, as there is a mixture of densities present in the area. The pattern of development is in keeping with the overall character and environmental quality of the established residential area, and the scheme promotes a sustainable form of development by facilitating a high degree of integration with centres of employment, community services and public transport. There is no overriding reason why a residential use on the site is unacceptable.

2.6 Principle of new extension

In considering works to a historic property basic conservation principles apply - maximum retention of fabric, minimum intervention and clarity. PPS 6 (para 7.8) states that extensions will only be acceptable where they are sensitive to the existing building, in keeping with the character and appearance of the area etc. Extensions should be subsidiary to the building, of an appropriate scale, use appropriate materials and should normally be located on the rear elevations. The extension is minor in nature and consists of a ground floor extension along the eastern boundary. The Council's Conservation officer has no objection to the minor extension which will contain a small store and living space for apartment No. 3 as depicted on drawing No. 12B.

2.7 Proposals for new development in a Conservation area are subject to the requirements of Policy BH 12 of PPS 6 and QD1 of PPS 7. To prevent erosion of character from inappropriate development, any new proposals in Conservation Areas should meet the following criteria;

- (a) The development preserves or enhances the character and appearance of the area. The Conservation office has no objections to the proposal. Conversion to residential use will bring a vacant building back into use without altering the facade of the building. This will enhance the character of the area.
- (b) The development is in sympathy with the characteristic built form of the area; the only change to the form of the building is a minor alteration to the side and the demolition of rear stores. Limited views of this aspect are available to the public. The minor extension return is being is sympathetic to the building and surrounding character of the area.
- (c) The scale, form, materials and detailing of the development respects the characteristics of adjoining buildings in the area; the materials on the extension will match those of the existing building and are complimentary to the character of the conservation area.
- (d) The development does not result in environmental problems such as noise, nuisance or disturbance which would be detrimental to the particular character of the area; As stated above, the principle of residential use is acceptable and 9 apartments should not create anything more or less out of the ordinary for a proposal of this scale. EHO and Transport NI have no objections.
- (e) The development conforms to the guidance set out in Malone conservation area guidance document. The proposal has been designed with these principles in mind. There are no major changes to the front facade of the building. The design of the minor ground floor extension is considered acceptable.

2.8 Demolition

Under Article 105 of the Planning (NI) Act 2011, demolition control (conservation area consent) extends to removal of parts of buildings -

“(8) For the purposes of this section, any reference to demolition, in relation to a building to which this section applies, includes a reference to any structural alteration of that building where

the alteration consists of demolishing part of the building.” The demolition aspect of the proposal which concerns the rear stores and the conversion works are considered in this instance under the listed building consent application under LA04/2015/1426/LBC. Historic Buildings Unit was consulted and has no objections subject to conditions.

It is considered that the existing stores to the rear do not make a material contribution to the character of the Malone Conservation Area. The Council’s Conservation officer considers that this portion of the existing building could be demolished without harm to the distinctive character of the Conservation Area. The principle of demolition of the rear return is therefore considered acceptable in terms of PPS 6 Policy BH 14 Demolition in a Conservation Area.

2.9 Policy QD 1

PPS7 sets out the Council’s policies for achieving quality in new residential development. QD1 of the statement requires development to conform to all of the criteria stated (a-i).

(a) The proposed site shows a scheme which is sympathetic to the surrounding context. The proposal has respected the characteristic land form and the local townscape setting. The site is changing the use of an existing building which will be refurbished to accommodate a residential use. The massing and appearance of the buildings are considered to be in keeping with the character of the area even with the addition of a small side extension. With the new extension and reconfiguration of internal aspects of the building the floor space will increase by 22msq.

The proposed site layout allows for sufficient amenity space in a high density area. Bin storage has been provided to the rear and bicycle parking has been provided to the front which supports and will encourage a sustainable mode of transport for residents.

The apartments are served by communal entrances to the front of the building, leading to internal lift and stair cores to provide ease of access to upper floors. The vehicular access is 6 metres wide. A 2.4 metre footpath exists to the front of the building to eliminate the potential conflict between pedestrian and vehicular traffic.

The existing building is set back from the edge of the public road and this offers a level of defensible space for ground floor apartments. The retention of trees and a brick wall along the boundary will offer screening for the site.

(b) There are no features of archaeological importance to be protected. The proposal conforms to the built heritage in the sense that the layout and design of the proposal is in keeping with the character of the area. The scale, form, materials and detailing of the development respects the characteristics of adjoining buildings in the area. The scheme will not erode the character or amenity of the area and the proposal does not constitute over development.

(c) Amenity space for the proposed apartments is provided in the form of private rear yard on the ground floor with direct access to the bin storage area. An enclosed bin storage area will be located to the rear of the building and as a result will not have an impact on the streetscape.

(d) Private communal amenity space, car parking consisting of 9 in-curtilage spaces and bin storage is provided. A proposal of this nature warrants 13.5 car parking spaces but the 9 provided are satisfactory as the proposal is in a highly accessible location well served by public transport. Cycle parking spaces are also provided.

(e) Access points allow for the provision of walking and cycling into the site. Bicycle parking has

been provided. The site is within walking distance to bus stops along the Lisburn Road and Malone Road.

(f) PPS 3: Policies AMP 1 and AMP 6: DRD Transport NI is the authoritative body on road safety and transport issues. A parking statement and parking survey was submitted and assessed by Transport NI. Their consultation response dated 28.06.2016 stated they had no objection subject to conditions and are satisfied that on-street parking is available to serve the proposal without adversely impacting on traffic and road safety.

(g) The proposed scheme will draw upon the best local traditions of form, materials and detailing.

(h) The design and layout will not create conflict with adjacent land uses and there is no unacceptable adverse effect on existing properties in terms of overlooking, loss of light and overshadowing. The applicant removed the balconies facing No. 2 Windsor Park at the request of the Council. This was a concern raised by neighbours. The proposal will therefore not result in an unacceptable adverse effect in terms of overlooking into neighbouring properties.

(l) The site is defined by the existing wall along a public road. Access to the development will be secured via a security gate. This will ensure that the development is designed to deter crime and promote personal safety.

To conclude the proposal complies with the criteria set out under PPS7.

2.10 PPS 12:

Planning control principle 2 – Good Design: All new development should demonstrate a high quality of design, layout and landscaping. The proposal complies with relevant policy and guidance in PPS12. The proposal allows for an increase in density of housing without town cramming. The design of the development are of an acceptable form and scale and are in character with the area which has predominantly 2 to 3 storey terraced dwelling in HMO and apartment usage.

2.11 Creating Places:

The proposal complies with relevant policies in Creating Places. Sufficient amenity space will be provided. There is provision for access for bins to the rear of the development. Parking will be provided in curtilage.

2.13 Addendum to PPS7:

Policy LC1 – Protecting local character, environmental quality and residential amenity

- The proposed density is not significantly higher than that found in the locality
- Pattern of development is in keeping with overall character and environmental quality
- Dwelling unit is built to size in accordance with housing associations space standards

2.14 Space standards:

The proposal complies with Policy LC1 in that the proposed density is not significantly higher than that found in the established residential area. The pattern of development is in keeping with the overall character and environmental quality of the established residential area. The units meet the space standards requirements for 2 bedroom apartments. The proposals are all greater than the required 50-60m² standard illustrated in annex A of PPS 7 (addendum).

3.0 The proposal is in accordance with prevailing local and regional planning policy and that the density of development is consistent with the established built context of the local area. The scale, form and finishes of the buildings have been designed to take account of the Conservation area and the established built context of the area. Adequate provision has been made for amenity space and car parking to serve the apartments. The proposed development will provide a sympathetic redevelopment of the site and will restore the facade of the building. The building has been designed and arranged to minimise any adverse impact on the amenity of neighbouring properties. The proposed development will serve to enhance the streetscape of the area.

3.1 All statutory consultees are satisfied that the proposed development is in accordance with their guidelines and prevailing policy. Having regard to the policy context above, the proposal is considered acceptable, and planning permission is recommended.

Neighbour Notification Checked: Yes

Summary of Recommendation: Approval subject to conditions

Conditions

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. All mortar and pointing used for the repair of the historic fabric is to be a lime/sand mix with no cement additive.

Reason: In the interests of the built heritage.

3. All new windows in newly formed openings are to be timber sliding sash single glazed to replicate the existing historic windows in every detail.

Reason: In the interests of the built heritage.

4. Any existing windows beyond repair and requiring replacement to be replaced with timber sliding sash single glazed windows to replicate the existing historic windows in every detail. Extent of replacement to be agreed with HED prior to works commencing on site.

Reason: In the interests of the built heritage.

5. The development hereby permitted shall not be occupied until hard surfaced areas have been constructed within the site in accordance with the approved plan drawing No. 08B date stamped 17 June 2016. This area shall not be used at any time for any purpose other than for parking and movement of vehicles in connection with the approved development.

Reason: To ensure that adequate provision has been made for parking and traffic circulation within the site.

6. The vehicular access shall be provided in accordance with the approved plan drawing No. 08B date stamped 17 June 2016, prior to the commencement of any other works or other development hereby permitted.

Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.

7. The development shall not be occupied until secure and covered cycle parking facilities have been provided on the site. These facilities shall be permanently retained on the site.

Reason: To ensure acceptable cycle parking on the site and to encourage alternative modes of transport to the private car.

8. The development hereby permitted shall not be occupied until the existing redundant vehicular access has been permanently closed and the road properly reinstated to the satisfaction of Transport NI.

Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.

Notification to the Department:

Yes (Demolition in a Conservation Area and Listed Building Consent)

Representations from Elected Representatives:

None

ANNEX	
Date Valid	19.11.2015
Date First Advertised	26.11.2015
Date Last Advertised	26.11.2015
Date of Last Neighbour Notification	22.06.2016
Date of EIA Determination	N/A
ES Requested	No
Planning History None relevant	
Drawing Numbers 01, 02, 03, 04, 05, 06, 07a, 08b, 09, 10, 11, 12b,13b,14b, 15a	
Notification to Department (if relevant): Yes DFI to be notified prior to decision.	