

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 15th March 2018	
Application ID: LA04/2017/2082/LBC	
Proposal: Partial demolition of side and rear extension and internal alteration including amended floor levels, removal of internal partitions. New elevations to create an entrance to retail accommodation and restaurant uses. 3 storey (staircase) side extension. Lower ground, first and second floor side extension	Location: Masonic Hall 15 Rosemary Street Belfast BT1 1QA
Referral Route: Associated with major planning application LA04/2017/2126/F (Former Royal Exchange Scheme Phase 1B) and recommendation contrary to statutory consultee advice.	
Recommendation:	Grant consent subject to conditions
Applicant Name and Address: PG Ltd. 49 Berkeley Square London W1J5AZ	Agent Name and Address: Savills Embassy House Queens Avenue Bristol BS8 1SB
<p>Executive Summary:</p> <p>A pre-determination hearing was held on 13th February 2018. At the hearing officers presented details of the scheme in its context and provided an overview of the proposal. Committee received representations from Save CQ, Ulster Architectural Heritage Society and the First Presbyterian Church in objection to the application and from Savills and Consarc on behalf of the applicant in support of the application. The issues raised at the hearing have been considered in the assessment of this application.</p> <p>Members agreed at the pre-determination hearing to defer consideration of the application for a site visit which took place on 21st February 2018. Members viewed the building from Rosemary Street and from the rear of Central Halls. Members also viewed the building internally.</p> <p>Listed building consent is sought for the partial demolition of side and rear extensions and internal alterations including amended floor levels, removal of internal partitions, new elevations to create an entrance to retail accommodation and restaurant/cafe uses. A 3 storey (staircase) side extension incorporating a lower ground, first and second floor side extension is also proposed.</p> <p>The Masonic Hall is a listed building under reference HB26/50/196. There are additional listed buildings along Rosemary Street and surrounding streets including Central Halls, 37-39 Rosemary Street and the First Presbyterian Church, 41 Rosemary Street. The site is located within Belfast City Centre Primary Retail Core and falls within Belfast City Centre Conservation Area.</p> <p>6 representations of objection have been received. Issues raised are set out as follows:</p> <ul style="list-style-type: none"> • Proposal contrary to SPPS and PPS 6 and the North East Quarter Masterplan • Listed Building Consent (LBCs) must involve a complete review measured review against PPS 	

6 and the SPPS with specific regard to the impact on each building and the context of Phase 1B.

- The proposal for Phase 1B will have an adverse and cumulative impact on important listed buildings.
- The proposals would not serve to enhance and would significantly harm the character of the conservation area.
- The amended drawings do not appear to address concerns raised
- The proposed change of use of Masonic Halls is contrary to BH 7 and is likely with the associated alterations to harm character and detract from the cultural value of the buildings to the Rosemary Street Area. This is seen to be unnecessary.
- Elements of alterations proposed to Masonic Halls are contrary to BH 8 and BH 11.
- The advice of HED has previously been ignored and approvals granted regardless of proposals being detrimental to the architectural and historical significance of the building.
- Due weight must be given to the advice of statutory consultees and policy contained within PPS 6 and the SPPS.
- Uncharacteristic, modern style extension and new openings are proposed to the side of Masonic Hall which would, if approved, have a detrimental effect on the special architectural design of the building.
- Proposed new extension and openings are accompanied by significant, unsympathetic internal alterations to plan form and layout and circulation to the front and rear block of the building.
- Annotated plans show closing up of a substantial number of external openings to the existing rear and side of the building and significant internal works.
- Additional drawings indicate and confirm the level of substantive destruction of the interior of the listed building in more detail and reaffirm the proposal's lack of adherence to the SPPS and PPS 6.
- Assurance that the mural in the Masonic Hall, painted by John Luke, will not be damaged by the proposed works.
- Piecemeal applications to alter important listed buildings
- Advice of statutory consultee ignored
- Recommend Development Management Practice Note 2 'Historic Environment' be reviewed by staff/members
- Proposal will adversely impact on the setting of significant listed buildings.
- Application significantly departs from extant approval and North East Quarter Masterplan
- Loss of historic street and public right of way reduces permeability
- Contrary to Designation CC009 in BMAP and historic building policies – enhancement to conservation area queried.

The key issues to be considered are:

- Principle of demolition/development
- Impact on the Conservation Area
- Impact on the listed building and setting of listed buildings

Recommendation

Having regard to the development plan context, relevant planning policies and other material considerations including the issues raised in the objections and the extant planning permission to which significant weight is applied the proposed development is considered acceptable.

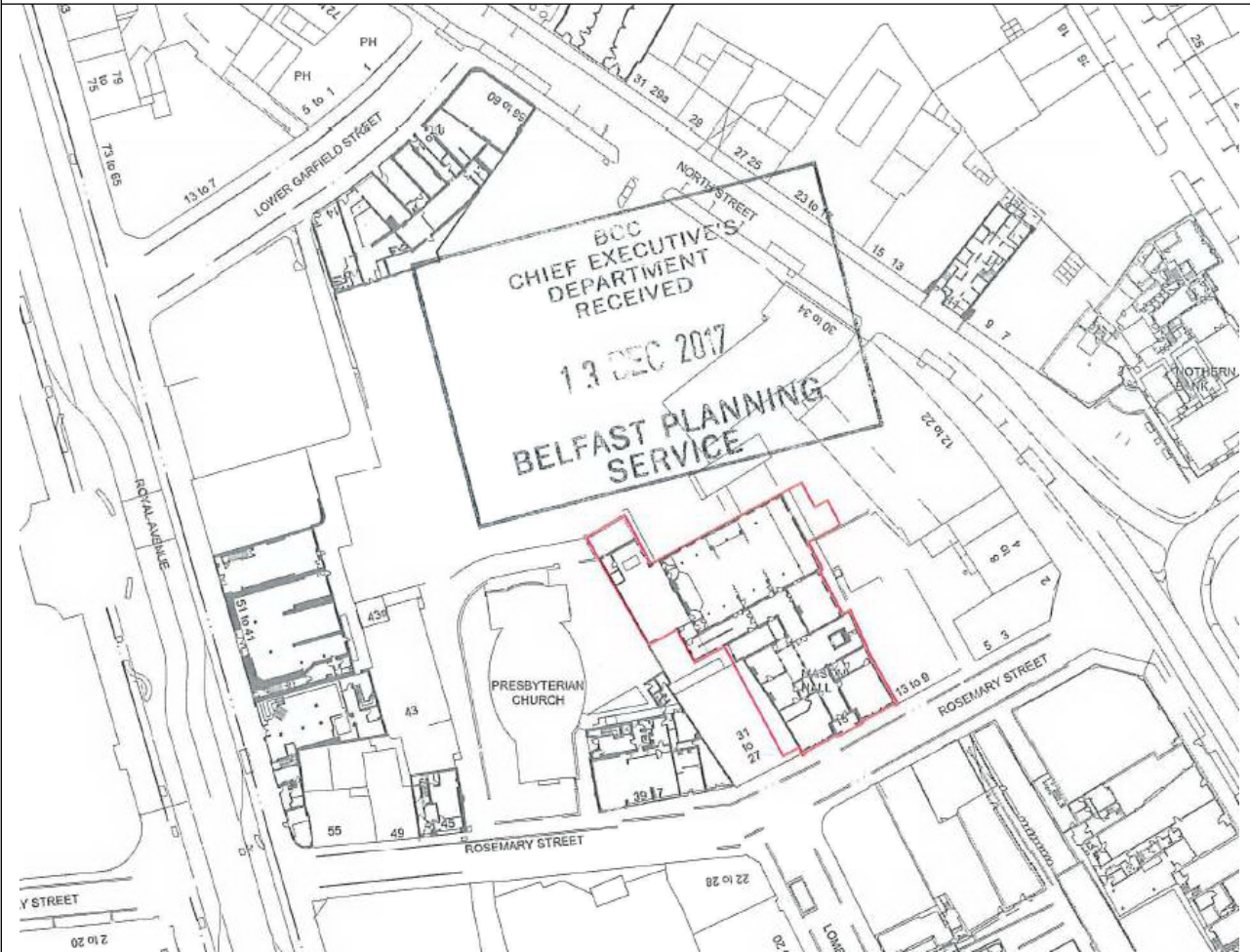
It is recommended that consent be granted subject to conditions set out in the case officer's report and that the consent be linked to the proposals for Phase 1B (Ref: LA04/2017/2126/F) through a Section 76 Agreement.

It is requested that authority is delegated to the Senior Authorised Planning Officer, in consultation with the City Solicitor, to negotiate the terms of the Agreement and to determine the final wording of conditions.

If members are minded to approve the application, the Council will be required to notify DFI given the significant objection from HED in accordance with Section 89 of the Planning Act (Northern Ireland) 2011.

Case Officer Report

Site Location Plan



Existing Rosemary Street Elevation

Proposed Rosemary Street Elevation



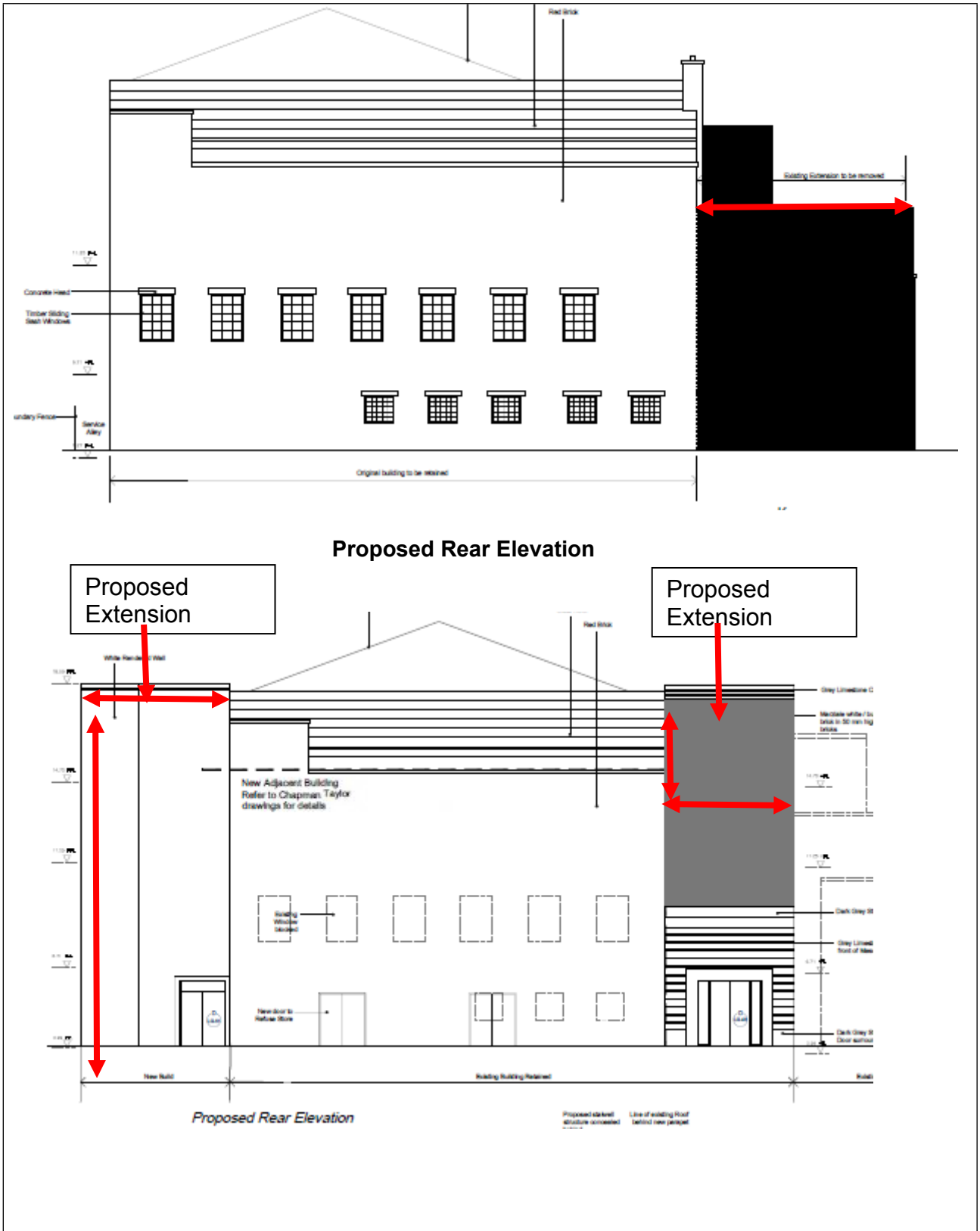
Proposed extension



Existing Rear Elevation

Extension to be demolished





Representations:	
Letters of Support	None Received
Letters of Objection	6
Number of Support Petitions and signatures	No Petitions Received
Number of Petitions of Objection and	No Petitions Received

signatures	
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Characteristics of the Site and Area	
1.0	<p>Description of Proposed Development</p> <p>The proposal is for the partial demolition of side and rear extensions and internal alteration including amended floor levels, removal of internal partitions. New elevations to create an entrance to retail accommodation and restaurant uses. 3 storey (staircase) side extension and a lower ground, first and second floor side extension.</p>
2.0	<p>Description of Site</p> <p>The site, identified as No. 15 Rosemary Street, Belfast, is linked to planning application reference LA04/2017/2126/F. It comprises the Masonic Hall, a three storey classical grey stoned building with fluted pillars supporting a triangular pediment. The Masonic Hall, is a listed building under reference HB26/50/196. There are additional listed buildings along Rosemary Street and surrounding streets.</p> <p>The site is located within Belfast City Centre Primary Retail Core and falls within Belfast City Centre Conservation Area.</p>

Planning Assessment of Policy and other Material Considerations	
3.0	<p>Planning History</p> <p>Z/2010/1532/F - Demolition, redevelopment and part change of use of existing buildings to create mixed use development comprising retail, offices, café/bar use, 2no. retail pavilions, 205 apartments including 6 no. live/work units, with associated energy centre, service areas and above ground car parking, cultural/arts centre, hotel, 2-level basement car park and associated access and circulation, creation of new streets and public spaces, reconfiguration of Writers Square, public realm works, landscaping and associated site and road works. Application also comprises works to restore, alter and extend listed buildings and facades and partial demolition of North Street Arcade retaining its facades, partial reconstruction of end blocks and reconstruction of rotunda on original location. Proposed development at lands bounded by nos. 31-101 Royal Avenue, Church Street, William Street, Writers Square Nos 40 to 16 Donegall Street, No.2 Waring Street, 1-21 Bridge Street, Nos 2-18 High Street, Nos 1-27 Lombard Street, Nos 33 to 55 Rosemary Street and including North Street and Nos 2-14 Lower Garfield Street. Permission granted 11 October 2012.</p> <p>Z/2010/1509/LBC - Partial demolition of side and rear extension and internal alterations including amended floor levels, circulation cores and removal of internal partitions to allow level access from the side of the building. New elevation created as a result of the demolition of the adjacent building to create an entrance to retail accommodation and restaurant use, Masonic Hall 15 Rosemary Street Belfast BT1 1QA. Permission granted 11 October 2012.</p> <p>LA04/2016/2327/F - Application to Vary conditions 2-4 (demolition and construction), 6, 8-13 (traffic and parking), 14-18 (contaminated land), 21-22, 25, 27, 29 (landscaping), 30-31 (archaeology) and 33 (environmental designations) of planning permission Z/2010/1532/F for the demolition, redevelopment and part change of use of existing buildings to create mixed use development known as Royal Exchange, comprising retail, offices, café/bar use, apartments, car parking, cultural/arts centre, hotel and associated access and circulation and public realm works, including restoration, alteration and extension of listed buildings. Lands bounded by Nos. 31-101 Royal</p>

	<p>Avenue, Church Street, William Street, Writers Square, Nos. 40 to 16 Donegall Street, No. 2 Waring Street, 1-21 Bridge Street, Nos. 2-18 High Street, Nos 1-27 Lombard Street and Nos. 2-14 Lower Garfield Street, Belfast. Permission granted 23 Jan 2017.</p> <p>LA04/2016/1528/LBC - Partial demolition of side and rear extension and internal alterations including amended floor levels, circulation cores and removal of internal partitions to allow level access from the side of the building. New elevation created as a result of the demolition of the adjacent building to create an entrance to retail accommodation and restaurant use. Masonic Hall 15 Rosemary Street BT 1 1QA. Permission granted 23 Jan 2017.</p> <p>LA04/2017/2126/F - Redevelopment including the construction of a new six storey building on the existing surface level car park and part change of use to create a mixed use development comprising retail units, restaurants and cafes, residential units, offices, church and related community floor space, new streets and public realm works. Demolition of 53 Royal Avenue and 27-31 Rosemary Street and restoration of Central Halls (37-39 Rosemary Street), Masonic Hall (15 Rosemary Street), 43/43a Rosemary Street and retention of 30-34 North Street. Decision Pending.</p> <p>LA04/2017/2341/O - Application for outline planning permission for demolition, redevelopment to create a mixed use development comprising retail, offices, café/restaurant uses, residential apartments, including private rented sector units, hotel use, community uses, car parking, associated access, servicing and circulation arrangements, an energy centre, the creation of new streets, the reconfiguration of Writers Square, public realm works, landscaping and associated site and road works. The application also proposes works to alter listed buildings, restoration of retained listed buildings and facades, and partial demolition of North Street Arcade, retaining its facades. Details of proposed access arrangements are also provided, Land Bounded by Royal Avenue, York Street and Church Street to the North, Royal Avenue to the west Rosemary Street and High Street to the south and Donegall Street to the east. The site is located approximately 300m west of Laganside Bus Station 300m northeast of city hall and 900m northwest of Central Train Station. A triangle of land bounded by Royal Avenue Lower Garfield Street and North Street lies outside the application site boundary. Application under consideration.</p> <p>LA04/2017/2347/LBC - Partial demolition of side rear extension and internal alterations including amended floor levels, removal of internal partitions, new elevations to create an entrance (staircase) side extension. Lower ground, first and second floor side extension, Masonic Hall, 15 Rosemary Street, Belfast, BT1 1QA.</p>
4.0	Policy Framework
4.1	<p>Regional Development Strategy (RDS) 2035 Belfast Urban Area Plan (BUAP) 2001</p> <p>Draft Belfast Metropolitan Area Plan (dBMAP) 2015</p>
4.2	<p>Strategic Planning Policy Statement for Northern Ireland (SPPS)</p> <ul style="list-style-type: none"> • Listed Buildings Paras. 6.12 – 6.13 • Conservation Areas Paras. 6.18 – 6.19 <p>Planning Policy Statement 6 (PPS 6): Planning, Archaeology and the Built Heritage</p> <ul style="list-style-type: none"> • Policy BH 7: Change of Use of a Listed Building • Policy BH 8: Extension or Alteration of a Listed Building • Policy BH 10: Demolition of a Listed Building

	<ul style="list-style-type: none"> • Policy BH 11: Development affecting the Setting of a Listed Building
5.0	Assessment
5.1	<p>Statutory Consultees Responses</p> <ul style="list-style-type: none"> • Historic Environment Division (HED) - Objection <p>Non Statutory Consultees Responses</p> <ul style="list-style-type: none"> • Council's Conservation Officer – No objection <p>Representations</p> <p>The application has been neighbour notified and advertised in the local press. 6 representations of objection have been received raising the following issues:</p> <ul style="list-style-type: none"> • Proposal contrary to SPPS and PPS 6 and the North East Quarter Masterplan. • LBCs must involve a complete review measured review against PPS 6 and the SPPS with specific regard to the impact on each building and the context of Phase 1B • The proposal for Phase 1B will have an adverse and cumulative impact on important listed buildings. • The proposals would not serve to enhance and would significantly harm the character of the conservation area. • The amended drawings to not appear to address concerns raised • The proposed change of use of Masonic Halls is contrary to BH 7 and is likely with the associated alterations to harm character and detract from the cultural value of the buildings to the Rosemary Street Area. This is seen to be unnecessary. • Elements of alterations proposed to Masonic Halls are contrary to BH 8 and BH 11. • The advice of HED has previously been ignored and approvals granted regardless of proposals being detrimental to the architectural and historical significance of the building. • Due weight must be given to the advice of statutory consultees and policy contained within PPS 6 and the SPPS. • Uncharacteristic, modern style extension and new openings are proposed to the side of Masonic Hall which would, if approved, have a detrimental effect on the special architectural design of the building. • Proposed new extension and openings are accompanied by significant, unsympathetic internal alterations to plan form and layout and circulation to the front and rear block of the building. • Annotated plans show closing up of a substantial number of external openings to the existing rear and side of the building and significant internal works. • Additional drawings indicate and confirm the level of substantive destruction of the interior of the listed building in more detail and reaffirm the proposal's lack of adherence to the SPPS and PPS 6. • Assurance that the mural in the Masonic Hall, painted by John Luke, will not be damaged by the proposed works. • Piecemeal applications to alter important listed buildings • Advice of statutory consultee ignored • Recommend Development Management Practice Note 2 ' Historic Environment' be reviewed by staff/members • Proposal will adversely impact on the setting of significant listed buildings. • Application significantly departs from extant approval and North East Quarter Masterplan • Loss of historic street and public right of way reduces permeability • Contrary to Designation CC009 in BMAP and historic building policies – enhancement

to conservation area queried

The representation of objection submitted by Sara Duncan seeks assurance that the mural in the Masonic Hall, painted by John Luke, will not be damaged by the proposed works.

The issues raised in the objections have been considered in the assessment of the proposal which is set out below.

Other Material Considerations

- Belfast City Centre Conservation Area Guide

Overview

This listed building consent is associated with planning application LA04/2017/2126/F and is linked to it. Concerns were raised regarding the complexity of applications associated with the development. The Masonic Hall, 15 Rosemary Street is a listed building and a separate listed building consent application is required under statute to accompany the full planning application.

HED Consideration

HED has been consulted and has advised that it does not consider the proposal to conform to any recognised principals of conservation. However it recognises that what is proposed is similar to previous listed building consents under planning references Z/2010/1509/LBC and LA04/2016/1528/LBC. Notwithstanding this, HED is concerned with the proposals and the lack of detail, but notes that a number of changes to the proposal since the previous approvals (internal waste storage area, new flight of stairs within the new side extension at first floor level and proposed stairwell at the north-east gable) do not represent any demonstrable further harm to the listed building beyond that which has previously been granted. It advises that there are inaccuracies in the drawings and notes that the quality of the finish materials on portions of the new-build have been reduced. Further drawings have been received to correct inaccuracies and HED has confirmed that the drawings accurately depict the proposals. HED also note that the formation of the new Upper Lombard Street will require demolition of part of the Masonic Hall and adjoining building. It advises that should the Council be minded to approve the application under consideration and its accompanying full application, that it would request a Section 76 agreement to control the phasing of work, but that the agreement should not include completion of the internal works. Finally, HED has also provided conditions to accompany the LBC application should the Council approve it.

Conservation Area Consideration

The Council's Conservation Officer was consulted and has offered no objection to the proposal.

Principle of Demolition

The principal for demolition and associated works to the Masonic Hall has been established by the approvals granted under planning application references Z/2010/1532/F, Z/2010/1509/LBC, LA04/2016/2327/F and LA04/2016/1528/LBC.

Phase 1A of the consented scheme has commenced which in effect means that the planning permission for the consented scheme remains live.

Impact on the Conservation Area, Listed Building and Listed Building Setting

The proposed works to the Masonic Hall include the partial demolition of the side and rear extension with the addition of new doorways and the build-up of existing window openings. Internal alterations provide for the amendment of floor levels, the removal of

walls and doors, and provision for a level access to the side of the building from the proposed Upper Lombard Street. Further partial demolition works are proposed to the external wall along the proposed Upper Lombard Street, to facilitate openings as part of a three storey extension incorporating a new entrance and stairwell/lift area. A second three storey extension finished in white render is proposed to the rear to accommodate a stairwell/lift area. The extension along the new Upper Lombard Street is to be finished in grey limestone to match the front of the Masonic Hall, with a dark grey stone plinth and door surround and aluminium window frames. Above the first floor a white/buff brick is proposed with a grey limestone cornice detail along the Rosemary Street façade. It is considered that the palette of materials proposed are appropriate to the heritage setting of the church and other nearby listed buildings and it is not considered that the proposal will have a negative impact on the immediate setting of the Masonic Hall or the wider setting which includes a number of listed buildings (central Halls, First Presbyterian Church). Contrary to concerns raised, it is considered that the proposal will provide enhancement and be of benefit to the Conservation Area.

The extension along the new Upper Lombard Street will be set back from the existing front elevation along Rosemary Street and provides for an active frontage along the Upper Lombard Street elevation. The scale, massing and height of the proposed extensions will not detract from the listed building but will enhance and improve the quality and appearance of the building particularly when viewed from the rear which will be opened up to public views and along the proposed Upper Lombard Street. A change of use of the building is also proposed with retail units accommodated at ground, first and second floor levels, and restaurant/café uses proposed on the second and third floors along with ancillary space. The changes of use is considered acceptable and the proposed uses will secure the ongoing maintenance and upkeep of the listed buildings.

It is considered that the change of use is appropriate to secure the survival of the building and that the character, architectural and historic interest of the building will be preserved and enhanced. The original Masonic Hall which contains the John Luke mural is to be retained. The retention of the mural will be secured via a condition as recommended by HED.

In weighing up the concerns raised by HED and objectors the extant permission which permitted development not significantly different from what is currently proposed is considered to have determining weight.

Other Issues

The phasing plan submitted as part of the full associated planning application (LA04/2017/2126/F) includes works to the Masonic Hall over three phases. HED is satisfied that a logical approach has been applied. Phasing of the overall development is to be secured through a Section 76 Agreement.

Objections raised concerns that the proposals were contrary to the North East Quarter Masterplan (2005) produced by the former Department for Social Development (DSD). Whilst this masterplan is a material consideration which has been taken into account in the assessment of this proposal it is not a statutory plan and does not therefore have significant weight in the determination of this application. In weighing up all the material considerations relevant to this application the extant permission is considered to be determining.

Review of the 'Development Management Practice Note 5 – Historic Environment' produced by DFI was recommended in objections. This guide which provides advice and deals primarily with procedures as well as good practice associated with proposals affecting listed buildings, conservations area and other designations relating to the

	<p>historic environment. This application has been assessed in compliance with this Practice Note.</p> <p>Concerns were raised regarding the loss of historic street/right of way within the site. The proposal seeks to create a new façade onto a proposed street (Upper Lombard Street) which will result in a high quality link through the site increasing permeability and connectivity to the wider area.</p>
5.2	<p>Having regard to the policy context and other considerations above, the proposal is considered acceptable. It is deemed to comply with the development plan context and planning policy. Planning permission is recommended subject to conditions and a Section 76 agreement.</p> <p>It is requested that authority is delegated to the Senior Authorised Planning Officer, in consultation with the City Solicitor, to negotiate the terms of the Agreement and to determine the final wording of conditions.</p>
6.0	<p>Summary of Recommendation: Grant consent subject to conditions</p>
7.0	<p>Conditions</p> <ol style="list-style-type: none"> 1. The works hereby permitted shall be begun not later than the expiration of 5 years beginning with the date on which this consent is granted. <p>Reason: As required by Section 94 of the Planning Act (Northern Ireland) 2011</p> 2. No work shall commence on site until samples of the ashlar stone and clay brick for the new walling have been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed samples. <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> 3. No work shall commence on site until 1.0m² sample panels of the agreed ashlar stone and 1.0m² sample panels of the agreed clay brick have been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed sample panels. <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> 4. No work shall commence on site until details of all works to the walls, floors, ceilings and roofs have been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed details. <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> 5. No work shall commence on site until details of the treatment of all new openings and all blocked-up/amended existing openings have been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed details.

	<p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> <p>6. No work shall commence on site until details of the new lantern over the existing light well have been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed details.</p> <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> <p>7. No work shall commence on site until a door schedule detailing works to existing doors and details of all new doors has been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed details.</p> <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> <p>8. No work shall commence on site until details of all new joinery has been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed details.</p> <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> <p>9. The John Luke mural must be kept in a stable environment and protected in situ from damage, dust and adverse levels of humidity during the works. No work shall commence on site until a method statement describing how the mural will be maintained in a stable and safe environment and details of the protection measures have been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed method statement and details.</p> <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p> <p>10. No work shall commence on site until a demolition method statement, detailing how the demolitions (including the demolition of the neighbouring buildings) will be carried out without adversely affecting the structural stability of the remaining historic fabric and without damaging the historic fabric proposed for retention, has been submitted to and agreed in writing with the Council in conjunction with Historic Environment Division, and all work shall conform to the agreed method statement.</p> <p>Reason: To ensure the implementation of satisfactory works to a listed building and in the interests of the Belfast City Centre Conservation Area.</p>
8.0	<p>Notification to Department (if relevant) If members are minded to approve the application, the Council will be required to notify DFI given the significant objection from HED in accordance with Section 89 of the Planning Act (Northern Ireland) 2011.</p>
9.0	<p>Representations from Elected members: None</p>

ANNEX	
Date Valid	12th September 2017
Date First Advertised	29th September 2017
Details of Neighbour Notification (all addresses) Not applicable	
Date of Last Neighbour Notification	Not applicable
Drawing Numbers: 01b, 02A, 03B, 04A, 05A, 06A, 07A, 08A, 09A, 10B, 11B, 12B, 13B, 14B, 15B, 16B, 17B, 18A, 19B, 20.	