

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 15th March 2018	
Application ID: LA04/2017/2120/LBC	
Proposal: Demolition of rear return and construction of 5 storey rear extension consisting ground floor retail unit and 6 apartments above. Reconfiguration of ground floor retail units and 1st floor double height assembly hall. Elevation changes	Location: Central Halls 37-39 Rosemary Street Belfast BT1 1QB
Referral Route: Associated with major planning application LA04/2017/2126/F (Former Royal Exchange Scheme Phase 1B)	
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. Members also viewed the building internally.</p> <p>Listed building consent is sought for the demolition of a single storey rear return and construction of 5 storey rear extension consisting of a ground floor retail unit and 6 apartments above. The proposal also includes reconfiguration of ground floor retail units and 1st floor double height assembly hall with elevational changes.</p> <p>The Central Halls is a listed building under reference HB26/50/300. There are additional listed buildings along Rosemary Street and surrounding streets including the Masonic Hall, 15 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>Planning permission was previously granted for a comprehensive development scheme (Z/2010/1532/F and LA04/2016/2327/F) which included this site. Since the granting of permission for the first application Central Halls was listed in August 2015. The latter application was accompanied by an associated listed building consent relating to this site (LA04/2016/1529/LBC) which approved a similar scheme to that currently proposed.</p>	

6 objections have been received. Issues raised in the objections are set out below:

- Proposal contrary to the SPPS, Policies BH8 (Extension & Alteration to a Listed Building), and BH 11 (Development affecting the setting of a listed building), BH 14 (Demolition in a Conservation Area) and BH12 (New Development in a Conservation Area) of PPS 6 and the North East Quarter Masterplan
- Listed Building Consents (LBCs) must involve a complete review measured 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 Central 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. Re-use of the building should not be seen to balance against the development of other development that will cause harm to the conservation area.
- Elements of alterations proposed to Central Halls are contrary to BH 8 and BH 11.
- The extension of Central Hall will cause damage to the setting of Rosemary Presbyterian Church and block views if its oval plan form.
- Only 5 apartments proposed – no information on tenure/affordability, no social housing
- 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.
- First Presbyterian Church requirements for parking for the elderly and disabled, appropriate Boundary treatments/defensible space, transition arrangements for vehicle access and parking, security/lighting
- No agreement between FPC and developer in place for scheme to be delivered/Lack of communication from the developers

All matters raised in the objections have been taken account of in assessing the proposal.

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

The proposal has been assessed against relevant planning policy and complies with the policy.

Recommendation

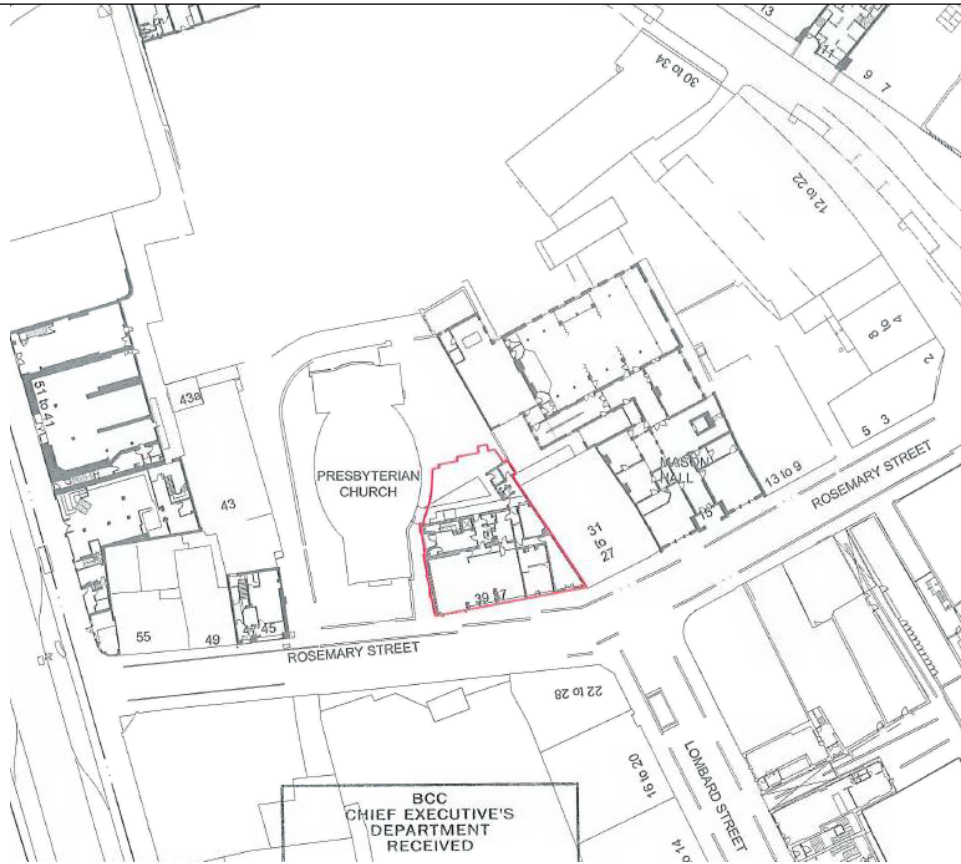
Having regard to the development plan context, relevant planning policies and other material considerations including the issues raised in the objections and the extant planning permission to which significant weight is applied the proposed development is considered acceptable.

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.

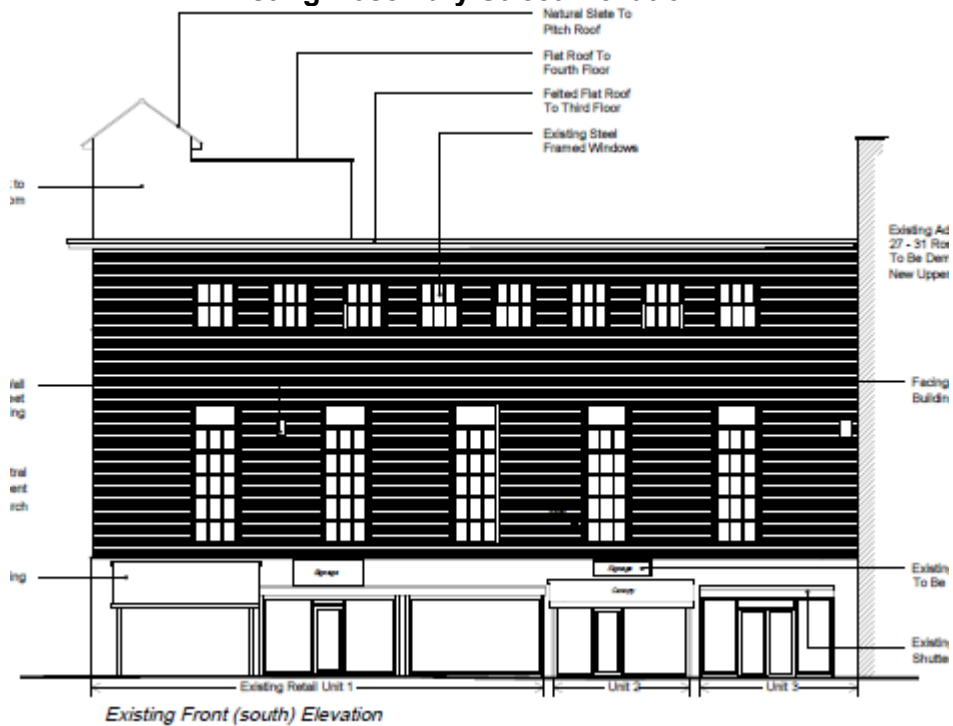
It is requested that authority is delegated to the Senior Authorised Planning Officer, in consultation with the City Solicitor, to negotiate the terms of the Agreement and to determine the final wording of conditions.

Case Officer Report

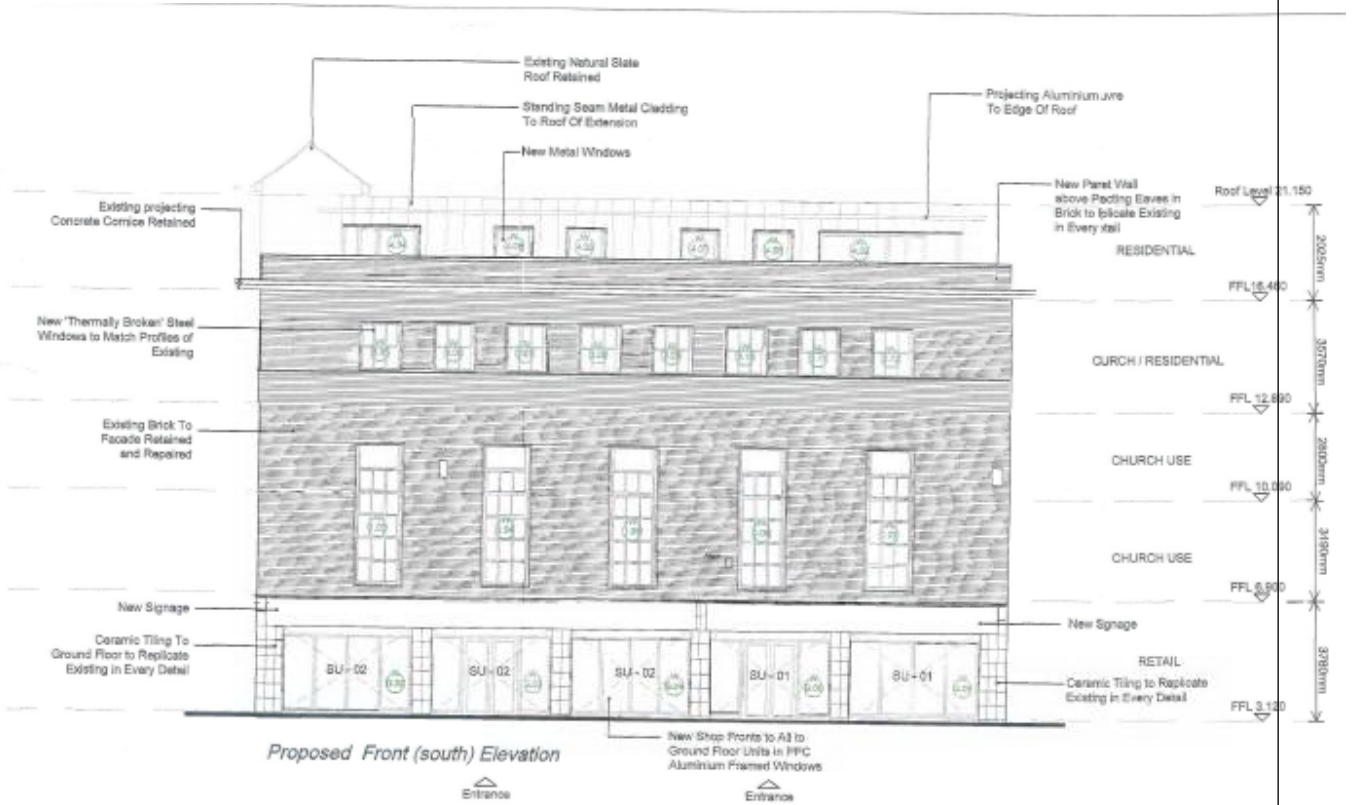
Site Location Plan



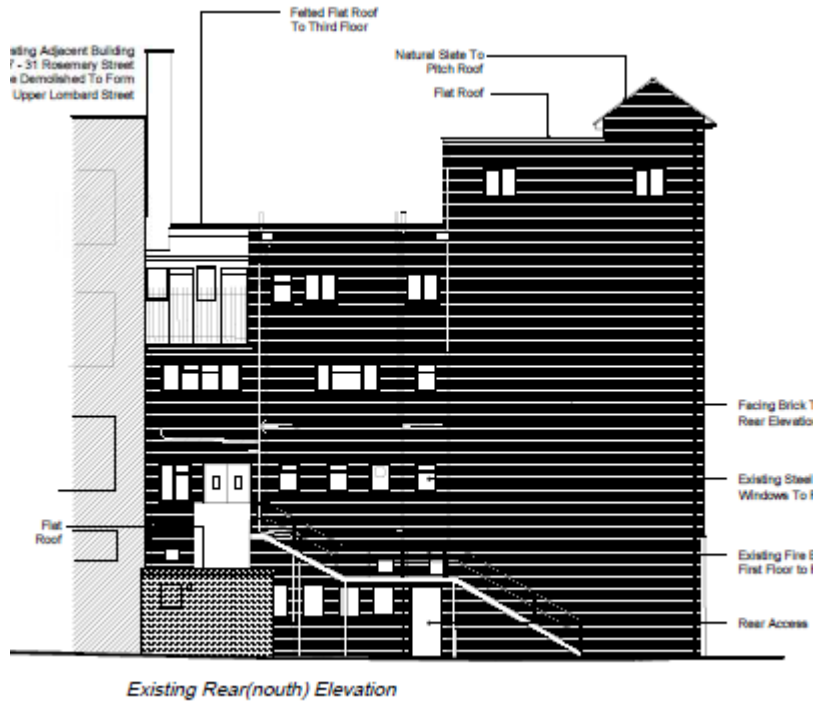
Existing Rosemary Street Elevation



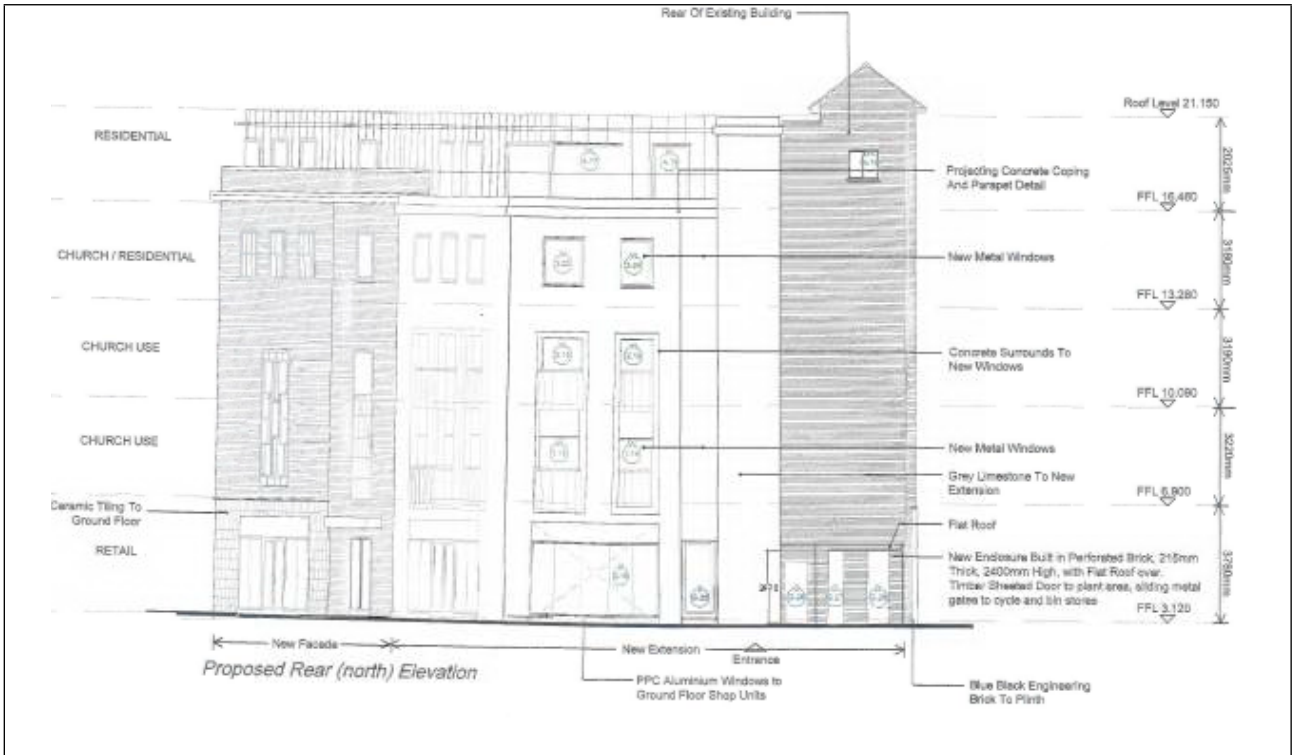
Proposed Rosemary Street Elevation



Existing Rear Elevation



Proposed Rear Elevation



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 signatures	No Petitions Received

Characteristics of the Site and Area	
1.0	<p>Description of Proposed Development</p> <p>The proposal is for the demolition of a rear return and construction of a 5 storey rear extension consisting ground floor retail unit and 6 apartments above. Reconfiguration of ground floor retail units and 1st floor double height assembly hall and elevation changes are also proposed.</p>
2.0	<p>Description of Site</p> <p>The site, identified as No's. 37-39 Rosemary Street, Belfast, is linked to planning application reference LA04/2017/2126/F. It comprises Central Halls, a four storey property with part double height assembly hall space to the first floor. Central Halls is finished in red brick and contains ground floor retail units.</p> <p>The Central Halls is a listed building under reference HB26/50/300. 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 and within a zoned Development Opportunity Site CC017 as set out in BMAP.</p>

Planning Assessment of Policy and other Material Considerations

3.0

Planning History

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, 2 no. 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.

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 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.

LA04/2016/1529/LBC – Retains, conversion and extension of the Central Hall building to provide retail to the ground level with church uses in the double height space to part of the first floor which is created by careful insertion of a of a new mezzanine level. The new mezzanine has the floor plates set back from the existing double height windows fronting onto Rosemary Street and overlooking the church front façade and residential to the Rosemary Street and overlooking the church front façade and residential to the upper levels and rear extension. A new linking residential storey above the existing frontage constructed in a contrasting in a lightweight zinc metal cladding. Central Hall 37-39 Rosemary Street, Belfast, BT1 1 QB. Permission granted 23 Jan 2017.

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 (Amended plans and further information received). Decision Pending.

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.

	<p>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>LA04/2017/2346/LBC – Demolition of rear return and construction of 5 storey rear extension, Central Halls, 37-39 Rosemary Street, Belfast, BT1 1QB Application under consideration.</p>
4.0	Policy Framework
4.1	<p>Regional Development Strategy (RDS) 2035 Belfast Urban Area Plan (BUAP) 2001 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 8: Extension or Alteration of a Listed Building • Policy BH 11: Development affecting the Setting of a Listed Building • Policy BH 12: New Development in a Conservation Area
5.0	Assessment
5.1	<p>Statutory Consultees Responses</p> <ul style="list-style-type: none"> • Historic Environment Division (HED) – No 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 objections have been received. Issues raised in respect of this application are set out as follows:</p> <ul style="list-style-type: none"> • Proposal contrary to the SPPS, Policies BH8 (Extension & Alteration to a Listed Building), and BH 11 (Development affecting the setting of a listed building), BH 14 (Demolition in a Conservation Area) and BH12 (New Development in a Conservation Area) of PPS 6 and the North East Quarter Masterplan. • LBCs must involve a complete review measured 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 Central 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. Re-use of the building should not be seen to balance against the development of

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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. Central Halls, 37-39 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 considers that the proposal satisfies Paras. 6.12 & 6.13 of the SPPS as well as Policies BH 8 and BH 11 of PPS 6.

Conservation Area Consideration

The Council’s Conservation Officer has been consulted and has offered no objection to the proposal.

Principle of Demolition

The principal for demolition and associated works to Central Halls has been established by the approval granted under planning application references Z/2010/1532/F, LA04/2017/2327/F and LA04/2016/1529/LBC.

Phase 1A of the consented scheme has commenced which in effect means that the planning permission for the consented scheme remains live and therefore the consented scheme could be developed in phases.

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

The proposed works to Central Halls include the partial demolition of the existing single

storey rear extension and provision of a new five storey rear extension to facilitate a single storey bin and cycle store, provide ground floor café use and accommodate 6 No. apartments in conjunction with the addition of a fourth floor level to the existing building. The amount of housing proposed within the wider development and the tenure of proposed units is appropriately considered in the associated report (LA04/2017/2126/F).

The restaurant/café and the apartments within the rear extension will face onto Upper Lombard Street and Church Square. Reconfiguration of the ground floor areas will facilitate 2 No. retail units facing onto Rosemary Street together with a plant space and access along the western elevation. The existing church entrance along the western elevation, providing access to the first floor, will be retained along with the double height Assembly Hall space on the first floor and the existing third floor apartment for church use. A new elevation along the new Upper Lombard Street will be provided in response to the proposed demolition of the adjacent building at No. 27-31 Rosemary Street.

The five storey extension will be finished in grey limestone while the new elevation along Upper Lombard Street will be constructed in brick to match the finishes of the existing building with window details to replicate those currently present on the buildings western elevation. Ceramic tiling in keeping with the western elevation is proposed to a new shopfront at ground floor level along Rosemary Street. The fourth floor extension will be finished in metal cladding with metal window frames. It is considered that the materials used are appropriate to the heritage setting of the church and other nearby listed buildings and it is not considered that the proposed finishes will have a negative impact on the wider setting.

The new single storey extension for bin/cycle storage will be finished in a perforated brick with a flat roof over and sliding metal gates. The secure bin/cycle store had been designed to sit discreetly to the side of Central Halls. The western elevation of this extension is curved to respect the built form of the adjoining listed church. There will be no through route from the western side of Central Halls to Rosemary Street as the area around the front and side of the Church will be secured by gates/railings. Appropriate lighting will increase security to the side of Central Halls and adjacent to the First Presbyterian Church and final street lighting details are to be secured through a recommended condition.

The fourth floor extension is set back from the edge of the building along Upper Lombard Street and Rosemary Street. The fourth floor extension will have a flat roof to limit its height and will be bounded by a parapet wall proposed on top of the existing building, including the elevation to be created along Upper Lombard Street. The visual impact of the fourth floor extension will therefore be minimised by the fact that it is setback from the edge of the building and the positioning of the proposed parapet wall. The new elevation along Upper Lombard Street provides for an active frontage leading to a new civic space called Church Place/Square. It is considered that the extensions and alterations will retain the essential character of the building and its setting and that it will enhance the character and appearance of the conservation area.

Concerns were raised that the extension would block views of the adjoining listed church. At present views of the oval form of the church from the side and rear are limited due to restricted access. The opening up of the area to the rear of Central Halls and the First Presbyterian Church along with the introduction of new streets will allow a greater appreciation of the oval form of the church and of central Halls and the Masonic Hall from the side and rear which is currently limited.

HED and the Council's Conservation Officer have been consulted and have offered no objection to the proposal.

	<p>Other Issues</p> <p>Concerns were raised regarding the ongoing requirements of the adjacent First Presbyterian Church in terms of access and parking arrangements, security, boundary treatments and defensible space. These issues are appropriately considered under application LA04/2017/2126/F and LA04/2017/2081/LBC.</p> <p>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.</p> <p>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 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 and 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 condition</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>
8.0	<p>Notification to Department (if relevant) None</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
Planning History See section 3.0	
Drawing Numbers: 01B, 02A, 03A, 04A, 05A, 06A, 07A, 08A.	