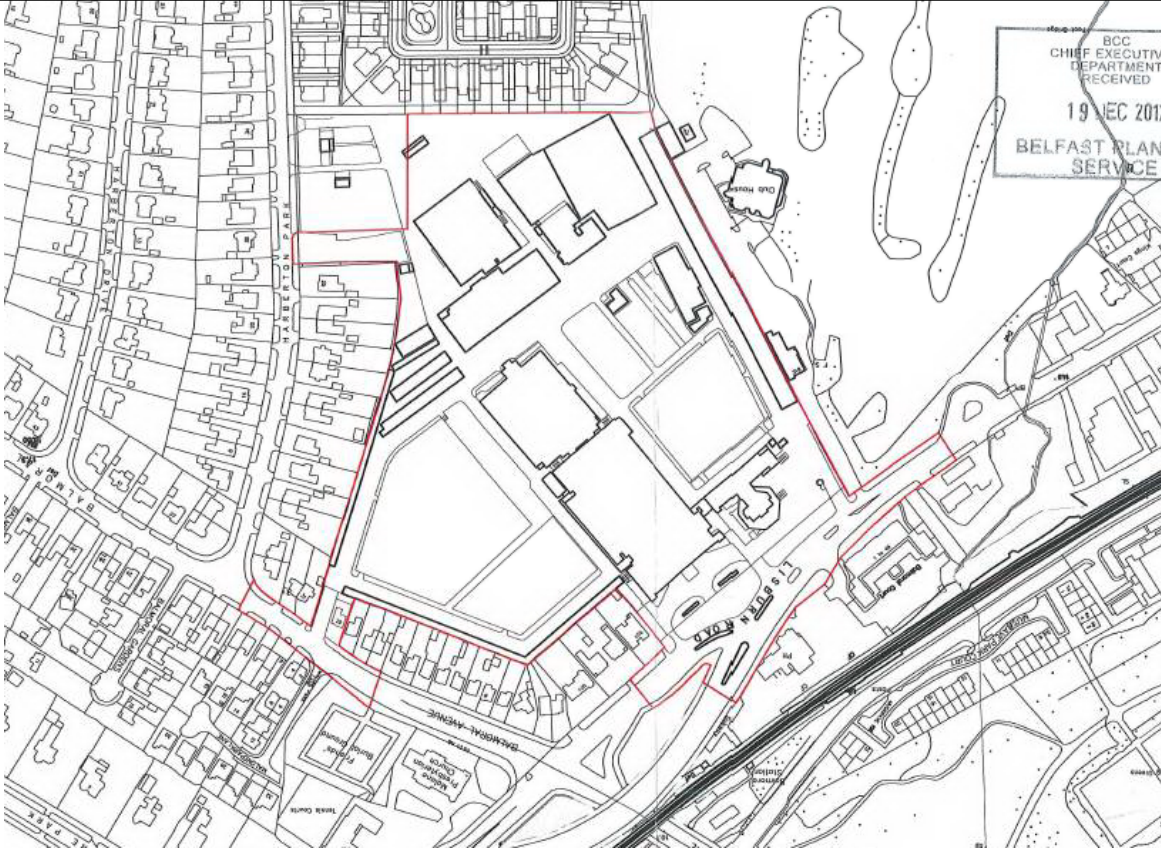


Development Management Officer Report Committee Application

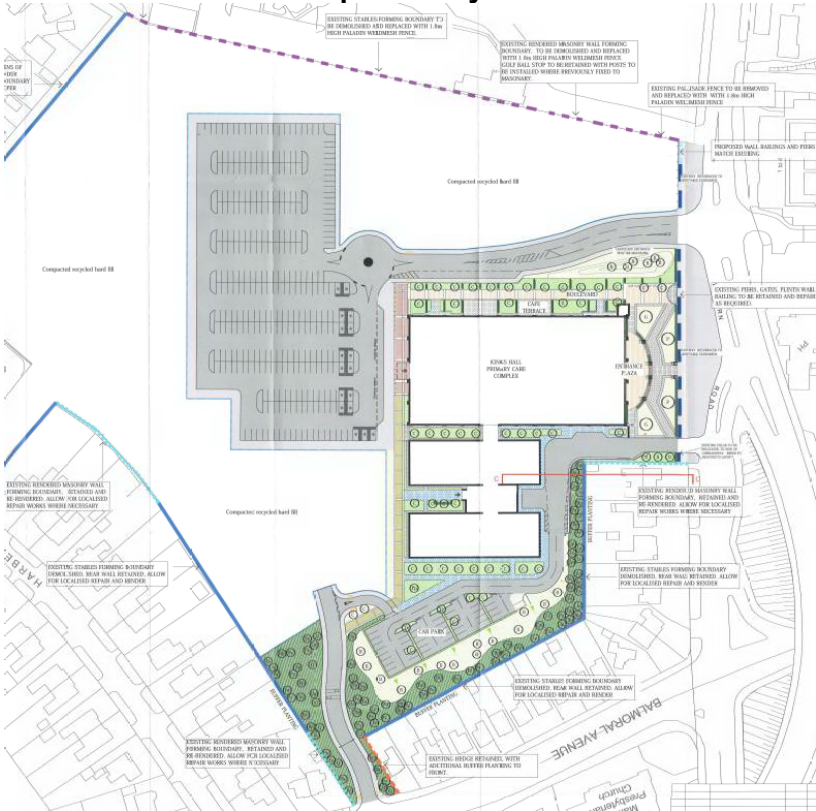
Summary	
Committee Meeting Date: 13th November 2018	
Application ID: LA04/2018/0048/LBC	
Proposal: Conversion of, alterations to and side extension to King's Hall to accommodate Primary Health Care Centre, demolition of existing extensions to King's Hall and relocation and restoration of existing railings and pillars to the front of King's Hall.	Location: The King's Hall And RUAS Site South Of Upper Lisburn Road/Balmoral Avenue West Of Harberton Park And North East Of Balmoral Golf Club Belfast BT9 6GW
Referral Route: Associated with Major Application LA04/2018/0040/F	
Recommendation:	Grant Listed Building Consent
Applicant Name and Address: Benmore Octopus Healthcare Developments (HK) Ltd Rushmere House 46 Cadogan Park Belfast BT9 6HH	Agent Name and Address: Turley Hamilton House 3 Joy Street Belfast BT2 8LE
<p>Executive Summary:</p> <p>This application for listed building consent seeks the conversion of the Kings Hall to a primary healthcare centre, alterations and a two storey side extension. The proposal also seeks relocation and restoration of the railings and pillars to the front of the Kings Hall. There are two related applications for the Kings Hall development (LA04/2018/0040/F and LA04/2018/0047/DCA).</p> <p>The main issues to be considered are:</p> <ul style="list-style-type: none"> • The principle of demolition • The design, scale and massing of new development • The impact on the listed building • The impact on the setting of the listed building <p>2 objections have been received.</p> <p>HED are content with the proposal subject to conditions which are set out in the report.</p> <p><u>Recommendation</u></p> <p>Having regard to the development plan context, relevant planning policies and other material considerations including the issues raised in the objections the proposed development is considered acceptable.</p> <p>It is recommended that consent be granted subject to conditions set out in the case officer's report.</p>	

Case Officer Report

1.0 Site Location Plan



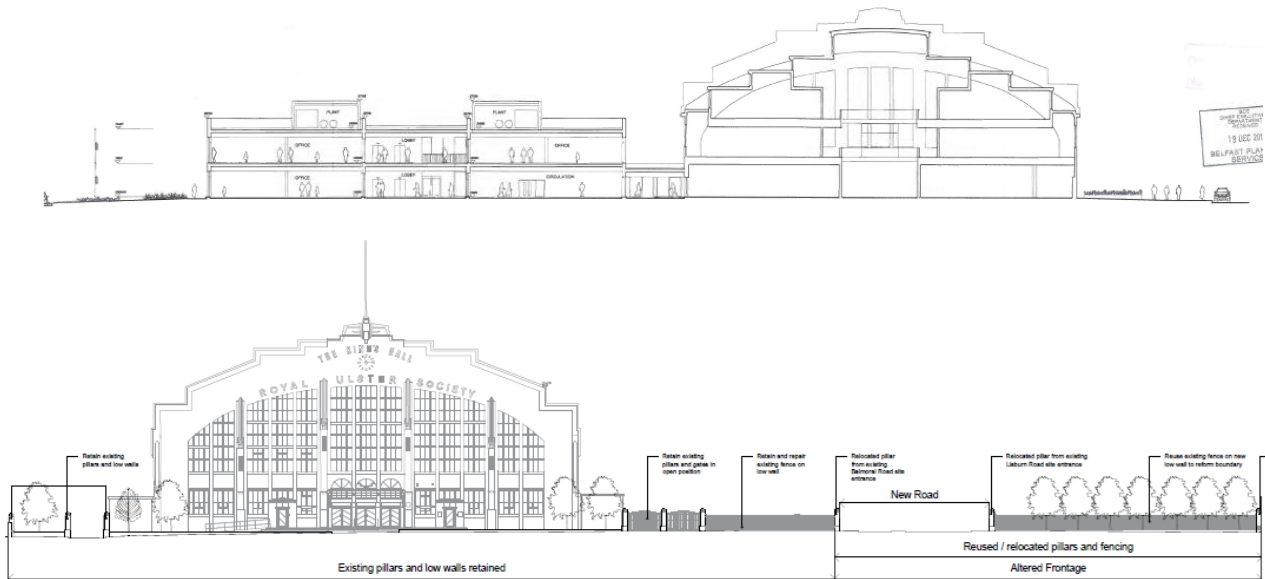
Proposed Layout



Proposed Ground Floor



Proposed Sections



Existing Photo



Proposed Illustrative Image



Consultations:

Consultation Type	Consultee	Response
Statutory	Historic Environment Division (HED)	No objections subject to conditions

Representations:

Letters of Support	None Received
Letters of Objection	2
Number of Support Petitions and signatures	No Petitions Received
Number of Petitions of Objection and signatures	No Petitions Received

2.0 Summary of Issues:

2 objections were received regarding this application. The objections raised the following issues:

- Health facility is not required at this location
- Demolition of 29 Balmoral Ave

- Increase in traffic along Balmoral Ave will exacerbate congestion and result in further delays in traffic
- Impact on traffic cannot be properly addressed as adjoining housing development incomplete
- Development will lead to an increase in parking in side streets
- Application should be accompanied by an Environmental statement
- Part of development includes retail – optimistic given vacant shops on Lisburn Road

3.0 Characteristics of the Site and Area

3.1 The Kings Hall is a grade B1 listed building fronting onto Lisburn Road and has an art deco style frontage with a stepped design feature and large glazed panels above first floor level. The building is currently painted pink with features highlighted in blue and has clock face located on its front elevation. The building extends approximately 92 metres to the south east and abuts a large warehouse to the rear. The Kings Hall Conference Centre sits to the immediate west of the listed building and both are connected by a 2 storey link. The front of the Conference centre is octagonal in shape and cantilevers at first floor level over surface parking. To the immediate south and north of the Kings Hall listed building are areas of open space.

3.2 The front of the Kings Hall is characterised by a landscaped area within boundary railings which is defined by a low hedge, a small grassed area and paved area to the front of the listed Building. Parking is available to the front and side of the Kings Hall Conference Hall. In front of the Kings Hall is a wide irregular shaped pavement onto the Lisburn Road.

3.3 The site extends beyond the Kings Hall building to the rear of residential properties in Harberton Crescent and Harberton Park to the east and south and Balmoral golf club to the south west side. Residential properties abut the site to the north and east along the Lisburn Road and Balmoral Avenue.

3.4 Single storey stable blocks are located along the northern and eastern perimeter of the site to the rear of adjacent dwellings at Nos. 480-486 Lisburn Road, 1-29 Balmoral Avenue and 5-19 Harberton Park. The stable blocks are accessed by a road which bounds a paddock in the northern/eastern part of the site. Malone Kindergarden is currently located on the paddock and comprises two single storey wooden buildings.

3.5 A number of buildings are located to the south of the site which include a mix of warehouse type buildings. A single storey building along the western boundary of the site abuts Balmoral Golf Club to the south west.

3.6 There are currently two access points from the Lisburn Road. The main access is adjacent to Balmoral Golf Club and the second access is adjacent to No. 486 Lisburn Road. There is also an existing access serving the site from Balmoral Avenue. There is a network of routes within the site and around the existing buildings which have historically provided access and servicing arrangements throughout the site. However some access points have been fenced off and access is currently restricted throughout the site as the majority of the site is no longer in use.

3.7 There are no buildings in the southern eastern portion of the site which is laid out in hardstanding. A separate proposal for supported accommodation (32 apartments in total) to be accessed from Harberton Park (LA04/2017/1394/F) has been approved to the south east of the site.

3.8 The site is relatively level for the most part with a modest rise in levels along the eastern boundary towards Harberton Park. The southern boundary is defined by a close boarded timber fence to the rear of a recently constructed housing development at Harberton Crescent off Harberton Park.

3.9 Part of the site along Balmoral Avenue falls within the Malone Conservation Area and includes No. 29 Balmoral Avenue, a two storey dwelling built in the interwar period which is proposed to be demolished to facilitate the widening of the existing Balmoral Avenue access.

4.0 Description of Proposal

4.1 The proposal seeks the conversion of, alterations to and a two storey side extension to the King's Hall to accommodate a primary health care centre. Demolition of existing extensions to King's Hall and relocation and restoration of existing railings and pillars to the front of King's Hall is also included as part of the proposal.

5.0 Planning Assessment of Policy and Other Material Considerations

5.1 Policy Context

Strategic Planning Policy statement for Northern Ireland (SPPS)
PPS 6 Planning, Archaeology and the Built Heritage

One of the core principles of the SPPS is to improve health and well-being of citizens in Northern Ireland. In this regard the planning system has a role to play in helping to better the lives of people and communities in Northern Ireland. The proposals will seek to develop a one stop shop/multi-purpose health facility incorporating doctors' surgeries, support services and an on-site pharmacy which will improve delivery of health services and benefit the local community.

Development Plan Context

Belfast Urban Area Plan (BUAP)
Draft Belfast Metropolitan Area Plan (BMAP)

Following the recent Court of Appeal decision on BMAP, the extant development plan is now the BUAP. However, given the stage at which the Draft BMAP had reached pre-adoption through a period of independent examination, the policies within the version of BMAP purported to be adopted still carry weight and are a material consideration in the determination of planning applications. The weight to be afforded is a matter of judgement for the decision maker.

Within the BUAP the site is unzoned land within the development limit. In the Draft BMAP the site is also unzoned with a small portion along Balmoral Avenue identified as falling within the conservation area (Malone Conservation Area). In the version of BMAP purported to be adopted the site is also unzoned with a small portion along Balmoral Avenue identified as falling within the conservation area (Malone Conservation Area).

5.2 Representations

2 objections have been received. The issues raised in the objections are set out as follows:

- Need for development should be established
- Demolition of 29 Balmoral Ave
- Increase in traffic along Balmoral Ave will exacerbate congestion and result in further delays in traffic
- Impact on traffic cannot be properly addressed as adjoining housing development is incomplete
- Development will lead to an increase in parking in side streets
- Application should be accompanied by an Environmental statement
- Part of development includes retail – optimistic given vacant shops on Lisburn Road

The objections received did not raise any specific issues relating to the listed building. The issues relating to the need for the development, traffic, parking, environmental statement and retail are dealt with in the associated report LA04/2018/0040/F.

5.3 Associated Planning Applications

The following applications accompany this listed building consent application and are considered separately.

LA04/2018/0040/F – Demolition of 29 Balmoral Avenue, demolition of existing non-listed building on site (including conference facility, showgrounds and stables). Refurbishment, creation of new floorspace and change of use from King's Hall venue to primary health care centre (including ancillary retailing and café). Erection of 2 storey side extension, repositioned access to Upper Lisburn Road, alterations to existing Balmoral Avenue access, internal access roads, public realm and landscaping, surface level car parks and associated site works including boundary treatments, The Kings Hall And RUAS Site, South Of Upper Lisburn Road/Balmoral Avenue, West Of Harberton Park and North-east Of Balmoral Golf Club, Belfast, BT9 6GW.

LA04/2018/0047/DCA – Demolition of 29 Balmoral Avenue, 29 Balmoral Avenue, Belfast.

5.4 Impact on the Listed Building and the Setting of the Listed Building

5.4.1 Proposed Change of Use

The proposal includes the change of use of the listed building from a previous exhibition hall/entertainment venue to a primary health care centre accommodating GP services with supporting services and a pharmacy. The proposed change of use will ensure a new and viable use within the building and will secure the ongoing upkeep and maintenance of this listed building which is currently not in use.

The change of use will result in physical insertions, adaptations and alterations to the Kings Hall Listed building which are assessed below. HED consider that proposals to reuse and conserve the listed King's Hall, are acceptable in principle. The proposal complies with Policy BH 7 (Change of Use to a Listed Building) of PPS 6.

5.4.2 Principle of Demolition

It is proposed to remove extensions to the Kings Hall which are later additions to the original building. These later additions include the adjoining conference centre, buildings attached to the rear, a front porch, a single and two storey side extension which runs along the length of the building to the east and a single storey extension to the south west. These extensions do not display any features of architectural merit. HED is content with the removal of the later additions to the Hall. The demolition of these additions will not adversely impact on the retained listed building and are acceptable. The proposals complies with Policy BH 14.

All other non-listed buildings within the site boundary are also proposed to be demolished. These include warehouse type buildings, a single storey building along the south western boundary of the site abutting Balmoral Golf Club, single storey wooden buildings occupied by Malone Kindergarden and former stables along the perimeter of the site and to the rear of dwellings on Balmoral Avenue, Lisburn Road and Harberton Park which are considered to be of no architectural or historic merit. Whilst the former single storey stable blocks within the site and along the perimeter are proposed to be removed their supporting perimeter wall to the rear of properties 1-27 Balmoral Avenue, 480-486 Lisburn Road and 5-19 Harberton Park and a small portion to the side of 31 Balmoral Avenue is to be retained and repaired and re-rendered where necessary. A statement has been submitted setting out the methodology for demolition of the stables and retention of the perimeter wall which is considered acceptable. The demolition of the buildings around the listed Kings Hall will not adversely impact on the retained listed building and is acceptable.

5.4.3 Alterations and Extension

The proposed two storey side extension to the Kings Hall comprises a 9.4m high building with a flat roof which sits below the eaves height of the Kings Hall (13.2m). Roof plant will be located on part of the extension and will be surrounded by a plant screen which will sit 2m above roof level.

The scale of the extension is subservient to the listed building and is set back 36.5m from the front of the Kings Hall. The design of the two storey extension is simplistic in form and comprises a 'H' shaped layout with two linear elements linked by a smaller middle block. A single storey glazed 4.1m high link is proposed between the Kings Hall and the new two storey extension with a separation of 7m between both. The link is set back 17m from the front of the extension and 53.5m from the front Kings Hall. HED is content with the scale, height, form and massing of the proposed extension subject to the provision of additional detail which is set out in the conditions below.

The existing interior of the King's Hall comprises a large volume space with curved structural concrete ribs and a full gallery at first floor level with an upper balcony above.

It is proposed to insert reversible infill floors within the original King's Hall building at first and second floor levels facilitating accommodation for the health care facility. The scheme allows the majority of the original gallery to be retained within the new structure. The internal space will be appreciated visually from the full height concourse. A structural bay at either end of the hall is to be left free from insertions to allow the full width of the hall to be appreciated. The curved structural ribs will also be visible at the end bays. HED is content in principle with the scheme but require further information to ensure the detailed design of the new insertions, and the junctions between the new insertions and the retained historic fabric is sympathetic and acceptable and have recommended appropriate conditions as set out below.

The floor insertions will be setback from the front and rear gable walls and together with the central atrium will allow appreciation of the characteristics of the listed building. The roof will be repaired and altered and new rooflights inserted. HED are satisfied that proposals to restore the roof form close to its original design are acceptable.

HED considers the proposals maintain enough of the original character of the building to represent the essential character of the internal space and any negative impact arising from the introduction of new accommodation is offset by achieving a sustainable use for the building, as well as the substantial planning gain of reinstatement of the historic roof in a modern expression.

The exterior of the Kings Hall building will be restored and repainted to the original white colour. Proposed finishes of the extension include white painted rendered walls, powder coated aluminium windows, doors and curtain walling, and anthracite grey aluminium copings. New windows are proposed to be installed at ground, first and second (roof) floor levels to the King's Hall building to allow adequate natural light into the new internal accommodation.

The materials proposed in the extension are contemporary in nature and will compliment rather than visually compete with the iconic listed building and are considered acceptable. The proposed finishes, restoration of the exterior and elevation changes to the original King's Hall building will not adversely impact on the character of the listed building rather will significantly improve its appearance. The proposal complies with Policy BH 8 (Extension or Alteration of a listed building) of PPS 6.

5.4.4 Development Affecting the setting of a Listed Building

The proposed two storey extension as described above is subservient to the Kings Hall building and given its scale, massing and setback will not adversely impact on the setting of the listed building but will allow views of the iconic listed King's Hall building to dominate.

The proposal includes the partial removal of the boundary wall and railings along the Lisburn Road frontage to accommodate the new access from Lisburn Road and the relocation and restoration of pillars, one from the existing Lisburn Road access and one from the Balmoral Avenue access to flank each side of the new main access onto the Lisburn Road. The works proposed to the front of the building include a new entrance plaza comprising of footpaths and grassed areas with new planting. HED require a landscaping plan in the spirit of the original layout of the Kings Hall to the front of the building and specific details of new steps, ramps and walling to the front and recommend conditions as set out below. The proposed environmental improvement works to the front of the listed building will significantly improve and enhance its setting.

Following demolition of the buildings around the Kings Hall the ground will be finished in compacted recycled hard fill and temporary timber hoarding will be erected around the Phase 1 development as an interim measure until such times as development of the remainder of the site is brought forward.

This is considered acceptable on a temporary basis pending redevelopment of the remainder of the site and will not have a negative impact on the setting of the listed building. The proposal complies with Policy BH11 (Development affecting the Setting of a Listed Building).

Neighbour Notification Checked

Yes/No

Summary of Recommendation:

The proposal will bring significant benefits in terms of securing the ongoing upkeep and maintenance of this listed building and contribute to regeneration of the area. The viable new use proposed will sustain and enhance the listed building and its immediate setting. The proposed use does not conflict with the development plan or policy context and is considered an acceptable alternative use for the listed building.

Conditions:

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.

Reason: As required by Section 94 of the Planning Act (Northern Ireland) 2011.

2. Prior to commencement of the development hereby approved access to the site and buildings shall be afforded to HED to record areas that are the subject of demolitions. Access shall be agreed in writing with the Council prior to commencement.

Reason: To ensure that there is a complete record of the historic fabric.

3. No work shall commence on site until a demolition method statement, detailing how the demolitions will be carried out to, and around, the listed building 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.

Reason: To ensure that protection and survival of the remaining historic fabric.

4. No work shall commence on site until samples of all new elements and finish materials for the walls, windows, doors and roofs including colours/materials of all proposed finishes 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.

The samples must include the following:

- a. windows and doors (internal and external)
- b. secondary glazing system
- c. louvres on side elevations
- d. internal joinery
- e. floor finishes
- f. roof finishes

Reason: To ensure the protection and survival of the remaining historic fabric and appropriate new work that will minimise any potential damage to the retained fabric.

5. No work shall commence on site until details of the new stairs 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 drawings.

Reason: To ensure that new work is appropriate and of an acceptable quality.

6. No work shall commence on site until large-scale details of the new covering/finish to the arches 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 drawings.

Reason: To ensure that new work is appropriate and of an acceptable quality.

7. No work shall commence on site until the colour of the new covering/finish to the arches 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 colour.

Reason: To ensure that new work is appropriate and of an acceptable quality.

8. No work shall commence on site until details at an appropriate scale of the new canopy 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 drawings. Drawings to include copies of the original drawings as stated in the application documents.

Reason: To ensure that new work is appropriate and of an acceptable quality.

9. No work shall commence on site until details at an appropriate scale of the new link 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 drawings.

Reason: To ensure that new work is appropriate and of an acceptable quality.

10. No work shall proceed on site until a planting scheme in the spirit of the original 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 drawings.

Reason: To ensure that new work is appropriate and of an acceptable quality.

11. No work shall proceed on site until details to describe fully the new steps, ramps and walling to the front of the King's Hall 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 drawings.

Reason: To ensure that new work is appropriate and of an acceptable quality.

12. No hard landscaping to commence on site until samples of all hard landscaping finish materials 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.

Reason: To ensure that new work is appropriate and of an acceptable quality.

Notification to Department (if relevant)

Date of Notification to Department: Not required

Representations from Elected members:

None

ANNEX	
Date Valid	22nd December 2017
Date First Advertised	9th February 2018
Date Last Advertised	17th August 2018
Date of Last Neighbour Notification	
Date of EIA Determination	N/A
ES Requested	Yes /No