Development Management Officer Report Committee Application

Summary					
Committee Meeting Date: Tuesday 14 th November 2023					
Application ID: LA04/2023/3442/F					
Proposal: Erection of Hotel/Aparthotel comprising 135 hotel beds and 93 aparthotel beds, restaurant / cafe/bar uses, gym, landscaped public realm, car parking, cycle parking and associated site and road works Referral Route: Major development	Location: Lands directly south of Titanic Belfast and north-west of Hamilton Dock located off Queens Road, Belfast.				
Recommendation: Approval	T				
Applicant Name and Address: Alan Clarke Chart Forte (Belfast) Limited 29 Welbeck Street London London W1G 8DA	Agent Name and Address: Conor Campbell Turley Hamilton House 3 Joy Street Belfast BT28LE				

Executive Summary:

The application seeks full planning permission for a hotel/aparthotel with 135 hotel beds and 93 aparthotel beds, restaurant /cafe/bar uses, gym, landscaped public realm, car parking, cycle parking and associated site and road works.

The main issues to be considered in this case are:

- The principle of a hotel at this location;
- Scale, Massing and Design;
- Impact on Built and Archaeological Heritage;
- The impact on natural heritage;
- Landscaping/boundary treatments;
- Traffic and Road Safety;
- Human health/Environmental Considerations;
- Flooding and Drainage;
- Economic Considerations;
- Environment & Community;
- Pre-application Community Consultation;
- The consideration of Developer Contributions.

The site is located within an established industrial/ commercial area within the wider Titanic Quarter. It forms part of the mixed-use Titanic Quarter zoning. The site previously benefitted from being part of the wider Phase 2 Concept Masterplan (outline planning permission Z/2010/2864/O) granted in June 2008, with a hotel approved on the site in 2010. Both the outline and 2010 hotel permissions have now lapsed however they remain a material consideration.

A further planning application (LA04/2019/1636/F) for hotel use was approved by the Council on 27.02.2020 which further established the principle of development and a hotel use at this location.

The 'Design Principles' document which accompanied the Concept Masterplan, included a range of parameters for this particular site (referred to in the masterplan as Block 8) relating to land area, gross floor space, storeys and height. This approval exceeds the height set out in the masterplan by approximately 2.2m but was considered appropriate given the quality of the proposal and design cues taken from the nearby listed H&W Drawing Offices.

The most recent extant approval (LA04/2022/0293/F) for a hotel use was approved by the Council on 07.09.2022 for a 256-bed hotel. The scheme was of a very similar design, height, massing and layout as the LA04/2019/1636/F approval.

This current application has been submitted to respond to market conditions and the applicant now seeks to develop a 228-bed hotel which will include 135 hotel rooms and 93 apart-hotel rooms. The revised scheme will see a reduction of 27 traditional rooms and 1 apart-hotel room as well as the removal of the conference facilities, roof top bar and central courtyard. The block structure has changed from a perimeter block to a 'u' shaped block with the partial removal of the western elevation. The building height has decreased by 3.6m and will now have 5 storeys rather than 6.

Consultees including DfI Roads, NIEA, Shared Environmental Services, Historic Environment Division, NI Water, DfI Rivers, the Council's Landscape Team, Environmental Health Department, Development Plan Environment & Community Team and Tree Officer have no objection to the proposal subject to conditions. Their consultations are detailed in the main body of the report. The Senior Urban Design Officer has concerns with the proposal, these will be addressed within the report.

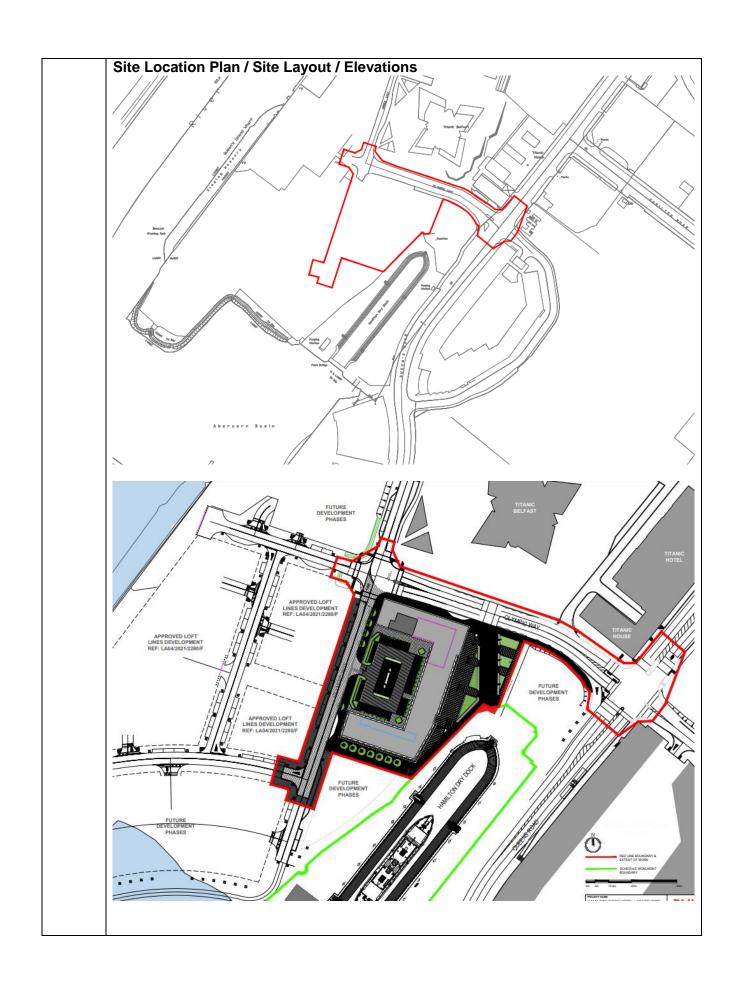
The proposal will not adversely impact upon the nearby protected sites within and around Belfast Lough. Conditions will ensure that development is carried out in a sympathetic manner to ensure any potential disruption to these sites is appropriately mitigated.

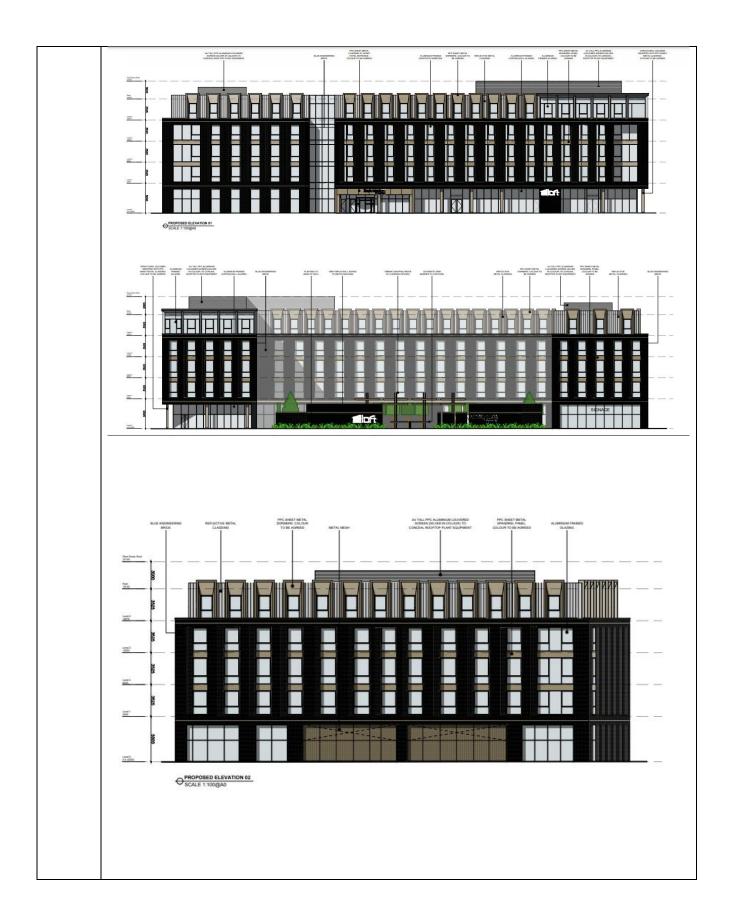
No objections were received.

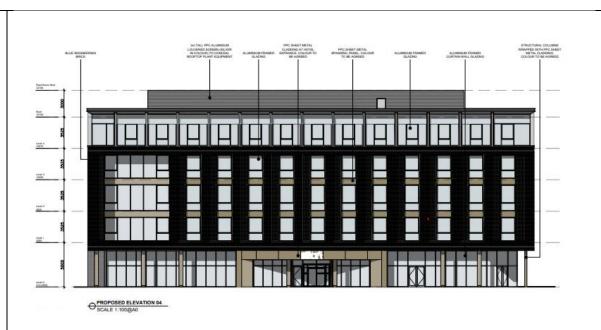
The proposal will have an estimated construction cost of about £36 million. Approximately 620 FTE construction jobs will be created. The operational phase will deliver approximately 85 FTE jobs.

Having regard to the Development Plan, and other material considerations, the proposed development is considered acceptable. It is recommended that planning permission is granted subject to conditions. Delegated authority is sought for the Director of Planning and Building Control to finalise the response from NIEA: NED, finalise the wording of conditions, and deal with any other matters that arise prior to issuing the decision, provided that they are not substantive.

Officer Report







CGI Views





	Characteristics of the Site and Area				
2.0	Description of Proposed Development				
2.1	The description of the proposal is as follows: 'Erection of Hotel/Aparthotel comprising 135 hotel beds and 93 aparthotel beds, restaurant / cafe/bar uses, gym, landscaped public realm, car parking, cycle parking and associated site and road works.'				
2.2	The Design and Access Statement (DAS) compares the proposed development to the extant approved schemes (LA04/2019/1636/F & LA04/2022/0293/F). It states that with the exception of the landscaping proposals associated with the internal parking area the proposed public realm, landscaping proposals, overall massing and design and materiality do not deviate from the approved schemes. Officers consider that the amended scheme does deviate however from the approved schemes in terms of moving from a 4-sided perimeter block to a 3-sided 'u-shape' block and this is considered in detail below.				
2.3	The proposed hotel is a 5-storey building and shows a reduction in height of 3.6m due to the mezzanine floor being removed. The block structure has changed from a perimeter block to a 'u' shaped block with the partial removal of the western elevation. See below comparison table from the Design and Access Statement (DAS):				
		Floor Space (GIA)	Height (HPL Level)	Ground Floor Datum	
	2022 Approved Scheme	16,769m²	6 Storeys 23.85m	4.2m	
	Proposed Development	10,465m²	5 Storeys 20.225m	4.2m	
2.4	The central courtyard has also been removed however the new public space which integrates with adjacent areas of high-quality public realm at Titanic Belfast and Hamilton Dock has been retained.				
2.5	There is a net decrease of 49 car parking spaces, decreasing from 96 to 47. In addition, there is a net increase in the number of cycle parking spaces, increasing from 17 to 32.				
2.6	All parking is now external and at grade level, replacing the internal parking over two floors in the 2022 approved scheme.				
3.0	Description of Site and Area				
3.1	The site is a flat grassed site and extends to approximately 1.3 hectares and is located within a former industrial / commercial area within the wider Titanic Quarter and forms part of the mixed-use Titanic Quarter zoning in dBMAP 2015.				
3.2	The site is not located within any specific designations; however, it is located close to: - Victoria Park Area of Special Scientific Interest (ASSI); - Inner Belfast Lough ASSI;				

- Belfast Lough Special Protection Area (SPA);
- Belfast Lough Open Water SPA; and
- the proposed East Coast (Northern Ireland) Marine SPA.
- 3.3 Belfast Lough is hydrologically connected to the Outer Ards SPA and Ramsar Site; Larne Lough SPA and Ramsar Site; Copeland Island SPA; and Strangford Lough SPA, SAC and Ramsar Site.
- The area is notable for its wide range of uses including the Odyssey Pavilion and Arena, Titanic Belfast, Titanic Hotel, Titanic Studios, Belfast Metropolitan College, ARC apartments and other offices and uses.
- The adjacent 'Loft Lines' development (LA04/2021/2280/F) which was approved on 11.08.2022 for 'Mixed use, mixed tenure residential-led development of 778 apartments in three buildings with internal and external amenity space; flexible commercial/community floorspace (convenience store with hot food counter/A1/A2/D1 uses/cafe/bar/restaurant); public realm including public square and waterfront promenade; cycle and car parking and associated landscaping, access roads, plant and site works including to existing river revetment' has begun construction on site.

4.0 Planning Policy and Other Material Considerations

4.1 Development Plan – operational policies

Belfast Local Development Plan, Plan Strategy 2035

4.2 Development Plan – zoning, designations and proposals maps

Belfast Urban Area Plan (2001) BUAP

Draft Belfast Metropolitan Area Plan 2015 (v2004)

Draft Belfast Metropolitan Area Plan 2015 (v2014)

4.3 Regional Planning Policy

Regional Development Strategy 2035 (RDS)

Strategic Planning Policy Statement for Northern Ireland (SPPS)

Supplementary Planning Guidance (SPG)

Developer Contributions Framework (adopted 2020)

Parking Standards (former Department of Environment)

4.4 Planning History

Z/2006/2864/O - Residential led mixed use development including Titanic Experience Building, public realm areas and associated infrastructural works.

Address: Titanic Quarter Phase II-Land bounded to the south by Abercorn Basin, to the east by Queen's Road, to the west & north by River Lagan and including the listed former Harland & Wolff HQ, Belfast.

Decision: Approval Date: 25.06.2008

The above outline planning permission for Phase 2 of Titanic Quarter included a number of documents including a Development Framework, Concept Masterplan and Design Principles. This permission had a lifespan of 12 years but has now expired.

Z/2009/1260/F - Erection of hotel comprising 244 bedrooms, ancillary restaurant and conference facilities, hotel offices, landscaped public realm, basement car park and associated site and road works.

Address: Lands adjacent to the north of Hamilton Dock, north of Abercorn Crescent/Queen's Road, Queen's Island, Belfast.

Decision: Approval Date: 01.07.2010

LA04/2019/1636/F - Erection of hotel comprising 276 beds, conference facilities, restaurant /cafe/bar uses (including roof top bar), landscaped public realm, car parking and associated site and road works.

Address: Lands directly south of Titanic Belfast and North-West of Hamilton Dock located off Queens Road, Belfast.

Decision: Approval

Decision Date: 27.02.2020

LA04/2021/2280/F — Mixed-use, mixed tenure residential-led development of 778 apartments in three buildings with internal and external amenity space; flexible commercial/community floorspace (convenience store with hot food counter/A1/A2/D1 uses/cafe/bar/restaurant); public realm including public square and waterfront promenade; cycle and car parking and associated landscaping, access roads, plant and site works including to existing river revetment (further environmental information received) Address: Lands adjacent to and southeast of the river Lagan, west of Olympic Way of Queen's road, Queen's Island, Belfast, BT2 9EQ,

Decision: Approved Date: 11.08.2022

LA04/2016/0096/F - Amendment to permission Z/2014/1555/F for refurbishment, part restoration, change of use and extension to listed former Harland & Wolff Headquarters Building and to provide 36no. additional bedrooms (120No. in total) in a new annex, including service area, covered terrace, ancillary uses and associated access and site works.

Address: Former Harland And Wolff Headquarters Building and Drawing Offices, Queens

Road, Belfast. Decision: Approval Date: 16.05.2017

LA04/2022/0293/F - Erection of hotel/aparthotel comprising 162 hotel beds and 94 aparthotel beds, conference facilities, restaurant /cafe/bar uses (including roof top bar), gym, landscaped public realm, car parking, cycle parking and associated site and road works.

Address: Lands directly south of Titanic Belfast and north-west of Hamilton Dock located off Queen's Road, Belfast,

Decision: Approval

Decision Date: 07.09.2022

5.0 Consultations and Representations

Statutory Consultations

Dfl Roads – no objections in principle, subject to conditions

Dfl Rivers – no objections

NIEA: Marine and Fisheries Division – no objections

NIEA: NED - awaiting final response

NIEA: Regulation Unit - no objections subject to conditions

NIEA: WMU - no objections subject to conditions

Shared Environmental Services - no objections subject to conditions

NIW – No objection

Historic Environment Division – no objection

Non-Statutory Consultations

Environmental Health BCC – No objection subject to conditions

Tree Officer BCC – No objection subject to conditions

Parks & Recreation BCC - No objections

LDP Environment & Community Team BCC – No objections

Urban Design Officer BCC – Concerns with the proposal

Representations

No objections have been received. One neutral comment was made which stated that the proposed building should not unduly disguise or obscure the Titanic Museum. It also states that the building materials should be of good quality and fit in with the existing neighbouring buildings. The comment also noted that the landscaping scheme looks inviting and attractive.

6.0 PLANNING ASSESSMENT

6.1 <u>Development Plan Context</u>

- 6.1.1 Section 6(4) of the Planning (Northern Ireland) Act 2011 states that in making any determinations under the Act, regard is to be had to the local development plan, and the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 6.1.2 Section 45(1) of the Act states that in determining planning applications, the Council must have regard to the local development plan, so far as material to the application, and to any other material considerations.
- The Belfast Local Development Plan (LDP) when fully completed will replace the Belfast Urban Area Plan 2001 as the statutory Development Plan for the city. The Belfast LDP will comprise two parts. Part 1 is the Plan Strategy (PS), which contains strategic and operational policies and was adopted on 02 May 2023. Part 2 is the Local Policies Plan, which will provide the zonings and proposals maps for Belfast and has not yet been published. The zonings and proposals maps in the Belfast Urban Area Plan 2001 remain part of the statutory local development plan until the Local Policies Plan is adopted
- 6.1.4 **Operational policies** the Plan Strategy contains a range of operational policies relevant to consideration of the application. These are listed in the report.
- 6.1.5 **Proposals Maps** until such time as the Local Policies Plan is adopted, the Council must have regard to the land-use zonings, designations and proposals maps in the Belfast Urban Area Plan 2001, both versions of the draft Belfast Metropolitan Area Plan (v2004 and v2014) (draft BMAP 2015) and other relevant area plans. The weight to be afforded to these proposals maps is a matter for the decision maker. It is considered that significant weight should be given to the proposals map in draft BMAP 2015 (v2014) given its advanced stage in the development process, save for retail policies that relate to Sprucefield which remain contentious.

6.2 The principle of a hotel at this location

- 6.2.1 The SPPS sets out five core planning principles for the planning system, including improving health and wellbeing, supporting sustainable economic growth, creating and enhancing shared space, and supporting good design and place making.
- In the BUAP the site is located on unzoned land within the development limits of Belfast and within the Draft Belfast Metropolitan Area Plan (v2004 & v2014) within the Titanic Quarter zoning. The presumption is therefore in favour of development subject to relevant

planning considerations.

- 6.2.3 The acceptability of a hotel use at this location has been established under:
 - Z/2009/1260/F (Erection of hotel comprising 244 bedrooms, ancillary restaurant and conference facilities, hotel offices, landscaped public realm, basement car park and associated site and road works) approved on 01.07.2010.
 - LA04/2016/0096/F (Amendment to permission Z/2014/1555/F for refurbishment, part restoration, change of use and extension to listed former Harland & Wolff Headquarters Building and to provide 36no. additional hotel bedrooms (120No. in total) in a new annex, including service area, covered terrace, ancillary uses and associated access and site works) approved on 16.05.2017.
 - LA04/2019/1636/F (Erection of hotel comprising 276 beds, conference facilities, restaurant /cafe/bar uses (including roof top bar), landscaped public realm, car parking and associated site and road works) approved on 27.02.2020 and remains extant.
 - LA04/2022/0293/F (Erection of hotel/aparthotel comprising 162 hotel beds and 94 aparthotel beds, conference facilities, restaurant /cafe/bar uses (including roof top bar), gym, landscaped public realm, car parking, cycle parking and associated site and road works) approved on 07.09.2022 and remains extant.
- 6.2.4 Policy TLC3 (PS): Overnight visitor accommodation states that planning permission will be granted for development proposals for new overnight visitor accommodation within the city centre boundary subject to the proposal meeting all other policy requirements, particularly those relating to design, protecting residential amenity, protection of open space and employment land and car parking and servicing. As discussed within the report, the proposal meets the other policy requirements as stated and Planning permission should be granted.
- Policy HOU 13 (PS): Short-term let accommodation states that planning permission will be granted for short-term let accommodation where set criteria are met. It is considered that criteria (a) to (e) are met, whilst (f) is not applicable.
- 6.2.6 The policy states that a condition will be applied to limit occupation to short-term lets only. As such it is recommended by officers to ensure that the apart hotel cannot be used as long-term residential accommodation as the proposal has not been assessed against the relevant policies for residential accommodation and may be inappropriate for such use. The condition would ensure that a maximum stay was 30 days with no return within a further 30 days by the same occupant.
- The site is located within a grassed area therefore the proposal has been assessed against Policy OS1 (PS) Protection of Open Space. The policy has a presumption in favour of retaining open space however in this instance, the site is located within an area identified for redevelopment within an approved Masterplan (part of the 2008 Outline permission for Titanic Quarter, as detailed above in Section 4). In addition, the significant planning history on the site must be given substantial weight as per para 6.2.3. The redevelopment on this site is therefore deemed acceptable.

6.3 Scale, Massing and Design

- Paragraphs 4.11 and 4.12 of the SPPS require the safeguarding of residential and work environs and the protection of amenity. Paragraphs 4.13-8 highlight the importance of creating shared space, whilst paragraphs 4.23-7 stress the importance of good design. Paragraphs 4.18-22 states that sustainable economic growth will be supported. Policy SP5 (PS): Positive Placemaking states that the Council will support development which maximises the core principles of good design and positive placemaking. The most significant change from the 2022 approved scheme is the change from a perimeter block to a 'u' shaped block with the partial removal of the western elevation. The building height has decreased by 3.6m (one storey) and will now be a 5-storey building which is considered appropriate to its surrounding context including the listed Harland and Wolff Drawing Offices. The reduction in height together with the removal of the conference facility and roof top bar has resulted in minor changes to the elevations however the palette of materials will remain as per the approved schemes.
- 6.3.2 The BCC Senior Urban Design Officer (SUDO) was consulted on the application and has no concerns with the proposal's main, eastern elevation along Hamilton Dock. The response states that "arguably the lower height helps the building to sit more comfortably in the context of its primary eastern elevation along the Hamilton Dock and with regards to its subservient relationship with the adjacent Titanic Signature Building". He does however raise concerns with the western elevation along Olympic Way stating "what was previously approved as a perimeter block with a series of facades that provided strong edges and sense of enclosure to adjacent public spaces and streets, would now have a 50m long section removed from its western elevation. The removal of this large section of building would in my view have a profound effect on the relationship between the building and street (Olympic Way)". He also states that breaking this perimeter block would fail to provide the same degree of passive surveillance and would reduce active frontage creating a 'back of house' feel. It is considered on balance that passive surveillance will still be provided within the current scheme however, due to windows in the first few rooms on the internal elevations providing views along the near and far side of the street. The previously approved scheme also provided various non-active uses along the western elevation.
- During PAD discussions the Council emphasised the importance of quality landscaping and materials in order to offset the loss of the permitter block on this elevation. This is discussed in more detail below. It was also agreed that it is important to consider the proposal in its own right and not simply in comparison to the previous scheme.
- Concerns were initially raised by the SUDO regarding the rooftop elements and how they would now be more visually prominent with the partial removal of the perimeter block. Amendments have been received which show the northern and southern rooftop screens setback 2m from the edge of the parapet, whilst they will still be visible, the impact is not as prominent. HED raised no objections to the rooftop screens and they are considered on balance, acceptable.
- 6.3.5

 The site is within the Phase 2 of the TQCM which advocates strong and active building frontages that provide adequate enclosure along Olympic Way. It is however noted that masterplans should be considered dynamic in nature with a degree of flexibility and not overly rigid criteria. The main critical view is considered to be the eastern elevation along Hamilton Dock which has no objection from the Urban Design Officer. Whilst objection has been raised regarding the western elevation, it is on balance deemed to be acceptable as it not the main critical view of the proposed development. The main views of the Titanic Building will be protected as part of the wider masterplan. The partial removal of the western elevation will also maximise natural light and solar gain for the hotel given the proximity of the adjacent Loft Lines residential scheme, currently under construction.

- Whilst the SUDO has stated that the loss of the perimeter block would not accord with Policy DES1 (PS): Urban Design Principles and Policy DES 2 (PS): Masterplanning Approach for Major Development with regards to the western elevation, it is considered that this elevation is a tertiary elevation with the primary elevations facing the Titanic Museum and Titanic Hotel as well as the approach on Queen's Road. On balance, given the positive consideration of the primary elevations, the removal of this elevation would not fundamentally render the proposal unacceptable subject to appropriate and quality landscaping and materials. In addition, this proposal is a standalone proposal.
- 6.3.7 In conclusion, having regard to the policies as a whole, the proposal is considered to meet criteria (a) to (k) of DES 1 and (a) to (j) of DES 2 as well as SP5 (PS).

6.4 Built Heritage

- The proposal is adjacent to HB26/07/009 Administration and drawing office block (Harland & Wolff), a Grade B+ listed building of special architectural and historic interest, protected under Section 80 of the Planning Act (NI) 2011.
- 6.4.2 HED (Historic Buildings) were consulted on the application and are content. They state that they are aware of similar approved applications LA04/2019/1636/F and LA04/2022/0293/F in this location and acknowledge the proposed reduction in height and unit numbers in this application.
- The proposal is therefore considered compliant with Strategic Planning Policy Statement for Northern Ireland (SPPS) para 6.12 and Policy BH1 (PS): Listed Buildings.

6.5 Archaeological Heritage

- 6.5.1 The site is adjacent to Hamilton Graving Dock (DOW 004:501), a site of regional importance scheduled for protection under the *Historic Monuments and Archaeological Objects (NI) Order 1995.*
- 6.5.2 HED (Historic Monuments) references previous responses to approvals LA04/2022/0293/F and LA04/2019/1636/F and welcomes the redesign of the site layout stating that it better integrates the hotel and its public spaces with the scheduled monument. It is content that the proposed development is acceptable subject to conditions for the agreement and implementation of a developer-funded programme of archaeological works and an agreed Vibration Monitoring Method Statement.
- The proposal is therefore considered compliant with Strategic Planning Policy Statement for Northern Ireland (SPPS) paras 6.1 and 6.8-6.11 and Policy BH5 (PS): Archaeology.

6.6 Ecology and Natural Heritage

- The application site is in close proximity to the following national, European and international designated sites;
 - Outer Belfast Lough ASSI which is declared under the Environment Order (Northern Ireland) 2002;
 - Belfast Lough SPA, Belfast Lough Open Water SPA and the East Coast Marine pSPA all of which are designated under the EC Birds Directive (72/409/EEC on the conservation of wild birds):
 - North Channel SAC and the Maidens SAC which are designated under the EC Habitats Directive (92/43/EEC on the conservation of natural habitats and of wild fauna and flora);
 - Belfast Lough Ramsar Site which is designated under Ramsar Convention

- Belfast Lough MCZ which is designated under the Marine Act (Northern Ireland) 2013
- Policy NH1 (PS): Protection of Natural Heritage Resources states that the Council will adopt the precautionary principle when considering the impacts of the proposal on natural heritage, designated sites, protected species and other important interests of biodiversity and geodiversity and as such, consultation was undertaken with NIEA and Shared Environmental Services (SES).
- NIEA: Marine and Fisheries Division is content there will be no adverse impacts on marine conservation provided standing advice for development that may have an effect on the water environment (including groundwater and fisheries) is adhered to. NIEA: Water Management Unit has considered the impacts of the proposal on the surface water environment and on the basis of the information provided is content with the proposal subject to conditions. NIEA: Regulation Unit Land and Groundwater Team has no objection to the development subject to conditions. NIEA: Natural Environment Division have not yet finalised their response however, as there are two extant approvals, it is not anticipated that there will be any substantive issues raised and delegated authority is requested to finalise any conditions and informatives provided by NED.
- This planning application was also considered in light of the assessment requirements of Regulation 43 (1) of the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended) by Shared Environmental Service (SES) on behalf of Belfast City Council which is the competent authority responsible for authorising the project and any assessment of it required by the Regulations.
- 6.6.5 SES in their response advise that the project would not have an adverse effect on the integrity of any European site either alone or in combination with other plans or projects subject to mitigation measures being conditioned.

Landscaping and boundary treatments

6.7

6.7.1

6.7.2

The Council's Tree Officer was consulted and is content and has provided conditions.

The Council's Landscape, Planning and Development team were consulted and stated that they 'support proposals to create a new public space that integrates with adjacent areas of high-quality public realm at Titanic Belfast and Hamilton Dock'. They are satisfied that 'proposed landscape materials and street furniture are in accordance with design guidance set out in the Maritime Mile Toolkit'. They also note the loss of the internal courtyard from the previous approval, however that they state that 'we support proposals for the external parking area that include additional tree planting, planters and a sustainable drainage system. We also welcome the potential for increased activity along the ground level, western elevation of the proposed building'. In addition, they 'welcome the inclusion of green space, street tree and shrub planting within public realm proposals and confirm that proposed planting details and the Landscape Management Plan are acceptable'. Overall, the landscape proposals are compliant with Policy GB1 (PS): Green and Blue Infrastructure, Policy DES1: Urban Design Principles, Policy DES 2 (PS): Masterplanning approach for major development, Policy TRE1 (PS): Trees and Policy OS 3 (PS): Ancillary Open Space.

6.7.3 Conditions are included to ensure quality landscaping, public realm and management thereof.

6.8 Traffic, Movement and Parking

Overall, there is a net decrease of 49 car parking spaces from the 2022 extant approval, decreasing the overall number of spaces from 96 to 47. All parking is now external and at

grade level, replacing the internal parking over two floors in the 2022 approved scheme. DFI Roads have been consulted on the proposal and offer no objection to the development, subject to conditions. To support the promotion of sustainable modes of travel the proposed development includes additional cycle spaces.

- 6.8.2 A Travel Plan, prepared in accordance with LDP policy TRAN4, has also been submitted which is aimed at encouraging staff to use public transport. A Travel Plan Coordinator will also be appointed to promote active travel rather than the use of private cars and hotel/aparthotel patrons will be encouraged to travel by sustainable modes of transport rather than the private car. In compliance with TRAN1 the proposed development has been designed taking into account the needs of pedestrians, wheelers and cyclists ensuring that it creates a safe and convenient environment, and where provision has been made for supporting infrastructure including cycle parking and that it links to existing or proposed networks and public transport.
- The proposed development complies with the new LDP (PS), in particular policies SP7, TRAN1, TRAN4, TRAN8, TRAN9, TRAN10, DES1, HC1 and supports the Council's objective which is to materially shift the balance of travel choices away from cars and towards sustainable transport, walking and cycling.

6.9 <u>Human Health/Environmental Considerations</u>

6.9.1 Policy ENV1 (PS) – Environmental Quality states that 'Planning Permission will be granted for development that will maintain and, where possible, enhance environmental quality, and protects communities from materially harmful development. Development must not result in an unacceptable adverse impact on the environment, including the following considerations: Ground contamination, air quality, water quality, noise and light pollution'. The considerations stated are addressed below:

6.9.2 **Contaminated Land**

The application is supported by a Preliminary Risk Assessment. Generic Quantitative Risk Assessment, and Remedial Strategy report which have been considered by both NIEA and Environmental Health. Both have provided conditions and informatives accordingly.

Noise

6.9.3 Environmental Health has reviewed the Noise Impact Assessment and advised that it meets the relevant requirements.

Air Quality

6.9.4 Environmental Health has reviewed the Air Quality Assessment and Transport Assessment Form (TAF) and advised that it meets the relevant requirements. Conditions have been provided.

Odour

6.9.5 Environmental Health has reviewed the Odour Impact Assessment and advised that it meets the relevant requirements. Conditions have been provided.

Construction

6.9.6 Environmental Health has reviewed the Construction Environmental Management Plan and advised that it meets the relevant requirements.

Site Drainage / Flood Assessment

6.10

6.10.1

Dfl Rivers Flood Maps (NI) indicates that the site is affected by the 1 in 200 year coastal plain. The proposal has therefore been assessed against Policy ENV4 (PS): Flood Risk and the SPPS. Policy ENV4 states that applications in flood risk areas must be

accompanied by a Flood Risk Assessment. DFI Rivers has reviewed the Flood Risk & Drainage Assessment by RPS Consulting dated June 2023 and conclude that "a) All sources of flood risk to and from the proposed development have been identified; and b) There are adequate measures to manage and mitigate any increase in flood risk arising from the development".

6.10.2 NIW were consulted and confirm that there is available capacity at the Wastewater Treatment Works and therefore they have no objections.

6.11 Economic Considerations

- 6.11.1 Policy EC1 (PS) Delivering Inclusive Economic Growth, states that development of business sectors with strong growth potential in Belfast will be supported subject to normal planning considerations, the sectors include Hospitality and tourism.
- 6.11.2 The proposal will have an estimated construction cost of about £36 million. Approximately 620 FTE construction jobs will be created. The operational phase will deliver approximately 85 FTE jobs.

6.12 **Environment & Community**

- A Climate Change statement has been provided which demonstrates how the proposal is in accordance with policies SP2, SP6, ENV2, ENV3 and ENV5 of the PS. In relation to ENV2 (PS): Mitigating Environmental Change, the Construction Environment Management Plan (CEMP) includes an initial screening assessment of construction stage Greenhouse Gas (GHG) emissions and mitigation measures have been recommended. These mitigation measures are identified for the main contractor to undertake during construction such as: minimise wastage, plant, and transport related GHG emissions by implementing a Site Waste Management Plan with targets to minimise material wastage, maximise recycling of remaining construction waste and procuring products locally where possible to reduce transport distance. Commentary has been provided on carbon reduction measures and sustainable building features throughout the life of the project. The Environment and Community team are content that the proposal is compliant with the provisions within ENV2.
- In relation to Policy ENV3 (PS): Adapting to Climate Change, the proposal has been designed to exceed the new building regulations requirements and will therefore also be highly efficient. A number of measures to reduce heat loss and minimise energy demand are proposed, including: high-performance, engineered façade optimising levels of insulation and shading; efficient window design; solar control measures; low air permeability; very low energy lighting; PV array; sensors/timeswitches; VRF heat pumps for heating and high efficiency ASHP for hot water; efficient ventilation systems; etc. Reference is also made to some further enhancements with the provision of electric vehicle charging spaces, reduced carparking provision, the inclusion of a sustainable drainage systems (SuDS), additional tree planting and landscaping. The Drainage Assessment states that surface water attenuation is being provided using an underground storage tank beneath the car park. The Environment and Community team are content that the proposal is compliant with the provisions within ENV3.
- 6.12.3 Policy ENV5 (PS): Sustainable drainage systems (SuDS) states that all built development should include, where appropriate, SuDS measures to manage surface water effectively on site. This scheme will include attenuation storage tanks under the parking areas to limit the discharge rate to greenfield run off before discharge into the external sewerage system. Soft landscaping and the use of pleached trees with planting pits and permeable paving

measures will also provided. The Environment and Community team consider that the requirements of Policy ENV5 are largely met.

The proposal is a major planning application and therefore a Health Impact Assessment (HIA) is required under Policy HC1 (PS): Promoting healthy communities. A HIA screening has been submitted and the information is considered to generally meet with the objectives of Policies SP3 and HC1.

6.13 <u>Pre-Community Consultation</u>

- For applications that fall within the major category a prescribed in the Development Management Regulations, Section 27 of the Planning Act (NI) 2011 places a statutory duty on the applicant for planning permission to consult the community in advance of submitting an application.
- 6.13.2 Section 27 also requires that a prospective applicant, prior to submitting a major application must give notice, known as a 'Proposal of Application Notice' (PAN) that an application for planning permission for the development is to be submitted. A PAN (LA04/2023/2396/PAN) was submitted to the Council on 19 December 2022 and was deemed acceptable on 20 January 2023.
- 6.13.3 Where pre-application community consultation has been required and a PAN has been submitted at least 12 weeks in advance of the application being submitted, the applicant must prepare a pre-application community consultation report (PACC) to accompany the planning application. A PACC Report has been submitted in support of this application which details a project website, public exhibition, leaflets, social media campaign, hotline number, email address and the public advertisement.
- 6.13.4 According to the PACC report, there were:
 - 619 page views of the website
 - 62 downloads of the project information pack
 - 17,052 people reached by social media
 - 3 attendees at the public exhibition
 - 5 feedback forms received
- 6.13.5 Of the feedback forms received, 50% did not support the planning application, 33% supported the principal of enhancing Belfast's status as a tourist destination and 25% supported this investment in the Titanic Quarter and the jobs it will bring.
- 6.13.6 It is considered that the PACC Report submitted has demonstrated that the applicant has carried out their duty under Section 27 of the Planning Act (NI) 2011 to consult the community in advance of submitting an application.

6.14 Statutory Consultation

6.14.1 The scheme was advertised on 30th June 2023. Neighbour notifications were issued on 23rd June and 5th July 2023.

6.15 <u>Developer Contributions</u>

6.15.1 Para 5.69 of the SPPS states that "planning authorities can require developers to bear the costs of work required to facilitate their development proposals". Relevant further guidance is provided by the Council's Developer Contributions Framework, adopted in 2020.

The Case Officer Report for Planning Permission LA04/2022/0293/F states that "the Economic Development Team recommended that developer contributions under Section 76 relating to employability and skills during the construction and operational phases should be applied. As there is an extant approval which was approved shortly before the publication of the Developer Contributions Framework, and there is public realm included in the proposal, it is considered that it would be unreasonable to request a Section 76 for employability and skills given the fallback position". This is still applicable to this current application, which now has two extent permissions.

Conclusion

6.16

6.16.1

The proposal will have a positive impact on the character and appearance of the area. The proposal is considered to be in accordance with the development plan, taking account of all other material consideration including the relevant planning policies and planning history.

7.0 Recommendation

Having regard to the Development Plan, and other material considerations, the proposed development is considered acceptable. It is recommended that planning permission is granted subject to conditions. Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of conditions including a final response from NIEA: NED, and deal with any other matters that arise prior to issuing the decision, provided that they are not substantive.

Proposed Conditions:

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.

- 2. No site works of any nature or development shall take place until a programme of archaeological work (POW) has been prepared by a qualified archaeologist, submitted by the applicant and approved in writing by the Council. The POW shall provide for:
 - The identification and evaluation of archaeological remains within the site;
 - Mitigation of the impacts of development through licensed excavation recording or by preservation of remains in-situ;
 - Post-excavation analysis sufficient to prepare an archaeological report, to publication standard if necessary; and
 - Preparation of the digital, documentary and material archive for deposition.

All construction thereafter must be in accordance with the approved POW.

Reason: To ensure that archaeological remains within the application site are properly identified, protected and appropriately recorded.

3. No site works of any nature or development shall take place other than in accordance with the programme of archaeological work approved under Condition 2.

Reason: to ensure that archaeological remains within the application site are properly identified, protected and appropriately recorded.

4. A programme of post-excavation analysis, preparation of an archaeological report, dissemination of results and preparation of the excavation archive shall be undertaken in accordance with the programme of archaeological work approved under Condition 2. These measures shall be implemented and a final archaeological report shall be submitted to Belfast City Council within 12 months of the completion of archaeological site works, or as otherwise agreed in writing with Belfast City Council.

Reason: To ensure that the results of archaeological works are appropriately analysed and disseminated and the excavation archive is prepared to a suitable standard for deposition.

5. No site works or development of any nature shall take place until a Vibration Monitoring Method Statement for monitoring the structure of Hamilton Dock during construction works has been approved in writing by Belfast City Council in consultation with Historic Environment Division, Department for Communities. This should set the acceptable threshold value at a peak component particle velocity (PCPV) between 2.5 and 5.0 mm/s.

All construction thereafter must be in accordance with the approved Vibration Monitoring Method Statement.

Reason: To protect the structure of Hamilton Dock from unacceptable levels of vibration during construction.

- 6. No development activity, including ground preparation or vegetation clearance, shall take place unless a final Construction and Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Council. The CEMP shall include the following: a. Construction methodology and timings of works, including the Continuous Flight Auger (CFA) piling design:
 - b. Pollution Prevention Plan; including suitable buffers between the location of all construction works, storage of excavated spoil and construction materials, any refuelling, storage of oil/fuel, concrete mixing and washing areas and any watercourses or surface drains present on or adjacent to the site;
 - c. Site Drainage Management Plan; including Sustainable Drainage Systems (SuDS), foul water disposal and silt management measures;
 - d. Water Quality Monitoring Plan;
 - e. Environmental Emergency Plan;
 - f. Details of the appointment of an Ecological Clerk of Works (ECoW) and/or Marine Mammal Observer (MMO) and their roles and responsibilities during the piling phase of construction.

All construction thereafter must be in accordance with the approved CEMP unless otherwise agreed in writing by the Council

Reason: To protect Northern Ireland priority species, to ensure implementation of mitigation measures identified within the shadow Habitat Regulations Assessment and to prevent likely significant effects on the Inner Belfast Lough ASSI, Belfast Lough SPA, Belfast Lough Ramsar site and Belfast Lough Open Water SPA designated sites.

7. Any piling activities must be carried out in accordance with the mitigation measures in Section 5.3.2 of the Preliminary Ecological Appraisal Report (RPS - June 2023) unless otherwise agreed in writing with the Council.

Reason: To ensure the project will not have an adverse effect on the integrity of any European site.

8. The development hereby permitted shall not be occupied until the remediation measures and water monitoring as described in the RPS Remedial Strategy report, Hamilton Dock Hotel/Aparthotel Ref. IBR1144 v2.0 dated May 2023, have been implemented to the satisfaction of the Planning Authority. The Planning Authority must be given 2 weeks written notification prior to the commencement of remediation work.

Reason: Protection of environmental receptors to ensure the site is suitable for use.

9. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Planning Authority shall be notified immediately. No further development shall proceed until this new contamination shall be fully investigated in accordance with the Land Contamination: Risk Management (LCRM) guidance available at:

https://www.gov.uk/guidance/land-contamination-how-to-manage-the-risks.

In the event of unacceptable risks being identified, a remediation strategy shall be agreed with the Planning Authority in writing, and subsequently implemented and verified to its satisfaction.

After completing the remediation works under Conditions 8 and 9, and prior to occupation of the development, a verification report needs to be submitted in writing and agreed with Planning Authority. This report should be completed by competent persons in accordance with the Land Contamination: Risk Management (LCRM) guidance available at: https://www.gov.uk/guidance/land-contamination-how-to-manage-the-risks

The verification report should present all the remediation, waste management and monitoring works undertaken and demonstrate the effectiveness of the works in managing all the risks and wastes in achieving the remedial objectives.

Reason: Protection of environmental receptors to ensure the site is suitable for use.

10. Prior to the operation of the proposed development, a Verification Report shall be submitted to and approved in writing by the Council. This report must demonstrate that the remediation measures outlined in the RSK report entitled-Hamilton Dock Hotel/Aparthotel Remedial Strategy JMK Group have been implemented.

The Verification Report shall be completed by competent persons and demonstrate the successful completion of the remediation works and that the

- site is now fit for end-use (commercial). It must demonstrate that the identified human health contaminant linkages are effectively broken. The Verification Report shall be in accordance with current Environment Agency and CIRIA guidance and British Standards, BS 8485: 2015+A1:2019. In particular, the Verification Report must demonstrate that:
- a) The final site layout is as per RMI Architects Drawing in the Remediation Strategy IBR1144 May 2023 of the submitted report HAMILTON DOCK HOTEL / APARTHOTEL PROPOSED SITE PLAN GROUND FLOOR CONTEXT 1472 00-03 -JK SM 1:500@A1 19/04/2023.
- b) Gas protection measures are installed as per BS 8485:2015+A1:2019 which must include:
- Structural barrier- Cast in situ monolithic reinforced ground bearing raft with minimal penetrations.
- A gas resistant membrane which meets all requirements of Table 7 of BS 8485:2015+A1:2019.

Gas protection measures must be verified in line with the requirements of CIRIA C735

Reason: To demonstrate that the required remedial measures have been incorporated into the development, in the interests of human health.

11. Prior to commencement of operation of the gym, the mechanical ventilation system shall be installed as per the recommendations contained within RSK Report Entitled: Hamilton Dock Hotel/Aparthotel, Titanic Quarter, Noise Impact Assessment. Ref: NI 2467 F01 Hamilton Dock Hotel/Aparthotel Dated:6 June 2023.

Reason: In the interests of residential amenity

12. During operation of the gym, the gym windows shall remain closed in accordance with the recommendations contained within the submitted RSK Report Entitled: Hamilton Dock Hotel/Aparthotel, Titanic Quarter, Noise Impact Assessment. Ref: NI 2467 F01 Hamilton Dock Hotel/Aparthotel Dated:6 June 2023.

Reason: In the interests of residential amenity

13. No entertainment or amplified music shall be provided within external terrace within the hereby permitted development, unless by prior written approval from the Planning Authority.

Reason: In the interests of residential amenity

14. The external seating area to the café shall not be accessed by customers between the hours of 23:00hrs – 07:00hrs on any day.

Reason: In the interests of residential amenity.

15. The plant and equipment associated with the development hereby permitted, shall be selected and designed so as to achieve a rating level (LAr) no greater than the Background Sound Level, LA90, both during the daytime and during night-time when measured or determined at the nearest noise sensitive premises. All measurements and calculations must be conducted in line with the methodology outlined in BS4142:2014+A1 2019 Methods for rating and assessing industrial and commercial sound.

Reason: In the interests of residential amenity.

16. Deliveries and collections to and from the hereby permitted development shall be limited to between the hours of 07:00 and 23:00hrs.

Reason: In the interests of residential amenity.

17. Prior to the operation of the development kitchen/cafe, an odour abatement system shall be installed in accordance with the recommendations contained within the submitted RPS Report Entitled: Odour Impact Assessment Hamilton Dock Hotel/Aparthotel, Titanic Quarter Ref: NI2467 F01 Hamilton Dock Hotel Dated: 5 June 2023. The odour abatement system shall terminate at roof level in accordance with Figure D1 of the above submitted Odour Impact Assessment. The system shall be retained thereafter.

Reason: To protect residential amenity.

18. The odour extraction and ventilation system shall be cleaned and maintained in accordance with manufacturers' instructions.

Reason: To protect residential amenity.

19. Combustion plant shall meet the technical specification (low NOx technology) as indicated within chapter 5.2.4 Air Quality Impact Assessment (AQIA), Hamilton Dock Hotel/Aparthotel, RPS (June 2023). Moreover, the flue of any combustion plant must terminate 1m above roof level.

Reason: To protect residential amenity.

20. The development hereby permitted shall not become operational until the vehicular access providing visibility splays of x-distance of 4.5 m and y-distance of 45.0m north and x-distance 4.5m and y-distance 70m south has been constructed. The area within the visibility splays shall be cleared to provide a level surface with no obstruction higher than 250 mm above the level of the adjoining carriageway and such splays shall be retained and kept clear thereafter.

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

21. The development hereby permitted shall not become operational until hard surfaced areas, within the curtilage, have been constructed and marked out to provide 47no. car parking spaces, including a minimum of two for people with disabilities, and that adequate space is available for vehicles manoeuvring, servicing, and circulating within the site.

Reason: To ensure that adequate and accessible provision has been made for parking, manoeuvring, and servicing.

22. A minimum of 22 no. secure cycle parking spaces shall be provided and permanently retained within the ground floor of the building for use by hotel customers and staff and 14 no. cycle parking spaces shall be provided and be permanently retained close to the pedestrian accesses of the proposed development for use by visitors to the development.

Reason: to encourage the use of alternative modes of transport for development users.

23. The development hereby permitted shall operate in accordance with the approved Travel Plan (and appended Service Management Plan) published on the planning portal on 23rd June 2023. This shall include provision of the Translink iLink Initiative and the Bike2Work Initiative or equivalent measures agreed by Dfl Roads.

Reason: To encourage the use of alternative modes of transport to the private car in accordance with the Transportation Principles and to ensure that adequate provision has been made for servicing in the interests of road safety and the convenience of road users.

24. All trees and planting within the site shall be retained unless shown on the approved drawings as being removed. Any retained trees or planting indicated on the approved drawings which become seriously damaged, diseased or dying, shall be replaced during the next planting season (October to March inclusive) with other trees or plants of a location, species and size to be first approved in writing by the Council.

Reason: In the interests of visual amenity.

25. Prior to any work commencing all protective barriers (fencing) and ground protection is to be erected or installed as specified in British Standard 5837: 2012 (section 6.2) on any trees / hedging to be retained within the site, and must be in place before any materials or machinery are brought onto site for demolition, development or soil stripping. Protective fencing must remain in place until all work is completed and all associated materials and equipment are removed from site.

Reason: To ensure the protection of, and to ensure the continuity of amenity afforded by any existing trees to be retained within the site and on adjacent lands.

26. If roots are accidentally damaged the tree council must be notified and given the opportunity to inspect the damage before it is covered over.

Reason: To ensure the protection of, and to ensure the continuity of amenity afforded by existing trees / hedging.

27. No storage of materials, parking of vehicles or plant, temporary buildings, sheds, offices or fires within the RPA of trees within the site and adjacent lands during the construction period.

Reason: To avoid compaction within the RPA

28. Maintenance and management of the open space and landscaped areas as shown on drawing no.32 shall be carried out in accordance with the Paul Horgarth Company 'Landscape Management Plan for Hamilton Dock'. Any variations to these management arrangements shall be submitted to and approved in writing by the Council.

Reason: To ensure successful establishment and maintenance of the open space and amenity areas in the interests of visual and residential amenity.

29. The proposed public realm works, as shown on approved Plan Nos 32,33, 34,35,36,37,38,40,41 and 42 shall be carried out prior to the occupation / operation of any part of the development hereby approved.

Reason: To ensure the provision of a high quality of landscaping and public realm.

- 30. Notwithstanding the submitted details, the following elements of the approved scheme shall not be constructed, installed, implemented or carried out unless in accordance with further details and samples which must be first submitted to and approved in writing by the Council:
 - 1. Brick
 - 2. Cladding
 - 3. Windows
 - 4. Rainwater goods
 - 5. Roofing materials

The works must be implemented and permanently retained in accordance with the details so approved. A sample of each material shall be retained on site until the project is complete.

Reason: To ensure the material finish and detailing is sympathetic to the setting of nearby listed buildings.

31. Notwithstanding the Planning (Use Classes) Order (Northern Ireland) 2015 and Planning General Permitted Development) Order (Northern Ireland) 2015 (or any order revoking and/or re-enacting those orders with or without modification), the development shall not be used other than as hotel accommodation. The maximum stay by an occupant shall be no more than consecutive 30 days with no return by the same occupant within a period of 30 days from the date of the last occupancy, in accordance with written records which shall be made available to the Council at all reasonable times.

Reason: Residential use of the building would require further consideration by the Council

having regard to the Local Development Plan and relevant material considerations.

ANNEX		
Date Valid	09/06/2023	
Date First Advertised	30/06/2023	
Date Last Advertised	N/A	
Details of Neighbour Notification: 7 Neighbouring properties on 23.06.2023 /		

All Arc apartments on 05.07.2023

Date of EIA Determination: 10.07.2023

ES Requested: No