# Development Management Report Committee Application

Summary	
Committee Date: 9th December 2025	
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Application ID: LA04/2025/0605/F	
Proposal: Erection of a four-storey building to create 29no. short-term let accommodation units with ancillary roof-mounted solar panels.	Location: 341-345 Albertbridge Road, Ballymacarret, Belfast, BT5 4PY
Applicant Name and Address: ALMCC (NI) LIMITED 25 Shore Road Holywood BT18 9HX	Agent Name and Address: Richard O'Toole O'Toole & Starkey Ltd 1st FloorRiver House 48-60 High Street Belfast

**Referral Route:** Para 3.8.7 of the Scheme of Delegation – Director Discretion

Date Valid: 09/04/2025

**Contact Officer:** Lisa Walshe, Principal Planning Officer (Development Management)

# **Executive Summary:**

The application seeks permission for the erection of a four-storey building to create 29no. short-term let accommodation units with ancillary roof-mounted solar panels

The key issues for consideration of the application are set out below.

- Principle of short term let at this location
- Character, Design & Appearance
- Impact on Amenity

Dfl Roads, Dfl Rivers, Environmental Health, SES and NIEA has offered no objection.

27 letters of objection have been received.

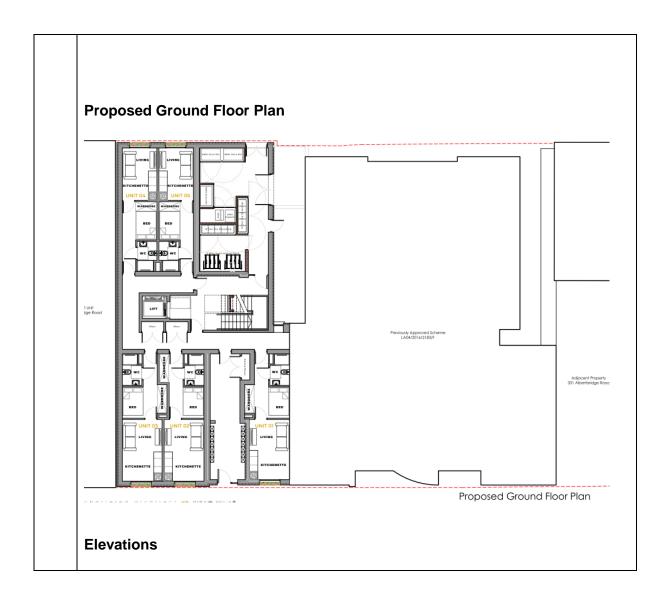
All representations and associated issues have been fully considered in the appended report.

The proposal complies with policies HOU13 and DES1 of the Belfast Local Development Plan. It is not considered to impact negatively on existing residential amenity, it will strengthen and diversify short term let accommodation, is located close to public transport and within walking distance of a tourist attraction. Appropriate management arrangements will be secured via a planning condition.

# Recommendation

Having regard to the Development Plan and material considerations, 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 the conditions, the Waste Management Plan and deal with any other issues that arise, provided that they are not substantive.	

# Planning Report Site Location Plan, Floor Plans and Elevations Site Location Plan Site Block Plan SKIPTON STREET Previously Approved Scheme LA04/2016/2183/F





- 1.1 Erection of a four-storey building to create 29no. short-term let accommodation units with ancillary roof-mounted solar panels
- 1.2 The building will measure approximately 12.5m in height and extend over four stories. The front and rear windows will also have Juliet balconies from first to third floor level. The roof will be flat with solar panels to the south facing roof slope. The materials will be a mix of red brick and smooth white render and the doors and windows will be finished in grey uPVC.

#### 2.0 Characteristics of the Site and Area

The site is located at 341-345 Albertbridge Road, Belfast, BT5 4PY. The site was formally a restaurant which has since been demolished leaving the site vacant. The surrounding area is predominately a mix of commercial and residential uses. Adjacent northeast of the site is a paint shop, southwest to the other side is a vacant site with a previous approval for a 4-storey apartment block comprising 24 apartments (LA04/2016/2183/F). Connswater Retail Park is located to the rear and directly opposite the site is residential.

The site is located within the settlement development limit on unzoned whiteland within the Belfast Urban Area Plan (BUAP) 2001. Within the draft Belfast Metropolitan Area Plan 2015 (dBMAP) the site is located within a shopping/commercial area and Albertbridge Road is an Arterial Route. This section of the Albertbridge Road is included within a HMO Development Node.

# 3.0 **Planning History**

# 3.1 **Site History**

Z/2008/2538/F - 341-345 Albertbridge Road, Belfast, BT5 4PY. Change of use from retail to restaurant and single storey extension to rear. Approved 09/03/2009. Z/2007/2741/F - 331 & 341-345 Albertbridge Road, Ballymacarret, Belfast, BT05 4PY. Construction of 2No. 4 storey residential apartment blocks (14 units). (Amended proposal). Approved 11/11/2008.

Z/2006/2192/O - 341-345 Albertbridge Road, Belfast, BT5 4PY. Erection of 3 storey building to include ground floor car parking and 1 retail unit and 9 apartments. Refused 20/12/2007.

Z/2004/0481F/F - 341-345 Albertbridge Road Belfast BT5 4PY. Change of use of ground floor from hire shop to sandwich / coffee bar and hairdressing salon. Approved 26/05/2004.

#### 3.2 **Surrounding Area Planning History**

LA04/2016/2183/F - 333-339 Albertbridge Road. Demolition of existing buildings with replacement by a 4-storey apartment block consisting of 24 apartments. Renewal of Z/2009/1657/F. Approved 17.01.2019. This approval has been shown in context with the proposed site on the drawings submitted. The Council notes a Certificate of Lawfulness has not been submitted to formally demonstrate that this proposal has commenced development.

Z/2009/1657/F - 333-339 Albertbridge Road. Demolition of existing buildings and erection of 4 storey apartment block comprising 24 apartments (13no. 1 bed and 11no. 2 bed). (Amended Scheme). Approved 03.11.2011.

LA04/2023/4393/F – 321-331 Albertbridge Road. Demolition of existing building and erection of a 3-storey building to provide a trade sales area to ground floor (class A1) and associated offices and storage to the first and second floor. The existing vacant two storey warehouse to the rear of this building to be used for paint storage (class B4). Single storey extension to rear of existing store (class B4). Under Consideration.

# 4.0 **Policy Context**

- 4.1 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.
- 4.2 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, 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.
- 4.4 Operational policies the Plan Strategy contains a range of operational policies relevant to consideration of the application. These are listed below:
- 4.5

  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), HMO Subject Plan 2015 and other relevant area plans. The weight to be afforded to these proposals maps is a matter for the decision maker. Whilst the Belfast Urban Area Plan 2001 remains the statutory plan insofar as the proposals maps ("Departmental Development Plan), 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.

#### 5.0 | Planning Policy

5.1 Belfast Local Development Plan – Plan Strategy 2035

Policy HOU13 – Short-term let accommodation

Policy DES1 – Principles of urban design

Policy TRAN 8 – Car Parking and servicing arrangements

Policy ENV1 – Environmental quality

Policy ENV2 – Mitigating environmental change

Policy ENV3 – Adapting to environmental change

Policy ENV4 – Flood Risk

Policy ENV5 – Sustainable drainage systems (SuDS)

Policy NH1 – Protection of Natural Heritage Resources

Strategic Planning Policy Statement for Northern Ireland

#### Supplementary Planning Guidance

Placemaking and Urban Design Sustainable Urban Drainage Systems Transportation

# Development Plan – zoning, designations and proposals maps

5.2 Belfast Urban Area Plan (2001) BUAP

Draft Belfast Metropolitan Area Plan 2015 (v2004)

Draft Belfast Metropolitan Area Plan 2015 (v2014)

# Regional Planning Policy

5.3 Regional Development Strategy 2035 (RDS)

Strategic Planning Policy Statement for Northern Ireland (SPPS)

#### Other Material Considerations

5.4 Belfast Agenda (Community Plan)

# 6.0 **Consultations and Representations**

#### 6.1 **Statutory Consultations**

Dfl Roads - no objection subject to condition

Dfl Rivers - no objection subject to condition

NI Water - objection

NIEA Water Management Unit – objection

NIEA Regulation Unit – no objection subject to condition

NIEA NED - No objection

#### 6.2 Non-statutory consultees

BCC Environmental Health – no objection subject to condition Shared Environmental Services – no objection subject to condition

#### 6.3 **Representations**

The application has been advertised in local press and the relevant neighbours have been notified. The council received 27 objections. The key issues raised are outlined below:

- 1. Parking and traffic
- 2. Noise and disturbance
- 3. Impact on community cohesion
- 4. Impact on available social housing/residential housing
- 5. Impact on rent and house prices

Issues 1-4 are considered in the report below. Issue 5 is not considered to be a material planning consideration.

# 7.0 Planning Assessment

#### 7.1 | Main Issues

The main issues relevant to consideration of the application are set out below.

- Principle of short term let accommodation at this location
- Character, Design & Appearance
- Impact on Amenity
- Parking
- Climate Change
- Environmental Protection
- Floodrisk and Drainage
- Natural Heritage
- Waste Management

# 7.2 Principle of short term let at this location

The proposal seeks planning permission for the erection of a four-storey building to create 29no. short-term let accommodation units with ancillary roof-mounted solar panels.

- 7.3 Paragraph 7.1.19 of the Belfast Local Development Plan Plan Strategy states that "short-term holiday accommodation falls outside of the residential use class". Short-term let accommodation is commercial in nature and occupants change regularly, between 1–90-days. It is deemed an alternative form of tourist accommodation.
- The final paragraph of policy TLC3: Overnight visitor accommodation, stipulates that proposals for holiday self-catering apartments, serviced apartments, or short term holiday lets will be considered under the short term let policy HOU13.
- Policy HOU13 of the LDP 'Short-term let accommodation' includes six criteria (a. f.) which must be met for planning permission to be granted for short-term let accommodation:

Criterion (a) of HOU13 – The proposal strengthens and diversifies the range of short-stay visitor accommodation in the city.

As the proposal adds an additional use to the area and provides additional variety and choice of accommodation for tourists and families visiting the city. The proposal is considered to comply with this criterion.

Criterion (b) of HOU13- . It is accessible by public transport

The site is located along Albertbridge Road which is an Arterial Roue. There are various bus stops within within 70m of the site, served by the Glider service as well as Metro and Ulsterbus. It is therefore considered that the proposal would satisfy this criterion.

Criterion (c) of HOU13 - It is sited within an existing tourism cluster or in close proximity to a visitor attraction

The applicant has provided a list of visitor attractions including Eastside Visitor Centre (290m/4 min walk), CS Lewis Square (400m, 5 min walk). There is also access to the Comber Greenway, Templemore Baths Heritage Experience (500m)

/7mins walk) and Glentoran FC's Oval (800m / 11mins walk). Having considered all the attractions in close proximity, it is concluded that the site is located within an existing "tourism cluster", or "in close proximity" to a visitor attraction. The proposal therefore satisfies criteria c. of HOU13.

Criterion (d) of HOU13. Has appropriate management arrangements in place to ensure a positive and safe living environment whilst minimising any potential negative impacts;

An Accommodation Management Plan has been provided. It provides specific details on the management company, guest screening and booking policy, noise management measures, antisocial behaviour prevention, check-in and check-out procedures, communication with neighbours, emergency procedures and monitoring and review. It is considered to be acceptable and robust and will be conditioned within the decision notice. It is deemed that the proposal meets criterion d. of HOU13.

Criteria (e) of HOU13. The site is not located within a designated HMA (see policy HOU10), unless it can be demonstrated that the development is needed to meet a specific unsatisfied demand in that location

The application site does not fall within a designated Housing Management Area (HMA) and therefore satisfies this criterion.

Criteria (f) of HOU13. In the case of a change from permanent residential use, part of the property must be retained as permanent residential housing. The proposal does not involve a change from residential use, therefore this criterion is not engaged.

Officers note concerns by residents regarding the impact of the proposal on residential housing including affordable housing, however as criterion (f) is not engaged, and the proposal meets the other relevant criteria, this is considered acceptable. Concerns regarding community cohesion are noted, however there is no evidence to suggest that the proposed use would have a negative impact on same.

# Character, Design & Appearance

- 7.6 The proposal seeks to erect a four-storey building to create 29no.short term let units. Policy DES1 Principles of Urban Design applies. It is noted that the scale, height and character of the proposed building has been designed to reflect and integrate with the approved apartment scheme adjacent under approval LA04/2016/2183/F. This approval has not yet been built out, evidence of commencement has been submitted alongside this application however nothing has formally been submitted under a certificate of lawfulness; therefore, the Council cannot consider the approval to be extant.
- Nonetheless, the overall scale, height and massing of the proposal when assessed on its own merits is considered acceptable. The building is four storeys and will measure 12.5m in height. The surrounding area is predominately mixed-use characterised by two-storey residential buildings and 3-4 storey commercial buildings further along the Albertbridge Road. The building line of the proposal respects the established building line defined by the adjacent paint shop and the previous restaurant that once occupied the application site. The proposal will retain the existing footpaths along the Albertbridge and Skipton Street frontages and ensure passive surveillance and activity at ground floor level by introducing ground floor windows from the main habitable rooms.

The fenestration is of a vertical emphasis with four openings extending across each level facing onto Albertbridge Road and Skipton Street to the rear, this reflects the surrounding area and is considered an acceptable design. The front and rear windows will also have Juliet balconies from first to third floor level. The roof will be flat with solar panels to the south facing roof slope. The materials will be a mix of red brick and smooth white render which help break up the massing of the building, the doors and windows will be finished in grey uPVC. The materials and overall design reflect the surrounding area and are considered acceptable. The character, design and appearance is therefore compliant with DES1 of the LDP.

# **Impact on Amenity**

- 7.9 As discussed above, criterion (d) of Policy HOU13 requires that all proposals (for short term let accommodation) must demonstrate the ability to manage accommodation satisfactorily.
- A robust Accommodation Management Plan has been submitted which includes management of general behaviour of occupants and promotion of good practice and will be conditioned in order to protect surrounding residential amenity. There are no neighbouring dwellings to the rear and those to the front are facing the other side of the Albertbridge Road. All properties within the neighbour engagement area as identified in the Management Plan will be contacted prior to the operation of the short-term let accommodation. There is not considered to be any overlooking, overshadowing or loss of daylight for any neighbouring properties. Belfast City Council Environmental Health has been consulted on the application and has considered the proposed development in terms of noise, air pollution, general amenity, ambient air quality, contaminated land and other considerations. They offer no objections subject to conditions.

# **Residential Policy consideration**

7.11 Point 7.1.89 under Policy HOU13 of the Council's Plan Strategy states that "as short-term let accommodation falls outside of the residential use class, the change of use to permanent residential use is considered a material change of use requiring planning permission. Such an application would be assessed in line with the wider policy requirements for residential development. Where proposals for short-term let accommodation fail to meet minimum standards for residential accommodation, conditions will be used to limit use of the property to short-term lets only (i.e rentals to the same person(s) for no longer than 90 consecutive nights)." The proposed short-term let accommodation comprises 1-bed units. Appendix C of the Plan Strategy states that the minimum space standard for 1-bed residential accommodation is 35sqm. The proposed units are under this minimum standard (unit size ranges from 21.75sqm to 25.9sqm). The proposal would also not provide adequate amenity and open space and includes units which are wholly in the rear of the property, failing a number of points within Policy RD1 – New Residential Developments. The proposal would not be appropriate for long term residential use and a condition is therefore recommended to limit use of the property to short-term lets only to no longer than 90 consecutive nights.

# **Parking**

7.8

7.12 Policy TRAN 8 states that development proposals will be required to provide adequate provision for car parking and appropriate servicing arrangements. Beyond areas of parking restraint, a reduced level of car parking provision may be acceptable where the development is in a highly accessible location well served by public transport and where the development would benefit from spare capacity available in nearby public car parks or adjacent on-street car parking, amongst other criteria. The proposal does not include on-site car parking and given the accessibility to sustainable forms of transport in the area including bus and glider stops, this is considered acceptable. A Parking Statement has also been provided which demonstrates adequate on-street capacity in the area. Dfl Roads have been consulted on the application and offer no objections.

# **Climate Change**

7.13 The submitted Drainage Assessment includes SuDS measures including 'Gravity Over Engineered' pipes to provide the on-line storage and a Vortex Flow Control as the flow restrictor limited to the approved flow of 10 l/s/hectare which will effectively mitigate the flood risk to the proposed development and from the development. Solar panels are proposed on the roof, box planters are provided at ground floor level and all main habitable rooms have windows to reduce reliance on artificial lighting. All building control regulations will be met in terms of energy efficiency, insulation and air tightness as well as EPBD requirements. The proposal is considered to comply with policies ENV2, ENV3 and ENV5 of the Belfast LDP Plan Strategy.

# **Environmental protection**

# 7.14

#### **Contaminated land**

Environmental Health (EH) has reviewed the contamination assessment and have no objection subject to a condition regarding unexpected contamination. NIEA Regulation Unit has also been consulted in respect of contamination and offer no objections.

# Air quality

EH has not raised any concerns with regards to air quality subject to a condition regarding heating sources and in this regard, the proposal is considered compliant with Policy ENV1.

#### <u>Noise</u>

EH states that 'the proposed development is to be located on a main arterial route and is in close proximity to existing commercial uses and may therefore be impacted by noise. We would advise that the onus lies with the developer, as the agent of change, to incorporate appropriate noise mitigation measures, as may be necessary, to ensure the commercial success of the proposed development and to prevent complaints from the end users regarding existing noise sources within the area'. EH has stated that conditions are not necessary and in this regard, the proposal is considered compliant with Policy ENV1.

#### 7.15 | Flood risk and drainage

Policy ENV4 states that planning applications in flood risk areas must be accompanied by an assessment of the flood risk in the form of a Flood Risk Assessment (FRA). The council will have regard to guidance publications produced by other authorities and prospective developers/applicants are advised to liaise early in the formulation of their proposals with Dfl Rivers to clarify flooding or flood plain issues that may affect particular sites. In all circumstances, the council will adopt a precautionary approach in assessing development proposals in areas that may be subject to flood risk presently or in the future as a result of environmental change predictions.

Dfl Rivers has reviewed the submitted Drainage Assessment which indicates that flood risk to and from the development will be appropriately managed subject to condition.

- 7.16 NI Water has objected to the proposal on grounds insufficient network capacity within Combined Storm Overflows (CSOs). It advises that existing public wastewater infrastructure cannot currently support the proposal without significant risk of environmental harm, potential pollution, flood risk and harm to local amenity. However, no clear evidence has been provided to demonstrate specific harm resulting from the development. Moreover, NI Water has a duty to connect committed development across the city to its waste-water infrastructure. Such development, which includes significant levels of residential and commercial floor space across the city, will not all come forward at once and some may not come forward at all. For these reasons, it would be unreasonable for the Council to refuse planning permission on these grounds and the proposal is acceptable having regard to Policy SP1A of the Plan Strategy.
- 7.17 DAERA has been consulted and is concerned that the sewage loading associated with the proposal has the potential to cause adverse environmental impact. As the proposal would result in clear intensification of the use of the land, consultation has been undertaken with Shared Environmental Services (SES) to assist the consideration of the Habitats Regulations. Belfast City Council in its role as the Competent Authority under the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended), and in accordance with its duty under Regulation 43, has adopted the HRA report, and conclusions therein, prepared by Shared Environmental Service, dated 21/07/2025. This found that the project would not have an adverse effect on the integrity of any European site. Having regard to this advice, it is considered necessary to impose a condition to mitigate any likely significant effects on Belfast Lough. Having regard to all relevant material considerations, the proposal is considered compliant with Policy NH1 of the of the Belfast Local Development Plan, Plan Strategy 2035 and paragraphs 6.176 and 6.177 of the Strategic Planning Policy Statement.

#### 7.18 | Natural Heritage

Policy ENV1 (Environmental quality) requires new development to protect communities from materially harmful development and must not result in an unacceptable adverse impact on the environment.

NIEA: Natural Environment Division and Shared Environmental Services were consulted and consider that there would be no negative impact on priority habitats or priority species as detailed under the Floodrisk and Drainage section. The proposal therefore accords with Policy NH1.

# 7.19 Waste Management

A Service and Waste Management plan has been submitted. Belfast City Council Waste Management Team have been consulted and are requesting further information. Delegated authority is sought to resolve this matter.

#### 8.0 Recommendation

- 8.1 Having regard to the Development Plan and material considerations, 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 the conditions, Waste Management Plan and deal with any other issues that arise, provided that they are not substantive.
- 8.2 All representations and associated issues have been fully considered in the assessment of the proposal.
- 8.3 The proposal complies with policies HOU13 and DES1 of the Belfast Local Development Plan. Where it strengthens and diversifies short term let accommodation, is located close to public transport, within walking distance from a tourist attraction, appropriate management arrangements and is not located within an HMA.

# 9.0 Conditions

9.1 The development hereby permitted must be begun within five years from the date of this permission.

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

9.2 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 bed spaces shall not be used other than short-term let units. The maximum stay by the same occupant shall be no more than 90 days in any 12-month period, 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.

9.3 The short-term let accommodation hereby permitted shall be managed and maintained in accordance with the approved Accommodation Management Plan, uploaded to the planning portal on 01/05/025 at all times.

Reason: In the interest of residential amenity.

9.4 The development hereby approved shall not be occupied unless the climate change measures have been implemented in accordance with the supporting climate change statement. The climate change measures shall be retained in accordance with the approved details at all times.

Reason: To mitigate and/or adapt to climate change.

9.5 All external facing and roofing materials shall be carried out as specified on the approved plans.

Reason: In the interests of the character and appearance of the area

Prior to the construction of the drainage network, the Applicant shall submit a Drainage Assessment, compliant with 4.8 and Appendix E of SPG, to be agreed with the Council which demonstrates the safe management of any out of sewer flooding emanating from the surface water drainage network, agreed under Article 161, in a 1 in 100 year event, including an allowance for climate change (10%) and urban creep (10%).

Reason: In order to safeguard against surface water flood risk.

9.7 The development hereby permitted shall not become operational unless weather protected cycle parking has been fully provided in accordance with the approved plans.

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

9.8 If during the carrying out of the development, new contamination is encountered that has not previously been identified, all related works shall cease immediately, and the Council shall be notified immediately in writing. No further development shall proceed until this new contamination has been fully investigated in accordance with current industry recognised best practice. In the event of unacceptable human health risks being identified, a Remediation Strategy and subsequent Verification Report shall be submitted to and agreed in writing by the Council, prior to the development being occupied or operated. The Verification Report shall be completed by competent persons in accordance with best practice and must demonstrate that the remediation measures have been implemented and that the site is now fit for end-use.

Reason: To ensure that any contamination within the site is appropriately dealt with, in the interests of human health.

Prior to the installation of any centralised combustion sources (boilers, CHP, biomass or generators) at the hereby approved development, where there is a risk of impact at relevant receptor locations as per the criteria detailed within the Environmental Protection UK and Institute of Air Quality Management document - Land-use Planning & Development Control: Planning For Air Quality (January 2017), an Air Quality Impact Assessment shall be submitted to and approved in writing by the Planning Authority prior to installation of the plant. Any submitted assessment shall include details of the combustion plant to be installed, emission rates and flue termination heights of the proposed combustion systems and must

demonstrate that there will be no exceedances of the Air Quality Strategy objectives at relevant human receptor locations associated with the operation of the proposed combustion plant and with the overall development.

Reason: Protection of human health

9.10

Notwithstanding the submitted details, no development shall commence on site (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless details of foul and surface water drainage, including a programme for implementation of these works, have been submitted to and approved in writing by the Council. The development shall not be carried out unless in accordance with the approved details, which shall be retained as such thereafter.

Reason: To ensure appropriate foul and surface water drainage of the site. Approval is required upfront because the design of the drainage is an integral part of the development and its acceptability.