

**Development Management Officer Report
Committee Application**

Summary	
Application ID: LA04/2025/1991/F	Committee Meeting Date: 16 th June 2026
Proposal: Subdivision of the existing cash and carry building and the change of use of 4,750 sq,m gross floorspace for use as a Class A1 retail; erection of new loading bay in service yard; minor external alterations to building; reconfiguration of car park.	Location: Makro, 97 Kingsway, Belfast, BT17 9NS
Referral Route: Paragraph 3.8.2 of the Scheme of Delegation (major application)	
Recommendation:	Approval subject to conditions
Applicant Name and Address: Tesco Stores Ltd Tesco Head Office Falcon Way, Shire Park Welwyn Garden City AL7 1TW	Agent Name and Address: Roderick MacLeod Reline Planning Services Glen Road Dunblane FK15 0HR
Date Valid: 3.12.2025	
Target Date: 01.07.2026	
Contact Officer: Ciara Reville, Principal Planner (Development Management)	
<p>Executive Summary:</p> <p>The application seeks full permission for the subdivision of the existing cash and carry building and the change of use of 4,750 sq,m gross floorspace for use as a Class A1 retail; erection of new loading bay in service yard; minor external alterations to building; reconfiguration of car park.</p> <p>The application relates to Makro situated at 97 Kingsway which is a cash and carry business within a large warehouse building. The site includes a considerable amount of parking to the north of the building.</p> <p>The key issues for consideration of the application are set out below:</p> <ul style="list-style-type: none"> • <i>Principle of the Change of Use</i> • <i>Proposed Design and placemaking</i> • <i>Proposed Access and Car Parking</i> • <i>Climate Change</i> • <i>Health Impacts</i> • <i>Environmental Protection</i> • <i>Waste Water Infrastructure</i> 	

- *Waste Storage*
- *Employability and Skills*
- *Pre-Application Community Consultation*

The principle of the proposed development is considered acceptable under the strategic aims of the RDS, the SPPS and the Plan Strategy. It has been demonstrated there is no sequentially preferable site to accommodate the proposal and it will not have an adverse impact on existing centres.

A consultation from DFI Roads remains outstanding, delegated authority is requested to deal with the consultation.

NI Water object to the proposal and SES require further information to carry out a comprehensive HRA. Delegated authority is requested to deal with this issue.

No objections have been received.

Recommendation

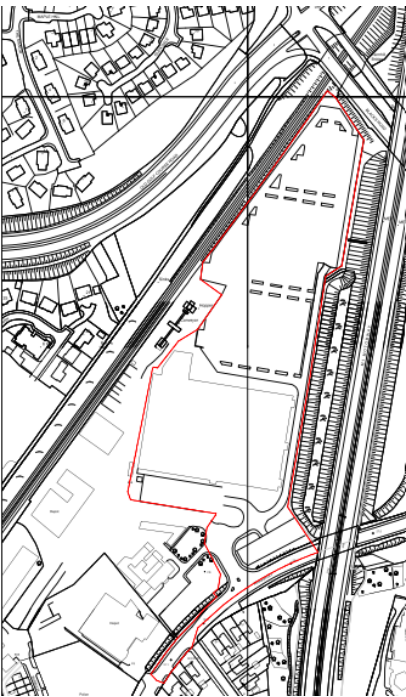
Having regard to the development plan and other material considerations, the proposal is considered acceptable. It is recommended that planning permission is granted subject to conditions.

Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and deal with the outstanding DFI Roads response, SES and any other issues that arise provided that they are not substantive.

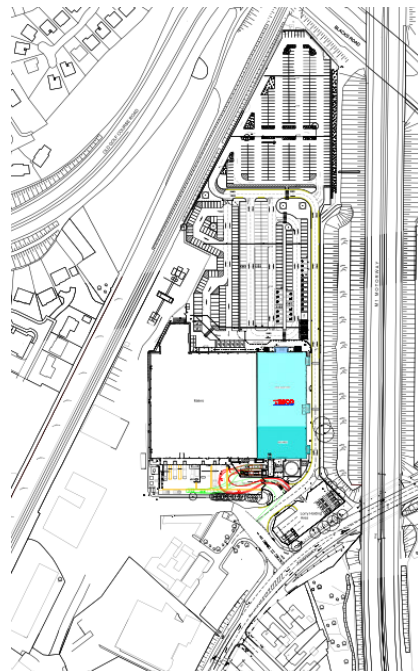
Officer Report

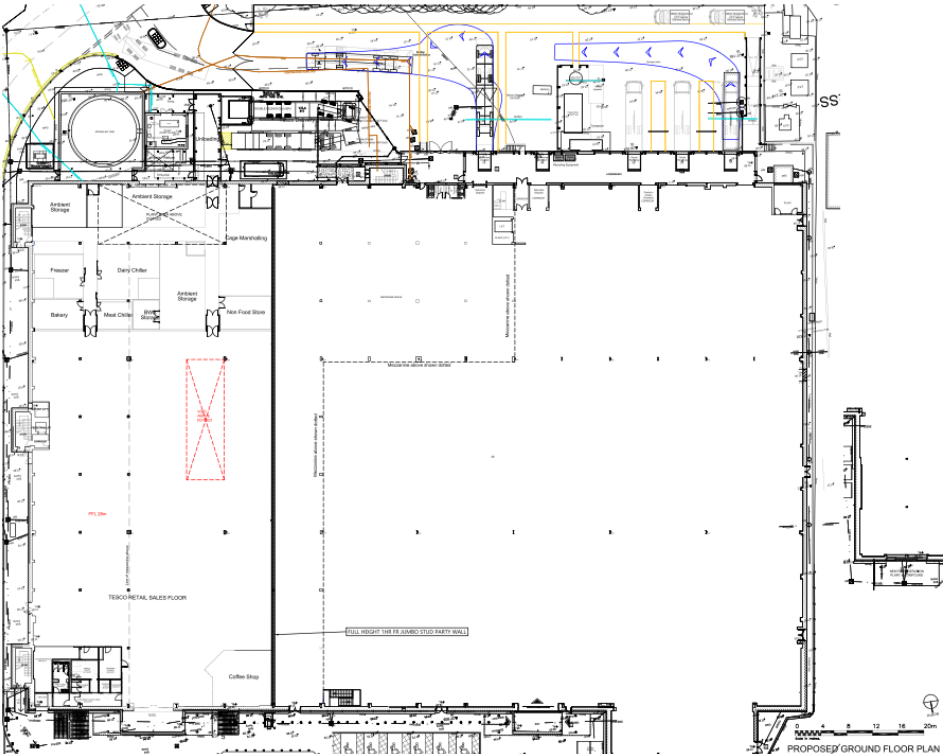
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**Proposed Plans
Site location plan**



Proposed Site Plan:



	<p>Proposed Ground Floor Plan</p> 
<p>2.0</p>	<p>Characteristics of the Site and Area</p>
<p>2.1</p>	<p>The application relates to Makro situated at 97 Kingsway which is a cash and carry business within a large warehouse building. The site includes a considerable amount of parking to the north of the building.</p>
<p>2.2</p>	<p>The site is bounded to the east by the motorway and to the west by the railway. The surrounding area is industrial in nature with construction companies situated to the south west. Residential areas are separated from the site by the railway to the west and industrial uses to the south/south west.</p>
<p>3.0</p>	<p>Description of Proposal</p>
<p>3.1</p>	<p>The application seeks full planning permission for the subdivision of the existing cash and carry building and the change of use of 4,750 sq,m gross floorspace for use as a Class A1 retail; erection of new loading bay in service yard; minor external alterations to building; reconfiguration of car park.</p>
<p>4.0</p>	<p>Planning Policy and Other Material Considerations</p>
<p>4.1</p>	<p>Development Plan – operational policies Belfast Local Development Plan, Plan Strategy 2035</p>
<p>4.2</p>	<p>Strategic Policies:</p> <ul style="list-style-type: none"> • Policy SP1A – Managing growth and supporting infrastructure delivery • Policy SP2 – Sustainable development

<p>4.3</p> <p>4.4</p> <p>4.5</p> <p>4.6</p>	<ul style="list-style-type: none"> • Policy SP3 – Improving health and wellbeing • Policy SP5 – Positive placemaking • Policy SP6 – Environmental resilience • Policy SP7 – Connectivity • Policy SD2 – Settlement areas <p>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)</p> <p>Regional Planning Policy Regional Development Strategy 2035 (RDS) Strategic Planning Policy Statement for Northern Ireland (SPPS)</p> <p>Other Guidance Placemaking and Urban Design SPG Transportation SPG Retail and Main Town Centre Uses SPG</p> <p>Relevant Planning History LA04/2024/1913/PAN- Makro, 97 Kingsway. Subdivision of existing cash and carry and change of use of c. 4,000 sq,m gross floorspace for use as Class A1 shop for occupation by Tesco (after relocation from existing store in Dunmurry), reconfiguration of car park, junction alterations and erection of petrol filling station. Proposal of Application Notice is acceptable.</p> <p>There are a number of historical applications relating to alterations of the existing Makro store but are not relevant to this application.</p>
<p>5.0</p>	<p>Consultations and Representations</p>
<p>5.1</p> <p>5.2</p>	<p>Statutory Consultations DfI Roads – Awaiting Response</p> <p>NI Water- Recommend Refusal</p> <p>Shared Environmental Services- Request Wastewater Impact Assessment to be completed to allow a comprehensive HRA to be completed.</p> <p>NIEA- Water Management Unit advise the proposal has the potential to adversely affect the surface water environment.</p> <p>Non-Statutory Consultations Environmental Health- No objections with conditions</p> <p>Local Plan Economy Response- No objections</p>

5.3	<p>Representations</p> <p>One letter of support has been received.</p>
6.0	<p>PLANNING ASSESSMENT</p>
6.1	<p>Development Plan Context</p>
6.2	<p>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.</p>
6.3	<p>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.</p>
6.4	<p>The Development Plan is the Belfast Local Development Plan, which replaces the Belfast Urban Area Plan 2001 as the statutory plan for the city. The Belfast LDP is in two parts: Part 1 is the Plan Strategy, which was adopted on 02 May 2023. Part 2 is the Local Policies Plan, which will provide the zonings and proposals map for Belfast and has yet to be published.</p>
6.5	<p>Operational policies – the Plan Strategy contains a range of operational policies relevant to consideration of the application. These are listed below:</p> <ul style="list-style-type: none"> • Policy DES1 – Principles of urban design • Policy BH1 – Listed Buildings • Policy BH2 – Conservation Areas • Policy BH5 – Archaeology • Policy EC1 – Delivering inclusive economic growth • Policy HC1 – Promoting healthy communities • Policy RET1 – Establishing a centre hierarchy • Policy RET2- Out of Centre Development • Policy TRAN1 – Active travel – walking and cycling • Policy TRAN2 – Creating an accessible environment • Policy TRAN4 – Travel plan • Policy TRAN6 – Access to public roads • Policy TRAN8 – Car parking and servicing arrangements • Policy ENV1 – Environmental quality • Policy ENV2 – Mitigating environmental change • Policy ENV3 – Adapting to environmental change • Policy ENV5 – Sustainable drainage systems (SuDS) • Policy NH1 – Protection of natural heritage resources

6.6	<p>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, other than policies that relate to Sprucefield, which remain contentious.</p>
6.7	<p>The proposed site is located on whiteland as per BUAP 2001 and both versions of draft BMAP.</p>
6.8	<p>MAIN ASSESSMENT</p> <p>Key Issues</p>
6.9	<p>The key issues relevant to consideration of the application are:</p> <ul style="list-style-type: none"> • Principle of the Change of Use • Proposed Design and placemaking • Proposed Access and Car Parking • Climate Change • Health Impacts • Environmental Protection • Waste Water Infrastructure • Waste Storage • Employability and Skills • Pre-Application Community Consultation <p>Principle of Change of Use</p>
6.10	<p>The proposal involves the sub-division of the existing Makro store to create a retail store (Use Class A1) with a floorspace of approximately 4,750sqm.</p>
6.11	<p>Policies RET1 (Establishing a centre hierarchy) and RET2 (Out of centre Development) are relevant to the consideration of this proposal. RET1 establishes a network and hierarchy of centres for main town centres uses which includes cultural and community facilities, retail, leisure, entertainment and businesses. The proposal is a retail use and therefore Policy RET 1 applies.</p>
6.12	<p>The sequential approach directs these uses to centres before considering edge of centre sites. RET2 states that main town centre uses outside of centres must:</p> <p>a) Demonstrate that there is not a sequentially preferable site in, or on the edge of, centres having regard to criteria of suitability, availability and viability; and b) Submit a retail impact assessment and assessment of need for proposals that have a floorspace of 1,000 m² gross and above. The SPPS also states that a sequential test should be applied to planning applications for main town centre</p>

	uses that are not in an existing centre. The site is not located within a designated centre and is therefore considered to be in an out of centre location.
6.13	The proposed floorspace exceeds 1000sqm and therefore a Sequential Test and Retail Impact Assessment have been submitted in support of the application.
6.14	The sequential test identified a ten minute drivetime catchment for the proposal due to the spatial distribution of existing Tesco stores across Belfast and on the principle that shoppers will not pass another store to shop at another. The sequential test sets out the key site requirements for the broad development and assessed the availability of sequentially preferable sites in District Centres within the catchment. The assessment concluded there are no alternative suitable sites. The Local Development Team were consulted and considers that the applicant has address the sequential requirement of the policy considerations.
6.15	In terms of the Retail Impact Assessment the Assessment assumes a base year of 2025, a design year of 2027 and a test year of 2029 whereby the previous Tesco Store in Dunmurry is operating.
6.16	The assessment calculates a catchment area population of 143,181 in 2025 rising to 144,272 in 2029. In terms of available spending the assessment concludes the available convenience expenditure per capita in 2025 is £2393, reducing to £2366 by 2029. Taking into account the turnover of convenience retail stores within the catchment the analysis concludes there is a surplus expenditure of £57.32m.
6.17	The Retail Impact Analysis results in trade diversions of between 3 and 7% of retail stores within District Centres of the catchment and concludes the proposal will not have a significant adverse impact on trading performance of any other stores in the catchment.
6.18	The Local Plan Team were consulted and found large variances in the population figures utilised within the Retail Impact Assessment. The Local Plan Team calculated a population within the catchment of 87,551 for 2025 compared to the applicant's 143,181. The applicant revised the Retail Impact Assessment to utilise the Local Plan Team's population figures and concluded a available expenditure surplus of £56.32m. Local Plan Team however, calculated a surplus of £11.5. While there are discrepancies in the figures the Local Plan Team agree that capacity remains within the catchment and have no objections to the proposal.
6.19	The applicant has demonstrated that there is no sequentially preferable site in or on the edge of centres and that the proposal will not have a significant, adverse impact on existing centres. The principle of the proposal is acceptable and complies with Policy RET2.
6.20	<p>Proposed Design and Placemaking</p> <p>Policy DES1 states that planning permission will be granted for new development that is of high quality, sustainable design that makes a positive contribution to placemaking by responding positively to local context and character.</p>

6.21	Alterations to the proposed elevations are minimal to reflect the change of use. The building will maintain its existing appearance and there is no harm to the existing character and appearance.
6.22	The proposal is considered to comply with Policies DES1 (design) and relevant provisions of the SPPS.
Proposed Access and Car Parking	
6.23	Policy SP7 (Connectivity) supports connectivity to and within the city by sustainable transport modes, such as public transport, walking and cycling. Policy TRAN1 (Active travel, walking & cycling) supports development proposals which take account of the needs and safety of walkers and cyclists, their convenience to walking, cycle and public transport access and secure cycle parking facilities. Policy TRAN2 (Creating an accessible environment) promotes suitable access to buildings and their surroundings whilst taking account of the specific needs of people with disabilities or impaired mobility. Development which will generate significant travel uses require a Travel Plan under Policy TRAN4 (Travel plan), whilst Policy TRAN8 (Car parking & servicing arrangements) sets out the criteria under which reduced levels of car-parking will be assessed.
6.24	The proposal maintains the existing access and will provide a pedestrian crossing point along Kingsway. Alterations are proposed to the existing car park to reflect the two operators of the site and need for disabled/parent and child car parking. The parking provision of the proposal will equate to 175 spaces with the Makro store retaining 130 spaces (305 in total). DFI Roads have been consulted and have not yet responded but have indicated any issues would be minor in nature. Delegated authority is therefore requested to deal with the outstanding consultation response.
6.25	Subject to the DFI Roads response it is considered that the proposal will comply with Policies TRAN 1,2,3,4, 8, 9 and 10.
Climate Change	
6.26	Policy SP6 (Environmental resilience) of the Plan Strategy reinforces the RDS policy on climate change which also aligns with the Belfast Agenda, by seeking to reduce greenhouse gas emissions and adapt to a changing climate to build environmental resilience. Policy ENV1 (Environmental quality) allows for development that will maintain and, where possible, enhance environmental quality. Any proposal must protect communities from materially harmful development and must not result in an unacceptable adverse impact on the environment. Policy ENV2 (Mitigating environmental change) states that planning permission will be granted for development that incorporates measures to mitigate environmental change and reduce greenhouse gases by promoting sustainable patterns of development. There is a presumption in favour of retaining existing buildings. Policy ENV3 (Adapting to environmental change) states that planning permission will be granted for development that incorporates measures to adapt to environmental change. Policy ENV5 (Sustainable Drainage

	Systems) SuDS states that all built development should include, where applicable, SuDS measures to manage surface water effectively on site to reduce surface water runoff
6.27	The proposal is in itself a sustainable form of development by utilising an existing building rather than a standalone new build. The submitted Climate Change Statement outlines a number of measures to be used within the proposed store such as LED lighting, doors on cool food display cabinets to reduce cooling demand and installation of submeters to manage energy consumption. The proposal also includes a number of EV charging spaces within the car park. No SuDS are proposed with the scheme but given there is no associated development and the proposal utilises the existing building, this is considered acceptable.
6.28	The proposal is considered to comply with Policies ENV 2, 3 and 5.
	Health Impacts
6.29	Policy SP3 (Improving health & wellbeing) of the Plan Strategy requires new development to take health and wellbeing into account during early design stages. HC1 (Promoting healthy communities) seeks to ensure that all new developments maximise opportunities to promote healthy and active lifestyles. New developments should be designed, constructed and managed in ways that improve health and promote healthy lifestyles. This will include supporting active travel options, improving accessibility to local service centres, reducing the use of private car travel, adequate provision of public open space, leisure and recreation facilities, high quality design and promoting balanced communities and sustainable neighbourhoods.
6.30	The application includes a Health and Wellbeing Statement. It states that the proposal is within a highly accessible location to enable easier day to day access to convenience goods. The proposal supports active travel options with the inclusion of a pedestrian crossing and aids to sustain the existing neighbourhood.
6.31	The proposal is considered to comply with Policy HC1.
	Environmental Protection
6.32	Policy SP6 (Environmental resilience) of the Plan Strategy reinforces the RDS policy on climate change which also aligns with the Belfast Agenda to build environmental resilience. 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. Environmental Health have been consulted in regards to air quality, noise and contaminated land. The response from EH indicated no objection to the proposal subject to relevant condition.

6.33	<p>Waste-water infrastructure</p> <p>Policy SP1A (Managing growth and supporting infrastructure delivery) of the Plan Strategy require that necessary infrastructure is in place to support new development.</p>
6.34	<p>NI Water has confirmed there is available capacity at the receiving Wastewater Treatment Works, however, an assessment has indicated network capacity issues. It advises that existing public waste-water 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.</p>
6.35	<p>As the proposal would result in clear intensification of the use of the land, the Council has consulted Shared Environmental Services (SES) to assist its consideration of the Habitats Regulations. SES recognises the NI Water response and requires a Waste Water Impact Assessment to be agreed to by NI Water, in order to complete the comprehensive HRA.</p>
6.36	<p>It is recognised that a HRA cannot be completed at this time and therefore delegated authority is requested for officers to deal with the outstanding information and to re-consult with SES to ensure there will be no impact on any designated European site.</p>
6.37	<p>DAERA has been consulted and is concerned that the sewage loading associated with the proposal has the potential to cause adverse environmental impact.</p>
	<p>Waste Storage</p>
6.38	<p>The proposal contains an acceptable waste storage area to the rear within the service yard. A Waste Management Plan has not been submitted and therefore will be conditioned to be submitted and agreed.</p>
	<p>Employability and Skills</p>
6.39	<p>As this is a major application, a skills assessment has been carried out in line with the council's Developer Contribution Framework. This concluded that developer contributions relating to employability and skills during the construction phase should be applied. In terms of the operational phase the response notes that 23 retail jobs will be created and that retail jobs are in demand. However, the response states that this is more in relation to retail jobs being difficult to fill rather than skills shortages and therefore a contribution relating to employability and</p>

	<p>skills in the operational phase should not be applied. A condition will be added to this effect.</p> <p>Pre-application community consultation</p> <p>6.40 The applicant undertook their statutory duty to submit a Proposal of Application Notice (PAN) which set out the applicant's proposals for pre-application community consultation. LA04/2024/1913/PAN was submitted to the Council on 18th November 2024, the council confirmed on 5th December 2024 that the PAN was acceptable in line with the requirements of Section 27 of the Planning Act 2011.</p> <p>6.41 The application is accompanied by a mandatory Pre-application Community Consultation Report (PACC). The PACC report describes the pre-application consultation undertaken by the applicant, which included:</p> <p><u>Pre-exhibition phase</u></p> <ol style="list-style-type: none"> 1. Advertising: newspaper advert, South Belfast News/Andersonstown News on 18th January 2025. 2. Neighbour notification: leaflet drop within 1km of site. 3. Local stakeholder audit: Copies of the PAN distributed to elected representatives and community groups. Offer issued for follow up meetings. 4. Press Coverage: Press Release Issued with articles about proposed consultation in local media. 5. Website: Project website established with details of the proposed development. <p><u>Exhibition phase</u></p> <ol style="list-style-type: none"> 1. Community Exhibition Event: In-person PACC events, held on 23rd January 2025 and 6th March 2025 between 2pm and 7pm. <p><u>Post-exhibition phase</u></p> <ol style="list-style-type: none"> 1. Analysis of Community Feedback: 20 attendees to the public consultation events. Three feedback form completed at the consultation events. 155 responses through the website with 140 supporting the proposals and 15 against. Issues raised have been considered. <p>6.42 It is considered that the Pre-Community Consultation Report submitted has demonstrated that the applicant has carried out their duty under Section 27 of the Act</p>
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<p>6.43</p> <p>6.44</p> <p>6.45</p> <p>6.46</p>	<p>Conclusion</p> <p>The principle of the proposed development is considered acceptable under the strategic aims of the RDS, the SPPS and the Plan Strategy. It has been demonstrated there is no sequentially preferable site to accommodate the proposal and it will not have an adverse impact on existing centres.</p> <p>The proposal utilises the existing building and subject to DFI Roads the proposed access and parking is considered acceptable.</p> <p>NI Water object to the proposal and SES require further information to carry out a comprehensive HRA. This will be resolved through the imposition of a condition.</p> <p>No third party objections have been received.</p>
<p>7.0</p> <p>7.1</p> <p>7.2</p>	<p>Recommendation</p> <p>Having regard to the development plan and other material considerations, the proposal is considered acceptable. It is recommended that planning permission is granted subject to conditions.</p> <p>Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of the conditions and deal with the outstanding DFI Roads response, SES and any other issues that arise provided that they are not substantive.</p>
<p>DRAFT CONDITIONS:</p> <ol style="list-style-type: none"> The development hereby permitted must be begun within five years from the date of this permission. <p>Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.</p> <ol style="list-style-type: none"> The rating level (dBLAr,T) from the operation of all combined plant and equipment must not exceed the existing daytime and night-time background sound levels at the nearest noise sensitive premises, when measured or determined in accordance with BS4142:2014+A1:2019 'Methods for rating and assessing industrial and commercial sound'. <p>Reason: Protection of residential amenity and human health</p> <ol style="list-style-type: none"> If contamination is encountered during the carrying out of the development, all related development works shall cease, and the Council shall be notified immediately in writing. No further related development works shall proceed until this contamination has been fully investigated in accordance with current Environment Agency and CIRIA guidance and British Standards. <p>In the event of unacceptable human health risks being identified, a Remediation Strategy shall be submitted to and agreed in writing by the</p>	

Council. The Remediation Strategy shall be implemented and subsequently a 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 and demonstrate the successful completion of the remediation works and that the site is now fit for end-use. The Verification Report shall be in accordance with current Environment Agency and CIRIA guidance and British standards.

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

4. 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.

5. Employability and Skills. (during construction phase only)