



## Development Management Officer Report Committee Application

<b>Summary</b>	
<b>Committee Meeting Date:</b> 19 May 2015	<b>Item Number:</b>
<b>Application ID:</b> Z/2014/1555/F	<b>Target Date:</b>
<b>Proposal:</b> Conversion refurbishment, restoration, extension and minor demolition of the former Harland And Wolf Headquarters building and drawing offices for use as 84 bedroom boutique hotel with heritage related tourist/event facilities, and other ancillary accommodation including plant and storage areas, communal areas together with associated access and site works. Tourist facilities to include guided tours.	<b>Location:</b> Former Harland and Wolf Headquarters Building and Drawing Offices Queens Road Queens Island Belfast BT3 9DU
<b>Referral Route:</b> Major Application	
<b>Recommendation:</b>	<b>Approval</b>
<b>Applicant Name and Address:</b> Titanic Foundation Limited (TFL) And Titanic Quarter Limited (TQL)	<b>Agent Name and Address:</b> Turley 3 Joy Street Belfast BT2 8LE
<b>Executive Summary:</b>	
<p>The application seeks Full planning permission for conversion refurbishment, restoration, extension and minor demolition of the former Harland And Wolf Headquarters building and drawing offices for use as 84 bedroom boutique hotel</p> <p>The main issues to be considered in this case are:</p> <ul style="list-style-type: none"> <li>• The principle of a hotel at this location</li> <li>• The principle of alterations to a listed building;</li> <li>• Potential impact on Alexandra Graving Dock (a protected monument)</li> <li>• Potential impact on Natural Heritage, including Belfast Lough Special Protection Area and bats.</li> <li>• Traffic and Roads Infrastructure</li> <li>• Flooding</li> </ul> <p>The site is located within the development limits of Belfast as designated in the Belfast Metropolitan Area Plan 2015 and is zoned as a mixed use site (BHA01). The site is also located within Phase 2 of the overall development framework for the Titanic Quarter. The proposed hotel complies with the plan zoning and development framework and there is a current Planning approval for conversion of the building to a hotel.</p> <p>The alterations to the listed building also require listed building consent (Z/2014/1580/LBC). This application is still under consideration but will be determined under the delegated scheme. NIEA</p>	

has no objections to the proposal.

NIEA Historic Monuments Unit has no objections in relation to the proximity of the proposal to Alexander Graving Dock

Transport NI has offered no objections to the proposal subject to a number of conditions relating to improvements to road infrastructure and parking provision.

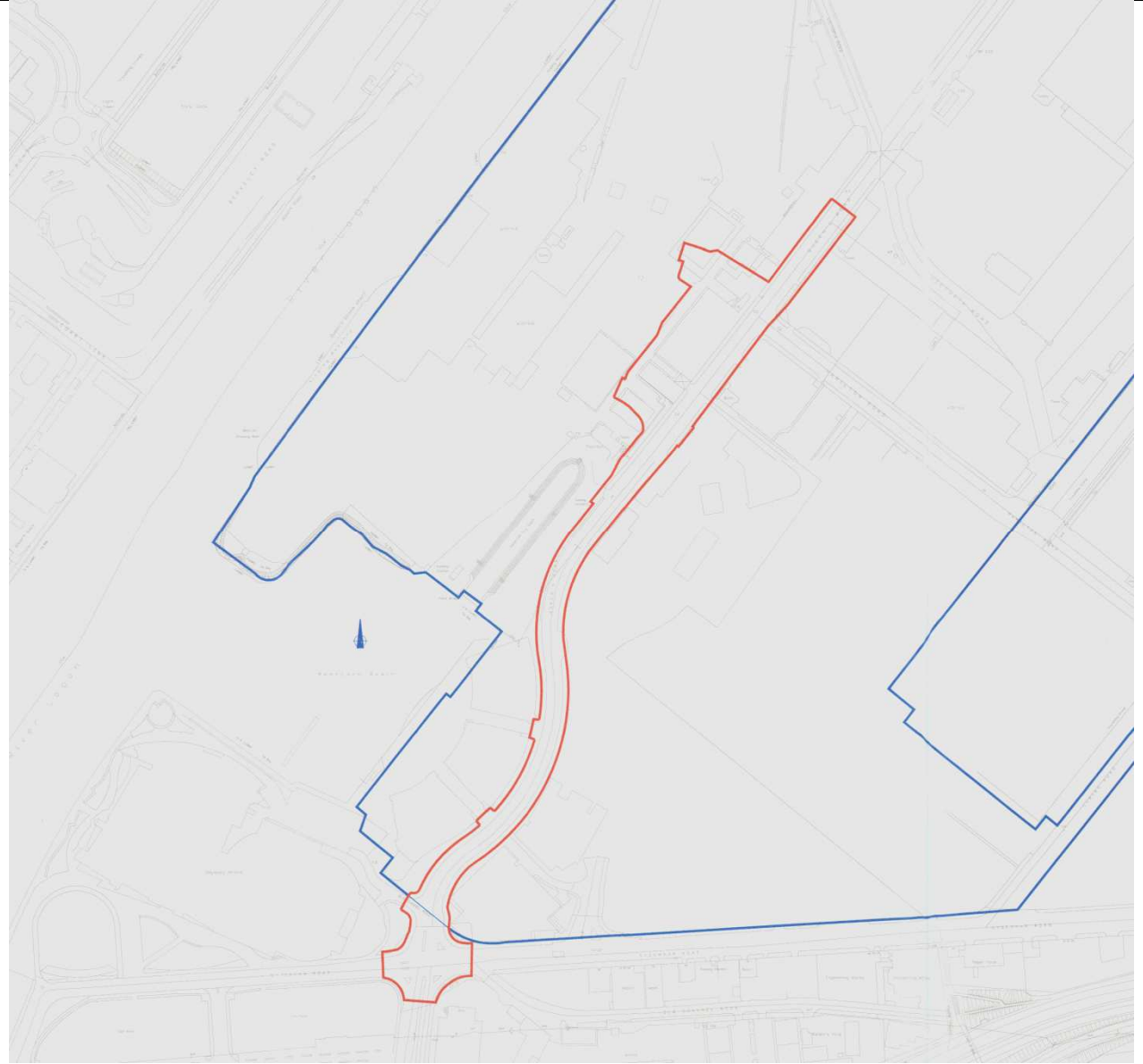
Site lies within an undefended coastal floodplain and is considered an exception to PPS15 in that the proposal involves the reuse of an existing building and benefits from an extant planning permission for a hotel.

Consultees offered no objections subject to conditions relating to contamination investigation and appropriate mitigation, provision of necessary roads infrastructure and archaeological investigation.

It is recommended that the application is approved with conditions.

## Case Officer Report

## Site Location Plan



## Consultations:

Consultation Type	Consultee	Response
Non Statutory	NI Transport - Hydebank	Approval subject to conditions
Non Statutory	NI Water - Strategic Applications	No objection
Non Statutory	Env Health Belfast City Council	Approval subject to conditions
Non Statutory	Land and Resource Management	Substantive Response Received
Non Statutory	Rivers Agency	No objections
Non Statutory	Protecting Historic Monuments	Approval subject to conditions

Non Statutory	Natural Heritage	Approval subject to conditions
<b>Representations:</b>		
Letters of Support	None Received	
Letters of Objection	None Received	
Number of Support Petitions and signatures	No Petitions Received	
Number of Petitions of Objection and signatures	No Petitions Received	
<p><b>Characteristics of the Site and Area</b></p> <p>Three storey C-shaped flat roof main structure with two pitched roof two storey rear returns. Main frontage onto Queens Road with building located directly onto footpath.</p> <p>Mixed use Harbour area with a number of large scale buildings and brownfield sites at either side of long, straight road. The site is located in the 'Titanic Quarter' (BHA01) in the Belfast Metropolitan Area Plan.</p>		
<p><b>Planning Assessment of Policy and Other Material Considerations</b></p> <p>Belfast Metropolitan Area Plan 2015            Planning Policy Statement 1 - General Principles            Planning Policy Statement 3 - Access, Movement and Parking            Planning Policy Statement 6 - Planning, Archaeology and the Built Heritage            Planning Policy Statement 13 – Transportation and Land Use</p>		
<p><b>Belfast Metropolitan Area Plan</b></p> <p>The site is located within the development limits of Belfast as designated in the Area Plan. The presumption is therefore in favour of development subject to a number of policy considerations which shall be discussed below.</p> <p>A number of key site requirements are set out for development in the zoning BHA01. One of these requirements is that development of the site shall only be permitted in accordance with an overall development framework.</p> <p>A development framework was prepared for the entire Titanic Quarter in 2003 and agreed by the Department of the Environment in 2008 and later amended in 2010. This provided an overall planning context for the phased development of the area. This framework is supported by a Transport Masterplan which stipulates infrastructure required at each phase of the development.</p> <p>Each development must be consistent with the overarching framework. This approach has already been applied in the approval of the Financial Service Campus, the Public Records Office of Northern Ireland and the Titanic Film Studios.</p> <p>The site is located within Phase 2, as part of a 4 phased approach to the long term development of the Titanic Quarter.</p> <p>Amongst the development proposals in this phase, as identified in the framework, is the refurbishment of the former H&amp;W headquarters building (the subject of this application) into a 4-star hotel. The proposal therefore sits comfortably with the development</p>		

framework and with BMAP.

### **CONTAMINATION**

Intrusive site investigations have been undertaken in the area of the site and on parts of the development area as part of wider investigations of the Harland & Wolf site between 2005 and 2008.

Environmental Service Department of BCC have acknowledged the potential contaminants of concern associated with the origins of the made ground, the former surrounding land uses and the historic fuel spillages on land adjacent to the site. However no objections have been raised, providing the execution of the remediation contained the RPS report is implemented and verified. Conditions are therefore recommended to ensure this verification.

NIEA Waste Management Unit have stated there is the potential for isolated hot spots of contamination of the Made Ground at the site, however these can be addressed through conditions for unforeseen contamination if encountered in the areas of the proposed extension. Waste Management Unit have no objections to the development subject to conditions as detailed below.

### **NATURAL HERITAGE**

NIEA, Natural Environment Division has undertaken a Habitats Regulations Assessment (HRA) Stage 2: Appropriate Assessment on this proposal. This has concluded that there will be no adverse effect on the integrity of Belfast Lough Special Protection Area (SPA) and Belfast Lough Open Water SPA, provided conditions are imposed. An assessment of the impact of the proposal on the Belfast Lough ASSI was also carried out and the same conclusion was reached.

NIEA, Natural Environment Division were concerned that the building to be restored and refurbished may provide roosting opportunities for bats and subsequently requested that a bat survey should be carried out. A bat survey was subsequently submitted and NIEA have no further objection

### **ACCESS, MOVEMENT AND PARKING**

In assessing the development application, TransportNI noted previous planning approvals on the site (Z/2009/1091/F, Z/2014/0421/F, & Z/2009/0097/F).

A Travel Plan & Service Yard Management Plan was submitted with the application to demonstrate how the development is accessible by public transport, by bicycle and on foot. The report anticipates that the heritage / tourist related activities will be associated with existing trips to the Titanic Signature Building and will not generate additional new trips onto the surrounding highway network.

Transport NI have offered no objections to the proposal subject to a number of conditions relating to improvements to road infrastructure and parking provision.

### **ARCHAEOLOGICAL AND BUILT HERITAGE**

This application site is located adjacent to the Alexandra Graving Dock which was built between 1885 and 1889 and to the Titanic Slipway. These monuments are afforded protection under the Historic Monuments and Archaeological objects Order (Northern Ireland) 1995 and also under the provisions of Policy BH 1 of PPS 6. Harland and Wolff Headquarters building is listed within the DoE's Industrial Heritage Record to which

Policy BH 2 of PPS 6 applies.

Consequently, if this application is to be approved, NIEA: Historical Monuments Unit (NIEA: HMU) recommend that it is conditional on the agreement and implementation of a developer-funded programme of archaeological works. This is to identify and record any archaeological remains in advance of new construction, or to provide for their preservation in situ, as per Policy BH 4 of PPS 6. Subsequently NIEA have recommended that a condition should be attached to any planning approval. This condition is detailed below.

NIEA Historic Monuments Unit have confirmed that the accompanying application for listed building consent (Z/2014/1580/LBC) complies with Policy BH8 of PPS6, and are satisfied that the proposed works maintain the essential character of the building, is of appropriate design and makes use of sympathetic materials.

### **FLOODING**

Rivers Agency indicated that the site lies within the 1 in 200 year coastal floodplain of Belfast Lough. This floodplain is undefended.

After reviewing the submitted Flood Risk Assessment Rivers Agency are of the opinion that the footprint of the building cannot be raised as required under PPS15 annex (b) as this proposal is for a refurbishment not a replacement of an existing building, which involves a building of significant intensification by conversion into a hotel.

Rivers Agency have also sought clarification as to whether or not the site is an exception in relation to PPS15 FLD annex (c). The proposal could not be considered a replacement as stipulated in Annex C, and if it was considered to replace an existing use it would seem that the proposal would involve a 'significant intensification' and thus would not be acceptable. However given the extant planning approval on the site Z/2009/1091/F for the refurbishment, part-restoration change of use and extension of listed former Harland & Wolff Headquarters building for use a 111-bedroom boutique hotel it would be unreasonable to now find the current proposal unacceptable.

Neighbour Notification Checked

Yes

### Summary of Recommendation:

The proposal, which fulfils one of the development objectives of the development framework for the area, will help fuel the continued regeneration of the Titanic Quarter and provide a high quality service that will undoubtedly result in significant regional economic benefits.

### Conditions

1. As required by Article 34 of the Planning (Northern Ireland) Order 1991, the development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: Time Limit.

2.No site works of any nature or development shall take place until a programme of archaeological work, has been implemented, in accordance with a written scheme and programme prepared by a qualified archaeologist, submitted by the applicant and approved by the Council. The programme should provide for the identification and

evaluation of archaeological remains within the site, for mitigation of the impacts of development, through excavation recording or by preservation of remains, and for preparation of an archaeological report.

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

3. Access shall be afforded to the site at all reasonable times to any archaeologist nominated by DoE to observe the operations and to monitor the implementation of archaeological requirements.

Reason: to monitor programmed works in order to ensure that identification, evaluation and appropriate recording of any archaeological remains, or any other specific work required by condition, or agreement is satisfactorily completed.

4. No development or piling work should commence on this site until a piling risk assessment has been submitted in writing and agreed with the Council. Piling risk assessments should be undertaken in accordance with the methodology contained within the Environment Agency document on "Piling and Penetrative Ground Improvement Methods on Land Affected by Contamination: Guidance on Pollution Prevention" available at <http://publications.environment-agency.gov.uk/PDF/SCHO0501BITT-E-E.pdf>.

5. The development hereby permitted shall not be occupied until the remediation measures as described in the remediation strategy submitted as part of the RPS Desk Study & ground Contamination Summary Report, IBR0622/November2014 have been implemented to the satisfaction of the Council. The Council 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.

6. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Council shall be notified immediately. This new contamination shall be fully investigated in accordance with the Model Procedures for the Management of Land Contamination (CLR11). In the event of unacceptable risks being identified, a remediation strategy shall be agreed with the Council in writing, and subsequently implemented and verified to its satisfaction.

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

7. After completing the remediation works under Conditions 5 and 6; and prior to occupation of the development, a verification report needs to be submitted in writing and agreed with Council. This report should be completed by competent persons in accordance with the Model Procedures for the Management of Land Contamination (CLR11).

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

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

8. Prior to the development commencing the applicant shall submit to the Council for approval a detailed design and installation schedule for a bespoke gas/vapour protection scheme as recommended in section 12.4.2 of the RPS report IBR0622 November 2014. This must include a detailed method and capability statement.

Any alteration to the approved remediation scheme shall be submitted for prior approval to the Council.

9. Prior to the occupation of the site a verification report shall be submitted to the planning service for approval. The verification report shall demonstrate that the approved gas/vapour protection measures have been incorporated into the design and verified.

10. Prior to the occupation of the proposed development, the applicant shall provide to the Council, for approval, a Verification Report. This report must demonstrate that the remediation measures outlined in the RPS desk study & ground contamination report IBR0622 November 2014 have been implemented to the satisfaction of the Council.

11. This report should be completed by competent persons. The Verification Report shall demonstrate the successful completion of remediation works and that the site is now fit for the proposed end use. The Verification Report must be in accordance with current Environment Agency guidance and demonstrate that the mitigation measures have broken the identified contaminant-pathway-target linkages and that the site no longer poses a significant risk to human health. In particular, this Verification Report must demonstrate that:

- All areas of the site have been covered in hard standing.
- Any areas of landscaping have been formed in raised beds, and
- Any imported soils are demonstrably suitable for the end use Residential without Plant Uptake.

12. Unless otherwise agreed with the Council, this development shall not become operational / occupied if it means more than the Titanic Signature Building and one fifth of other Phase 2 development as defined in vehicular trips in the Transport Master Plan (updated by the Transport Master Plan Addendum bearing the date stamp 27 February 2012) is already operational / occupied; until a new grade separated junction on the Sydenham Bypass has been fully completed in accordance with detailed engineering drawings to be submitted to and approved by the Council. The works shall not prejudice the future provision of the A2 Sydenham Bypass widening scheme by the Department for Regional Development, as identified in BMAP and BMTP. All works shall comply with the requirements of the Design Manual for Roads and Bridges and all other relevant standards and technical guidance.

Reason: To ensure the road works considered necessary to provide a proper, safe and convenient access to the site are carried out as part of the development.

13. The development hereby approved shall not become operational / occupied until the road works & other improvements have been provided in general accordance with Drawing Number IBH0228/EW/2000 (DOE Planning drawing number 20) bearing date stamp 13 November 2014. All works shall comply with the requirements of the Design Manual for Roads and Bridges and all other relevant standards and technical guidance.

Reason: To ensure that the roads & other improvements considered necessary to provide a proper, safe & convenient means of access are implemented prior to the



commencement of any permitted uses.

14. No part of the development hereby approved shall become operational / occupied until hard surfaced areas have been constructed and permanently marked to provide a minimum of 42 car parking spaces for the hotel element of the proposal located within 400 metres of the development.

Reason: To ensure that adequate provision has been made for car parking and traffic circulation in the interests of road safety and the convenience of road users.

15. No part of the development hereby approved shall become operational / occupied until 10 covered Sheffield cycle stands have been provided in accordance with Drawing Number 1175-P-PL-00 (DOE Planning drawing number 02) bearing date stamp 13 November 2014.

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

16. No part of the development hereby approved shall become operational until a high frequency public transport service as defined in the Transport Master Plan (bearing Planning Service date stamp 6 February 2008) and as generally indicated in the Design Principles document (bearing Planning Service date stamp 18 June 2008) has been fully implemented / continues to be available for all development users. Unless otherwise agreed with the Council the service shall be operated for a period of 5 years or until replaced by a rapid transit service, whichever is sooner.

Reason: To ensure that the public transport service considered necessary to provide a proper, safe and convenient access to the site is provided as part of the development.

17. Unless otherwise agreed with the Council, a rapid transit service including all associated infrastructure works must be fully implemented within the site, as defined in the Transport Master Plan and as generally indicated in the Design Principles document. The rapid transit service shall commence operation concurrently with an equivalent service to be provided in the city by the Department for Regional Development. It shall be to an equivalent standard to that provided in the city and be in accordance with details to be submitted to and agreed by the Council.

Reason: To ensure that the public transport service considered necessary to provide a proper, safe and convenient access to the site is provided as part of the development.

18. The development hereby permitted shall operate in accordance with the approved Service Management Plan (contained within the document entitled 'Boutique Hotel & Drawing Offices, Travel Plan & Service Yard Management Plan') November 2014.

Reason: In the interests of road safety and traffic progression.

19. The development hereby permitted shall operate in accordance with the approved Travel Plan (contained within the document entitled 'Boutique Hotel & Drawing Offices, Travel Plan & Service Yard Management Plan') November 2014.

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

20. The development hereby permitted shall operate in accordance with the proposed

'TQ Boutique Hotel and Drawing Offices - Maintenance Management Plan' issue date October 2014.

Reason: In the interests of road safety and traffic progression and to ensure that the applicant has initiated his maintenance obligations in this regard.

#### Informatives

1. For guidance on the preparation of the Written Scheme and Programme of Archaeological Work, which should be submitted for approval at least 4 weeks before work is due to begin, contact:

Northern Ireland Environment Agency - Historic Monuments Unit  
5-33 Hill St, Belfast BT1 2LA

Tel: 028 9054 3140

Quote reference: SM11/1 DOW 4:501 (S)

Application for the excavation licence, required under the Historic Monuments and Archaeological Objects(NI) Order 1995, should be submitted at least 4 weeks before work is due to begin, by a qualified archaeologist responsible for the project, to Northern Ireland Environment Agency – Historic Monuments Unit, Excavation Licensing, Waterman House, 5-33 Hill St, Belfast BT1 2LA.

2.Public water supply within 20m of your proposal, consultation with NIW is required to determine how your proposals can be served. Application to NIW is required to obtain approval to connect.

3.The existing foul and surface water sewers within Titanic Quarter are private and are the responsibility of Belfast Harbour Commissioners

4.The existing foul and surface water sewers within Titanic Quarter are private and are the responsibility of Belfast Harbour Commissioners

5.The applicant is advised to contact NIW through its Customer Relations Centre on 08457 440088 or [waterline@niwater.com](mailto:waterline@niwater.com), upon receipt of this consultation to discuss any areas of concern. Application forms and guidance are also available via these means.

6. If during the course of developing the site the developer uncovers a pipe not previously evident, NIW should be notified immediately in order that arrangements may be made for investigation and direction in respect of any necessary measures required to deal with the pipe. Notify NIW Customer Relations Centre on 08458 770002.

7. This development requires the installation of a grease trap.

8.The purpose of the Conditions 1 - 4 are to ensure that any site risk assessment and remediation work is undertaken to a standard that enables safe development and end-use of the site such that it would not be determined as contaminated land under the forthcoming Contaminated Land legislation i.e. Part 3 of the Waste and Contaminated Land Order (NI) 1997. It remains the responsibility of the developer to undertake and

demonstrate that the works have been effective in managing all risks

9. The applicant should ensure that the management of all materials onto and off this site are suitably authorized through the Waste Management Regulations (NI) 2006 and/or the Water Order (NI) 1999.

10. Waste Management Unit recommend that the applicant consult with the Water Management Unit within the NIEA regarding any potential dewatering that may be required during the redevelopment works including the need for discharge consent. Discharged waters should meet appropriate discharge consent Conditions.

11. The applicant is advised to ensure that all plant and equipment associated with the development is so situated, operated and maintained as to prevent the transmission of noise, vibration, dust, odour and fumes to nearby premises.

12. The Health & Environment Services Department Belfast City Council requires that noise emanating from the premises should not be audible within any dwelling between 19.00 and 08.00 hours.

13. Disturbance by noise is a material consideration in the granting of any Entertainment Licence deemed necessary by Belfast City Council.

14. Air raid maps produced by the war Damage Commission in 1943 indicate that a number of direct hits were experienced within the Harland and Wolff (now Titanic Quarter) site. There is therefore a question over the potential presence of unexploded ordnance at depth within the proposed development site. This Unit is unable to provide specific or specialist advice on this topic. The applicant is advised that CIRIA (Construction Industry Research and Information Association) have recently published guidance on the development of sites where unexploded ordnance may possibly be present. Cognizance should be given to this document. CIRIA c681 2009 – Unexploded Ordnance (UXO) A guide for the construction

15. The applicant is advised that the proposed commencement of Part III of the Waste and Contaminated Land (NI) Order 1997 may introduce retrospective environmental liabilities to the applicant following the development of this site. The comments provided by Belfast City Council are without prejudice to any future statutory control which may be required under Part III or any other future environmental legislation. It remains the responsibility of the developer to undertake and demonstrate that the works have been effective in managing all risks. Failure to provide a satisfactory Verification Report may lead to the assumption that the site still poses a risk to human health and it may be subject to further action under forthcoming legislation.

16. Any mud, refuse, etc. deposited on the road as a result of the development, must be removed immediately by the operator/contractor.

17. All construction plant and materials shall be stored within the curtilage of the site.

18. Details of any retaining walls adjacent to a 'public road' shall be submitted to and approved by the DRD TransportNI under the Technical Approval Scheme (TAS) prior to any construction work being undertaken. The necessary TAS forms to be obtained from DRD TransportNI.

19. The access road from Queen's Road extending to the rear of the development is to be retained as a one-way street in said direction.

20. The trigger for the delivery of the new grade separated junction on the Sydenham Bypass is the implementation of Titanic Quarter Phase 2 development generating 5776 cumulative private vehicle trips which comprises of no more than the Titanic Signature Building (equivalent to 2329 daily vehicular trips) and 3447 of other Phase 2 daily vehicular trips.