# Development Management Report Committee Application

Summary		
Committee Meeting Date: October 2020	Item Number:	
Application ID: LA04/2019/2387/F		
Proposal: Residential development comprising 151 apartments and ancillary uses including; management suite, communal space, reception area and servicing (refuse/recycling/bicycle storage) and plant equipment; and associated car parking and public realm improvements to Scrabo Street, Station Street and Middlepath Street.	Location: Land adjacent to Quay Gate House 15 Scrabo Street Belfast BT5 4D: footpaths and public realm at Scrabo Street Station Street and Middlepath Street.	
Referral Route: Major Application		
Recommendation:	APPROVAL	
Applicant Name and Address: PGD Construction Limited Ground Floor 25 Darling Street Enniskillen	Agent Name and Address: Turley Hamilton House 3 Joy Street Belfast BT2 8LE	

# **Executive Summary:**

The application seeks full planning permission for residential development comprising 151 apartments and ancillary uses including; management suite, communal space, reception area and servicing (refuse/recycling/bicycle storage) and plant equipment; and associated car parking and public realm improvements to Scrabo Street, Station Street and Middlepath Street. The key issues in the assessment of the proposal are:

- The principle of the proposal at this location;
- Layout, scale, form, massing, height and design;
- Impact on amenity;
- Impact on transport and associated infrastructure;
- Flooding and drainage impacts:
- Impact on natural heritage assets;
- Contamination and remediation of the site;
- Impact on civil aviation;

The application site is located at Scrabo Street within Belfast City Centre and adjacent to the junction with the M3 on-slip. It comprises a car park area associated with an adjacent office building. It is approximately 0.46 hectares in size. It includes a hard surfaced area underneath an existing elevated railway line. Boundary treatments comprise a mixture of wall and railings approximately 2-3m in height. The topography of the entire site is relatively level, however the M3 bridge is located adjacent and above the site to the North, with an elevated railway bridge to the west. There is a block of apartments further to the west of the site, beyond the railway bridge. Sites opposite and closest to the site are vacant with no ongoing uses.

The site is located within the City Centre boundary in the BUAP and both versions of BMAP where residential development is acceptable in principle. The proposal would support the aims of the Belfast Agenda around city centre living. The locality comprises a mix of residential and non-residential uses. Residential uses are located immediately adjacent to the site. These factors establish that the proposed uses are acceptable in principle subject to acceptable detail considerations. The site is not located in a Conservation Area or Area of Townscape Character, and there are no buildings on site that are listed or of any historic interest. The site is not located in close proximity to any heritage assets.

It is considered that the scale, height, massing and materials of the building are, on balance, acceptable and appropriate to the site context and the area. The massing of the building is broken up by the design, with the upper floors located at roughly 45 degree angle from the lower block element. The layout assists in addressing the townscape of the M3 on slip and distance views from Middlepath Street, and Bridge End. This assists in provided a sculptured architectural form. The design is considered acceptable when assessed from the key public viewpoints taking account of the evolving context as discussed above.

The proposed materials are consistent with the area insofar as brick and glass are present. Corten steel is the main finish proposed, adopted to take account of the industrial architecture evident in the harbour area. The solid to void ratio of the fenestration also assists in reducing the massing of the building. A condition is necessary to agree the finer details of the materials proposed to ensure an appropriate solution is provided.

The Urban Design Officer considers the scale, massing, and design of the proposal to be acceptable. The proposed designs are therefore compliant with criteria [g] of PPS7. Accordingly, it is considered that the proposal would not adversely affect the character of the area.

The proposal will not adversely impact on the amenity of existing properties, and will provide adequate amenity arrangements including amenity space for prospective residents.

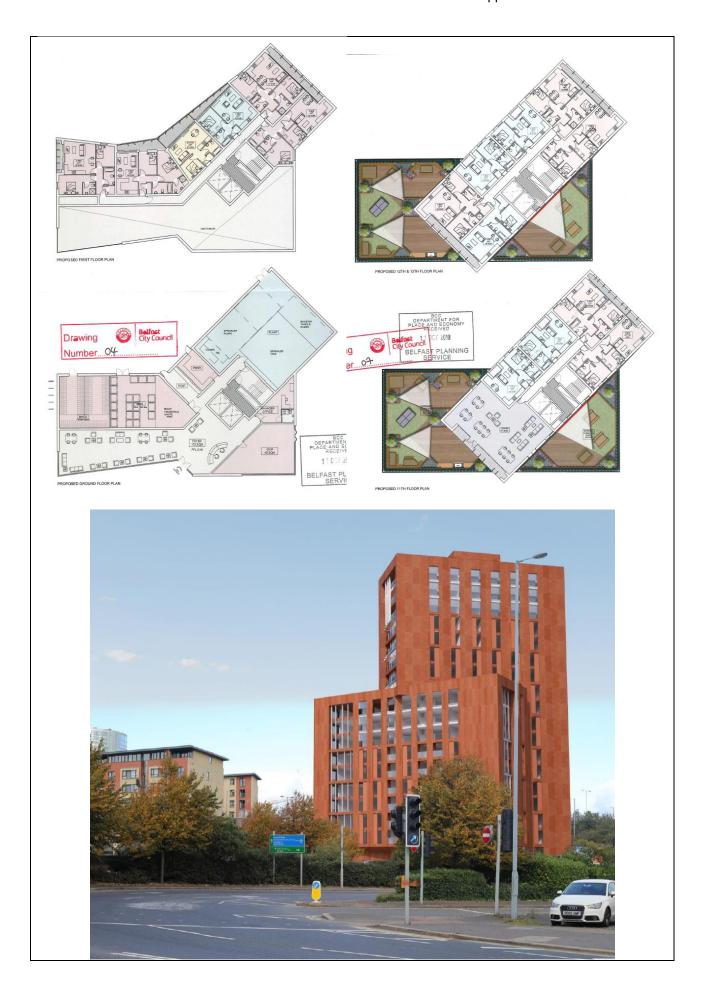
All consultees including DFI Roads, the Urban Design Officer, DEARA, HED, SES, NI Water, HED, Environmental Health, BCC Landscape Section and Belfast City Airport have no objections to the proposal.

1 objection and 1 letter of support was received in relation to the application.

Having regard to the Development Plan and relevant material considerations, the proposal is considered, on balance, acceptable. It is recommended that planning permission is granted with delegated authority given to the Director of Planning and Building Control to finalise the wording of conditions and to enter into a Section 76 planning agreement.

Signature(s):			

# Case Officer Report Site Location Plan ~ otaaatilatilahitti dibilahibahilahil Drawing Number Ol





Representations:	
Letters of Support	1
Letters of Objection	1
Number of Support Petitions and	No Petitions Received
signatures	
Number of Petitions of Objection and	No Petitions Received
signatures	
Representations from Elected	None received
Representatives	
Neighbour Notification Checked	Yes

# **Planning Assessment of Policy and Other Material Considerations**

#### 1.0 Characteristics of the Site and Area

The application site is located at Scrabo Street within Belfast City Centre and adjacent to the junction with the M3 on-slip. It comprises a car park area associated with an adjacent office building. It is approximately 0.46 hectares in size. It includes a hard surfaced area underneath an existing elevated railway line. Boundary treatments comprise a mixture of wall and railings approximately 2-3m in height. The topography of the entire site is relatively level, however the M3 bridge is located adjacent and above the site to the North, with an elevated railway bridge to the west.

There is a block of apartments further to the west of the site, beyond the railway bridge. Sites opposite and closest to the site are vacant with no ongoing uses.

#### 2.0 Proposal

The application seeks full planning permission for residential development comprising 151 apartments and ancillary uses including; management suite, communal space, reception area and servicing (refuse/recycling/bicycle storage) and plant equipment; and associated car parking and public realm improvements to Scrabo Street, Station Street and Middlepath Street.

# **Planning Assessment of Policy and Other Material Considerations**

# 3.0 Site History

No relevant history.

#### 4.0 Policy Framework

- 4.1 Belfast Urban Area Plan 2001 (BUAP), draft Belfast Metropolitan Area Plan 2004 (dBMAP 2004), draft Belfast Metropolitan Area Plan 2014 (dBMAP 2014), and Developer Contribution Framework (2020);
- 4.2 Strategic Planning Policy Statement (SPPS);
- 4.3 Planning Policy Statement 2 (PPS2) Planning and Nature Conservation;
- 4.3 Planning Policy Statement 3 (PPS3) Access, Movement and Parking;
- 4.4 Planning Policy Statement 13 (PPS13) Transportation and Land Use;
- 4.5 Planning Policy Statement 7 (PPS7) Residential Development;
- 4.6 Planning Policy Statement 12 (PPS12) Housing in Settlements;
- 4.7 Planning Policy Statement 15 (PPS15) Planning and Flood Risk;
- 4.8 Planning Policy Statement 8 (PPS8) Open Space and Recreation.
- 4.9 Supplementary Planning Guidance including 'Creating Places', Development Control Advice Note 8 Housing in Existing Urban Areas, and Parking Standards.

# 5.0 Statutory Consultee Responses

- 5.1 NI Water No objection;
- 5.2 DARD Rivers Agency No objection;
- 5.3 DEARA:
- Land & Groundwater Team (Contamination) No objection subject to conditions;
- Water Management Unit No objection subject to conditions;
- Natural Environment Division no objection subject to conditions;
- 5.4 DFI Roads No objection subject to conditions;
- 5.5 DFC HED No objection subject to conditions.

#### **6.0 Non - Statutory Consultee Responses**

- 6.1 BCC Environmental Health No objection subject to conditions;
- 6.2 Shared Environmental Services No objection subject to conditions;
- 6.3 Urban Design Officer no objections;

7.0	Representations
	The application has been neighbour notified and advertised in the local press.
	1 representation was received objecting to the height of the proposed building. 1 letter of support has also been received.
	No representations from any elected representatives have been received.
8.0	Other Material Considerations
8.1	Belfast Agenda
9.0	Assessment

- 9.1 Permission is sought for a residential development comprising 151 apartments and ancillary uses including; management suite, communal space, reception area and servicing (refuse/recycling/bicycle storage) and plant equipment; and associated car parking and public realm improvements to Scrabo Street, Station Street and Middlepath Street. The key issues in the assessment of the proposal are:
  - The principle of the proposal at this location;
  - Layout, scale, form, massing, height and design;
  - Impact on amenity;
  - Impact on transport and associated infrastructure;
  - Flooding and drainage impacts;
  - Impact on natural heritage assets;
  - Contamination and remediation of the site:
  - Impact on civil aviation;

# **Regional Policy Context:**

- The Regional Development Strategy 2035 (RDS) includes a number of policies relevant to the proposal supporting Urban Renaissance (RG7), and conserve, protect and enhance where possible the built and natural heritage.
- 9.3 In relation to Belfast, the RDS includes policies to promote economic development, grow the city population, and protect and enhance the setting of the Metropolitan Area and its environmental assets. Policy SFG3 seeks to enhance the role of Belfast City Centre as the regional capital and focus of administration, commerce, specialised services and cultural amenities.
- The Strategic Planning Policy Statement for Northern Ireland (SPPS) sets out the five core planning principles of the planning system, including improving health and well-being, supporting sustainable economic growth, creating and enhancing shared space, and supporting good design and place making.
- 9.5 The SPPS states at paragraph 1.13 that a number of policy statements, including those listed at paragraph 4 of this report, remain relevant under the 'transitional arrangements' in advance of a council's adoption of its new Local Development Plan. 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 paragraph 4.23-7 stress the importance of good design. Paragraphs 4.18-22 details that sustainable economic growth will be supported.

# **Development Plan Status:**

9.6 Following the Court of Appeal decision that quashed the adoption of the Belfast Metropolitan Area Plan 2015, the extant Development Plan is now the Belfast Urban Area Plan 2001 (BUAP). The site is not subject to any zoning within the BUAP. Both the draft Belfast Metropolitan Area Plan 2004 (dBMAP 2004) and the version purported as adopted Belfast Metropolitan Area Plan (dBMAP 2015) are material considerations. The weight to be afforded the draft Belfast Metropolitan Area Plan is a matter of judgement for the decision maker. In dBMAP 2004 and dBMAP 2015, the site falls within the City Centre boundary, the fringe area of parking restraint, and the Laganside Character Area.

#### Principle of development and proposed uses:

9.7 The site is located within the City Centre boundary in the BUAP and both versions of BMAP where residential development is acceptable in principle. The proposal would

support the aims of the *Belfast Agenda* around city centre living. The locality comprises a mix of residential and non-residential uses. Residential uses are located immediately adjacent to the site. These factors establish that the proposed uses are acceptable in principle subject to acceptable detail considerations.

9.8 The site is not located in a Conservation Area or Area of Townscape Character, and there are no buildings on site that are listed or of any historic interest. The site is not located in close proximity to any heritage assets.

#### **Planning History**

9.9 The application site is not subject to any planning history relevant to this case. However the proposals were subject to a Pre-Application Discussion process. This comprised a number of meetings with the applicant and agent, the focus of which was largely in relation to scale, height, and massing, design, and amenity issues of the proposed scheme.

# PPS7 - Design, Character and Appearance of Area and amenity

9.10 The proposal has been assessed against Policy QD 1 of PPS 7. The preamble to PPS7 advises that it applies to all residential applications with the exception of single houses in the countryside. Policy QD1 states that planning permission will be granted for new residential development only where it is demonstrated that it will create a quality and sustainable residential environment. It indicates that housing will not be permitted in established residential areas where it would result in unacceptable damage to local character, environmental quality or residential amenity of these areas. The policy sets out nine criteria which all residential development proposals are expected to meet. PPS12, DCAN 8 and Creating Places relate to housing developments and are also material considerations. PPS7 addendum safeguarding character is also a material consideration and includes three policies, namely LC1-3.

#### **Proposal**

9.11 The proposal seeks to construct an 11 storey residential building for 151 apartments with the building footprint occupying the majority of the site, save for a set-back area adjacent to the M3 on slip road. Car parking areas will be retained adjacent to the building and below the adjacent railway bridge.

#### Layout

- 9.12 The proposed layout of the building is roughly 'L' shaped. The building incorporates a uniform building line along its eastern and southern elevations setback from the public road.
- 9.13 The ground floor comprises a management suite/reception area, entrance and internal amenity space area (172 sqm), gym (65sqm), cycle parking, bin store, and various plant rooms. There is also an outside amenity area at ground floor between the building and the M3 on slip approximately 103 sqm in size. The upper floors comprise apartments, with 2 external amenity areas on the 11<sup>th</sup> floor (c. 182 & 120 sq.m), plus an internal amenity area on the 11<sup>th</sup> floor of approximately 140 sqm. There is also an external roof terrace of approximately 58 sqm in size.
- 9.14 The building is approximately 13.7m from the adjacent office building on the opposite side of the car park (at closest point), and approximately 31m from the apartment block to west (at closest point).

# Scale, height, massing, and materials

- 9.15 PPS7 QD1 criterion (a) requires proposals to "respect the surrounding context and is appropriate to the character and topography of the site in terms of layout, scale, proportions, massing and appearance of buildings, structures and landscaped and hard surfaced areas." Policy CC12 in the BUAP relates to high buildings and requires buildings to be sympathetic to their immediate surroundings.
- 9.16 The area is undergoing regeneration and as such the built context is evolving. There are a number of taller buildings within the vicinity, through extant planning permissions but construction works have not commenced. These include:
  - Redevelopment of the Odyssey Car Park site;
  - Residential and retail development at Dalton Street;
  - Redevelopment of the former Sirocco site on which approval was recently granted for outline planning permission for a masterplan which included a number of taller buildings.
- 9.17 It is considered that the scale, height, massing and materials of the building are, on balance, acceptable and appropriate to the site context and the area. The massing of the building is broken up by the design, with the upper floors located at roughly 45 degree angle from the lower block element. The layout assists in addressing the townscape of the M3 on slip and distance views from Middlepath Street, and Bridge End. This assists in provided a sculptured architectural form. The design is considered acceptable when assessed from the key public viewpoints taking account of the evolving context as discussed above.
- 9.18 The proposed materials are consistent with the area insofar as brick and glass are present. Corten steel is the main finish proposed, adopted to take account of the industrial architecture evident in the harbour area. The solid to void ratio of the fenestration also assists in reducing the massing of the building. A condition is necessary to agree the finer details of the materials proposed to ensure an appropriate solution is provided.
- 9.19 The Urban Design Officer considers the scale, massing, and design of the proposal to be acceptable. The proposed designs are therefore compliant with criteria [g] of PPS7. Accordingly, it is considered that the proposal would not adversely affect the character of the area.

#### **Impact on Amenity**

- 9.20 Criteria (h) of QD1 PPS7 requires the design and layout will not create conflict with adjacent land uses and there is no unacceptable adverse effect on existing or proposed properties. Paragraph 4.38 highlights the importance of privacy and daylight for residents, whilst 7.11 of Creating Places also highlights the importance of 'attractive outlook' onto existing and proposed roads.
- 9.21 The floorplan layout is broadly split longitudinally, with the majority of the apartment's main aspect towards either the river / harbour or the adjacent roads to the south and east. On balance the outlook proposed is considered acceptable as the majority of apartments will have aspect out of the site. Some of the apartment will address the internal car park area, which though not ideal, will provide supervision of this area providing security to this area. Proposed site alterations will also go some way to improving the visual aesthetics.
- 9.22 In relation to overlooking and loss of privacy, the apartments would not impact on privacy due to their location and separation distances to existing buildings. In terms of loss of

light/overshadowing, the building steps up in height in relation to the neighbouring office building which is sited due west of the application site. Accordingly the proposed building would reduce the daylighting in the morning to the adjacent offices as the sun occupies an easterly position. On balance, this is considered acceptable as it impacts on non-habitable office accommodation. Notwithstanding the height and proximity of the building, it would not unacceptably overshadow the existing adjacent apartments as they would benefit from sunlight for the majority of the day. External balcony areas of apartments on the westerly elevations include vertical fin structures, to direct the views of occupants away from adjacent properties, and also in turn filter direct views into the amenity areas of the proposed apartments from the adjacent office and apartment buildings.

9.23

The apartments comprise a mix of 1bed and 2 bed units and range in size from approximately 40 sq.m to 60 sq.m. The size of these apartments broadly accords with space standards set out in the Addendum to PPS7, however, Members should note that these standards only apply to "established residential areas" of medium to low density.

9.24

In relation to amenity space provision, Policy QD1 [c] PPS7 and Policy OS2 of PPS8 require the level of provision of private space to be appropriate to the surrounding context, be useable, with further guidance on amenity space provided in Creating Places. PPS 7 indicates that, where appropriate management arrangements are in place, private open space to serve apartment developments may be in the form of communal gardens. Guidance set out in Creating Places specifies that private communal open space will be acceptable in the form of landscaped areas, courtyards or roof gardens. Creating Places quantifies the level of communal private open space that should be incorporated in new flat developments with a required provision in the range of 10 sq.m to 30 sq.m per apartment (paragraph 5.20). This paragraph goes on to state that inner urban/high density locations will tend towards the lower figure.

9.25

Communal amenity space arrangements include an external amenity area at ground floor between the building and the M3 on slip approximately 103 sqm in size with 2 external amenity areas on the 11th floor (c. 182 & 120 sq.m). Internal amenity space areas (172 sqm), gym (65sqm) are proposed at ground floor, with a further internal area on the 11th floor approximately 114sqm in size. Total communal provision equates to approximately 756sqm, or 5sqm per unit. The majority of apartments also have small outdoor balcony areas. The amount of provision is considered acceptable, on balance, given the circumstances of the site and proximity to open space along the River Lagan.

9.26

The site is located in close proximity to major communication road and railway links within the city. As a result it is subject to noise and amenity disturbance arising from these uses. The applicant submitted noise and air quality assessments that includes mitigation for these environmental factors. Environmental Health have reviewed these details and are satisfied that adequate mitigation can be provided. Accordingly, on balance, it is considered that these issues can be mitigated to satisfactory level that would realise a reasonable level of amenity for prospective residents. Suitable planning conditions will be necessary to ensure the delivery and retention of these measures.

#### Landscaping and Public Realm

9.27

The proposal includes areas of landscaped communal space at ground floor and at 11<sup>th</sup> Floor and a roof terrace. The proposal also includes public realm improvements comprising hard-surfacing and tree planting.

9.28

Consultation has been undertaken on these details with BCC Landscape section on the proposals.

In general terms, they agree that the assessment demonstrates predicted townscape and visual effects will not be significant and that the surroundings have the capacity to accommodate a development of this type and scale. They also consider the landscaping proposals to be broadly acceptable subject to provision of the following additional information:

- a. clarification on the overall amount of amenity space accessible to residents. The majority of the external space on the 20th floor includes sedum planting which may not be accessible to residents.
  - BCC consider the quantum of space to residents acceptable as discussed above;
- b. We support the retention of existing trees shown on landscape proposals, however we would request a tree health and condition survey is undertaken in accordance with BS 5837:2012 to ensure that existing street trees and mature screen planting along the northern development boundary which can be retained are protected during construction works.
  - This issue can be resolved through a negative planning condition;
- c. In general terms we welcome high quality public realm proposals (Dwg No. 6862-L101A) and the 11th floor and 20th floor roof terraces (Dwg No. 6862-L-102A). However we would request more detail on proposed paving materials surrounding the building and tree pit detailing associated with street trees along Middle Path Street. We would also request elevations of proposed 2.2m high vertical bar, corten fencing at site boundaries.
  - This issue can be resolved by a negative planning condition. Fence elevations are included within the elevations provided, a fencing detail drawing can be secured via negative condition;
- d. We welcome the inclusion of cycle stands as outlined in the Planning and Design & Access Statements, however we would request further information on their proposed locations and access arrangements.
  - This issue can be resolved by a negative planning condition.
- e. We would request confirmation that public realm design proposals around the building are inclusive and respond to Part R of NI Building Regulations.
  - This is subject to control by other legislation. An informative could be added to the decision notice to cover this issue.
- f. We would recommend the inclusion of a lighting design strategy for the proposed public realm element of the scheme.
  - This issue can be resolved by a negative planning condition.
- g. We support the inclusion of habitat creation as part of landscape proposals, however we would seek clarity on numbers and locations of swift boxes recommended as part of the Ecological Appraisal.
  - This issue can be resolved by a negative planning condition.
- h. We would request a Landscape Management & Maintenance Plan for all landscape works including related recommendations outlined in the Ecological Appraisal.
  - This issue can be resolved by a negative planning condition.
- i. Policy OS2 of PPS8 states that "for residential developments of 100 units or more, an equipped children's play area will be required as an integral part of the development." We feel development proposals should address the issue of play and child friendly spaces. There may be limited opportunity to deliver this within the development boundary, however a council maintained Local Equipped Area for Play (LEAP), off Rotterdam Street, is located within 300m (5-10 minute walk) of the development site. In line with the draft Developer Contributions Framework, there may be potential for a contribution to be made for improvements at the Rotterdam Street site. An enhanced facility here would continue to meet local need and additional user demand generated by a residential development of this scale.

To be sought through the planning agreement. Applicant has agreed to provide a monetary contribution to facilitate improvement works to the play park area at Rotterdam Street, as referred to above.

# 9.29 | **PPS15 – Flooding and drainage**

Rivers Agency and NI Water have been consulted on the application, and assessed the submitted flood risk assessment. Neither consultee has any objections to the proposal. Therefore, it is considered that the proposal will not result in or be impacted unacceptably by flooding. It is considered that the proposal is compliant with PPS15 requirements.

# 9.30 | PPS3 - Traffic, Parking and associated Roads considerations

Relevant policy requirements include criteria (f) of QD1 PPS7 and PPS3. DFI Roads have no objection to the proposal subject to a number of conditions, including green travel measures. These would require to be secured through a Planning Agreement under Section 76 of the Planning Act.

# 9.31 | Impact on civil aviation:

Consultation has been undertaken with the City Airport, who have assessed the proposals in terms of air safety. The proposed site falls within the Belfast City Airport (BCA) Obstacle Limitation Surface (OLS), namely the Inner Horizontal Surface (IHS), which it will infringe by over 14m. However, due to the proximity to other existing & approved structures in the vicinity of similar or greater height, which have been assessed & found to have no IFP (Instrument Flight Procedure) or CNS (Communications, Navigation, Surveillance) impact on flight operations from Belfast City Airport. Obstacle lighting (24/7, steady red) is required on the completed building at the highest point of all corners. Belfast City Airport have no objection to this development provided they are notified of any cranes to be used. The proposal would not therefore compromise air safety.

#### Impact on Protected Habitats etc.

- 9.32 DEARA Coastal Development, Natural Environment Division and Water Management Unit have no objections to the application and have recommended conditions.
- 9.33 Shared Environmental Services have assessed the details of the application 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 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. Having considered the nature, scale, timing, duration and location of the project it is concluded that, provided the following mitigation is conditioned in any planning approval, the proposal will not have an adverse effect on site integrity of any European site.
- 9.34 The proposal is considered to comply with PPS2 and would not adversely impact on Natural Heritage.

# **Other Consultee Responses**

- 9.35 Environmental Health has no objections to the proposal in terms of public health matters including contamination, noise, air quality and disturbance, subject to conditions, Accordingly the application is considered acceptable in relation to these issues.
- 9.36 DEARA Waste Management has no objections regarding land contamination issues.

DEARA Drainage and Water have no objections subject to NIW confirmation of adequate capacity of Waste Water Treatment. NIW have confirmed sufficient capacity.

- 9.37 Historic Environment Division have no objections in relation to impact on archaeological or listed building assets subject to conditions. Accordingly the proposal is considered acceptable in relation to PPS6 considerations.
- 9.38 NI Housing Executive was consulted to advise in terms of the need (if any) of the proposal to provide social and affordable housing. The Housing Executive would wish to see 20% of any residential development on this site committed to the provision of affordable housing, i.e., a combination of social rented housing (16%) and intermediate housing (4%). Based on the development proposal for 151 dwellings, this would provide for 24 units of accommodation for social renting and 6 units of accommodation for intermediate housing. The intermediate housing should be made available for purchase on a shared ownership basis. There is no current policy requirement for the developer to provide social housing and it would therefore be unreasonable to require the applicant to provide it at this time.

# 9.39 | **Pre-Community Consultation**

For applications that fall within the category of Major development as prescribed in the Development Management Regulations, Section 27 of the Planning Act (Northern Ireland) 2011 places a statutory duty on applicant for planning permission to consult the community in advance of submitting an application.

Section 27 also requires that a prospective applicant, prior to submitting a major applications 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 (LA04/2017/2671/PAN) was submitted to the Council on 29 Nov 2017.

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 to accompany the planning application.

It is considered that the Pre-application Community Consultation Report submitted with the application has demonstrated that the applicant has carried out their duty under Section 27 of the Act to consult the community in advance of submitting an application.

#### 9.40 | Representations

1 objection has been received raising concerns regarding the height of the proposed building. 1 letter supporting the application has also been received. Following the above assessment, it is considered that the proposal complies with policy in terms of scale, massing and design, taking account of the opinion of the Urban Design Officer and HED.

# 10.0 | Summary of Recommendation

Having regard to the Development Plan and relevant material considerations, the proposal is considered, on balance, acceptable. It is recommended that planning permission is granted with delegated authority given to the Director of Planning and Building Control to finalise the wording of conditions and satisfactorily resolve outstanding issues, including:

• The completion of a Section 76 planning agreement to secure:

- green transport measures (i.e. travel plan, travel cards and car club;
- monetary contribution towards maintenance of the public realm improvements;
- monetary contribution towards nearby play space facilities to offset the policy requirement for provision of children's play space/equipment;
- provision and future maintenance of the external amenity space within the site;

#### **Draft 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 development shall take place until samples of all external finishes has been submitted to and been approved in writing by the Council. The development shall be carried out in accordance with the approved sample details.

Reason: In the interests of visual amenity and the character and appearance of the area.

3. All services (including those for water supply, drainage, heating, and gas supplies) shall be laid underground or housed internally within the building hereby approved.

Reason: In the interests of visual amenity.

4. All windows to be finished in obscure glass shall be installed before the occupation of the building hereby permitted as indicated on the approved plans, shall be permanently retained, and in the event of breakage shall be replaced with obscure glass to the satisfaction of the Council.

Reason: In the interests of amenity.

5. All public realm improvements shall be carried out in accordance with the approved details before any part of the development hereby permitted becomes occupied and retained thereafter.

Reason: In the interests of visual amenity and the character and appearance of the area.

6. If during the development works, new contamination or risks are encountered which have not previously been identified, works shall cease and the Planning Authority 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 Condition 6 and prior to occupation of the development, a Verification Report needs to be submitted in writing and agreed with the 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 shall 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. The Verification Report must fully verify works to address contamination, including waste assessment and classification (in line with Technical Guidance WM3), waste transfer notes

and/or hazardous waste consignment notes and verification of appropriate waste disposal (in line with Waste Duty of Care).

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

8. 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.

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

9. Prior to the occupation of the proposed development, the applicant shall provide to and have agreed in writing by the Planning Authority, a Verification Report. This report must demonstrate that the remediation measures outlined in the O'Sullivan Macfarlane Ltd report entitled 'PGD Construction Ltd, Proposed residential development, Lands at no. 15 Scrabo Street, Belfast, P235-2 Phase 2 Generic Quantitative Risk Assessment (GQRA) and Remediation Strategy' (dated 21st March 2018 and referenced P235-2) and the letter from O'Sullivan Macfarlane Environmental Consulting (dated 4th December 2019 and referenced P235) have been implemented.

The Verification Report shall demonstrate the successful completion of remediation works and that the site is now fit for end-use (residential without plant uptake). It must demonstrate that the identified potential pollutant linkages are effectively broken. The Verification Report shall be in accordance with Environment Agency guidance, British Standards and CIRIA industry guidance. In particular, this Verification Report must demonstrate that:

- a) A clean cover system has been installed in all areas of the site not covered with hardstanding or a building, i.e. all areas proposed for shrub planting, hedgerow planting, Green Ivy Wall, tree planting and grass areas.
- b) The clean cover system is a minimum of 600mm deep, consisting of a minimum 200mm granular layer at the base overlain with 400mm of topsoil.
- c) The material used in the clean cover system and all above ground landscaped areas has been imported to site and has been demonstrated to be suitable for use (residential without plant uptake).
- d) Testing of the material used in the clean cover system and all above ground landscaped areas has been completed at a density of 1 sample per 250m3, with a minimum of three samples from an individual source.
- e) A hydrocarbon and vapour resistant membrane and a structural barrier (reinforced concrete floor slab) have been installed in the development in order to break the identified vapour inhalation pathway. The vapour protection measures must be verified in line with CIRIA C735.

Reason: Protection of human health.

Prior to installation of the heating/hot water system to the hereby permitted development, the applicant shall submit the specification and maintenance details of the proposed heating system to the planning authority for review and approval by the planning authority. The heating/hot water system as approved shall be installed, maintained and retained thereafter.

Reason: Protection against adverse air quality impacts.

Prior to commencement of construction of the hereby approved development, the applicant must submit a Final Noise Impact Assessment report to the planning authority, for review and approval in writing. The Final Noise Impact Assessment must demonstrate that the proposed façade

insulation measures shall be sufficient to ensure the following internal noise levels are not exceeded:

- (a) 35dB LAeq,16 hr between 07.00hrs and 23.00hrs within any habitable room, with the windows closed and alternative means of ventilation provided in accordance with current Building Control Regulations requirements;
- (b) 30 dB LAeq,8hr within bedrooms between 23.00hrs and 07.00hrs, with the windows closed and alternative means of ventilation provided in accordance with current Building Control Regulations requirements;
- (c) 45dB LAFmax, by more than 10 single sound events in any proposed bedrooms, with the windows closed and alternative means of ventilation provided in accordance with current Building Control Regulations requirements.

Prior to occupation of the hereby permitted development, the approved noise insulation scheme must be installed and be retained thereafter.

Reason: Protection of residential amenity.

The noise rating level (dBLar,T) from the combined operation of all plant and equipment must not exceed a background noise level (dBLA90) of 55dB when measured or determined in accordance with BS4142:2014 at the nearest noise sensitive premises.

Reason: Protection of residential amenity.

- Prior to the operation of the gym the approved sound insulation measures shall be installed and retained thereafter.
- No amplified music shall be permitted in the gym.
- No group classes are permitted the gym.

Reason: Protection of health and residential amenity

- 10. No development including site clearance works, lopping, topping or felling of trees, shall take place until the following details shall be submitted to and approved in writing by the Council:

  1). A health and condition survey report, undertaken in accordance with BS 5837:2012, for all retained trees within the site which includes the following details:
- a) a plan showing the location of, and allocating a reference number to, each existing tree on the site which has a stem with a diameter, measured over the bark at a point 1.5 metres above ground level, exceeding 75mm, showing which trees are to be retained and the crown spread of each retained tree;
- b) details of the species, diameter (measured in accordance with paragraph a) above), and the approximate height, and an assessment of the general state of health and stability, of each retained tree and of each tree which is on land adjacent to the site and to which paragraphs c) and d) below apply;
- c) details of any proposed topping or lopping of any retained tree, or of any tree on land adjacent to the site;
- d) details of any proposed alterations in existing ground levels, and of the position of any proposed excavation, within a distance from any retained tree, or any tree on land adjacent to the site, equivalent to half the height of that tree:
- e) details of the specification and position of fencing [and of any measures to be taken] for the protection of any retained tree from damage before or during the course of development.
- 2) The details shall include a detailed layout together with existing and proposed levels, cross sections, hard surface materials and other hard details including street furniture.

The details shall also include detailed planting plans with written planting specification including site preparation and planting methods and detailed plant schedules including the species, the size at time of planting, presentation, location, spacings and numbers.

3) a landscape management plan covering a minimum of 20 years including long term design objectives, performance indicators over time, management responsibilities and establishment maintenance and maintenance schedules for all landscaped areas, has been submitted to and approved by the Council. The landscape management plan shall also incorporate the recommendations set out in the ecological appraisal, including details on the provision and location of swift boxes. The landscape management plan shall be carried out as approved and reviewed at years 5, 10 and 15 and any further changes agreed with the Council in writing prior to implementation.

The development shall be undertaken in accordance with the approved details and no variations implemented without the prior consent of the Council in writing.

Reason: To ensure the provision of amenity afforded by an appropriate landscape.

12. All hard and soft landscape works shall be completed in accordance with the approved drawings, the appropriate British Standard, the relevant sections of the National Building Specification NBS [Landscape] and plant material with the National Plant Specification NPS prior to occupation of any dwelling / part of the development hereby approved.

All plant stock supplied shall comply with the requirements of British Standard 3936, 'Specification for Nursery Stock'. All pre-planting site preparation, planting and post-planting maintenance works shall be carried out in accordance with the requirements of British Standard 4428 'Code of Practice for General Landscape Operations [excluding hard surfaces]'.

Hard surfaces close to trees shall be laid in accordance with BS5837 Trees in Relation to Construction: part 11: Hard surfaces around existing trees. Underground services shall be designed so that they do not pass through any root protection areas. If running services through root protection areas is unavoidable, they shall be constructed in accordance with the National Utilities Group guidelines for Planning, Installation and Maintenance of Utility Services in proximity to Trees: NJUG 10, April 1995.

Any excavation within tree protection areas shall be carried out using non mechanised hand tools only. All roots that are uncovered during excavation in preparation for laying foundations etc., which are in excess of 2.5cm in diameter shall be retained and shall be treated in accordance with BS 3998, 2010 Recommendations for Tree Work [or appropriate British Standard current at time of works] and foundations bridged around them. Any tree roots exposed, which are in excess of 5cm in diameter, shall be surrounded in sharp sand before replacing soil or other material in the vicinity.

Reason: To ensure the provision, establishment and maintenance of a high standard of landscape and protect trees to be retained.

13. No equipment, machinery or materials are to be brought on the site for the purpose of the development including demolition and site clearance until all trees to be retained have been protected by fences or other suitable means of enclosure as per recommendations of BS 5837 'Trees in relation to design, demolition and construction' 2012 section 6.2 (or equivalent British Standard current at time of works).

Within the fenced area no activities associated with building operations shall take place, and the ground levels within those areas shall not be altered. All means of protection shall be retained in situ for the duration of the development.

The developer shall inform the Council on completing the installation of all tree protection measures so that the Council or their representative may pass such measures before allowing development to commence. Development shall not commence until these measures have been agreed by the Council in writing.

Reason: To ensure that adequate protection measures are put in place around trees prior to the commencement of development to ensure that the trees to be retained are not damaged or otherwise adversely affected by building operations and soil compaction.

14. Should any tree, shrub or hedge be removed, uprooted or destroyed or dies or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, it shall be replaced within the next planting season by trees, shrubs or hedges of the same species, variety and size to those originally planted, unless the Council gives its written consent to any request for variation.

Reason: To ensure the provision, establishment and maintenance of a high standard of landscape.

15. No dwelling hereby permitted shall be occupied until all drainage mitigation measures as set out in the submitted Drainage Assessment have been constructed and installed in accordance with these details. A report verifying these measure have been installed shall be submitted to the satisfaction of the Council. The mitigation measures shall be permanently retained thereafter and not removed without the prior consent of the Local Planning Authority.

Reason: To ensure adequate flood mitigation measures are provided for the site and to protect residential amenity.

16. 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.

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

17. No site works of any nature or development shall take place other than in accordance with the programme of archaeological work approved under condition 16.

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

18. 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 15. These

measures shall be implemented and a final archaeological report shall be submitted to the Council within 12 months of the completion of archaeological site works, or as otherwise agreed in writing with the 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.

19. Before construction begins on site a final Construction Environmental Management Plan (CEMP) shall be submitted by the appointed contractor to and approved in writing by the Council. The CEMP must include all the proposed environmental mitigation as detailed in the Outline CEMP dated June 2019. It must also include the other mitigation detailed in the Preliminary Ecological Appraisal, Flood Risk Assessment and Management Plan and the draft Marine Mammal Protocol reports submitted in support of the proposal.

Reason: To negate any potential for polluting discharges entering the adjacent River Lagan that could cause adverse effects on connected features of European Sites.

20. The development hereby permitted shall not become operational until hard surfaced area have been constructed in accordance with the approved layout Drawing No. 21 'Proposed Site Plan (Figure 2) AECOM' published by the Belfast City Council Planning Office on 22 September 2020 to provide adequate facilities for pedestrian access to the site.

REASON: To ensure that provision has been made for safe pedestrian access.

21. The development hereby permitted shall not become operational until hard surfaced area have been constructed in accordance with the approved layout Drawing No. 03B 'Proposed Site Plan' Revision 'E' published by the Belfast City Council Planning Office on 22 September 2020 to provide adequate facilities for parking, servicing and circulating within the site. This shall include 4 No. dedicated disabled parking spaces, 3 No. dedicated car club spaces and 44 No. car parking spaces for general use by residents of the development.

REASON: To ensure that adequate provision has been made for parking and servicing.

22. 90 No. secure cycle parking spaces shall be provided and permanently retained within the ground floor of the building for use by staff and 6 No. cycle parking spaces shall be provided and be permanently retained close to the main 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.

24. The development hereby permitted shall operate in accordance with the Travel Plan Framework published by the Belfast City Council Planning Office on 25 October 2019. The Travel Plan will be provided to the Site Operator and any commercial tenants as a separate document. The Site Operator and any commercial tenants will provide their employees with access to 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.

25. The development hereby permitted shall not become operational until the 'Sustainable Travel Pack' proposed for each apartment purchaser has been submitted to and approved by Dfl Roads. The Sustainable Travel Pack will be provided to the apartment purchasers as a separate document.

REASON: To encourage the use of alternative modes of transport to the private car in accordance with the Transportation Principles.

26. The development hereby permitted shall not become operational until one bicycle or agreed Public Transport alternative has been provided to each purchaser/occupier of an apartment.

REASON: To encourage the use of alternative modes of transport to the private car in accordance with the Transportation Principles.

27. Subsidised membership of a Car Club will be provided to all residents for the first three years of their occupation. Membership will include access to a choice of cars and vans, available 24/7, 365 days a year.

REASON: To encourage the use of alternative modes of transport to the private car in accordance with the Transportation Principles.

- 28. The development hereby permitted shall operate in accordance with the Service Management Plan published by Belfast City Council Planning Office on 25 October 2019. REASON: in the interests of road safety and the convenience of road users.
- 29. The Palette of Materials used on footways, on pedestrianised road surfaces and open access pedestrianised public realm, should be in accordance with the Streets Ahead 3 Palette of Materials. All such materials must satisfy Design Manual for Roads and Bridges regarding materials performance and confirm PSV value in accordance with CS 228 Skidding Resistance.

REASON: To ensure there is a safe and convenient road system within the development.

30. The roof top terraces / amenity space and associated facilities shall be used/operational between the hours of 07:00 and 23:00 hrs only and at no other times.

The roof top amenity space and associated facilities shall be for residents' use only and shall not be hired/available to non-residents at any times.

Reason: Protection of residential amenity

31. No development hereby permitted shall commence until a detailed lighting design strategy for the outdoor areas of the site, including the public realm, has been submitted to and agreed with the Council. The strategy shall include design, location, layout, and maintenance details of all lighting structures and associated equipment, including hours of operation. The strategy shall be implemented in accordance with the agreed arrangements, and retained thereafter and no variations to the strategy shall be implemented without the prior consent of the Council in writing.

Reasons; in the interests of amenity and public safety.

32. A clearly defined buffer of at least 10 m must be maintained between the location of all refuelling, storage of oil/fuels, concrete mixing and washing areas, storage of machinery/materials/spoil etc. and any surface water drains within or adjacent to the red line boundary until the occupation of the development hereby permitted.

Reason: To prevent polluting discharges entering the surface water system and impacting indirectly on the site integrity of Belfast Lough SPA/Ramsar, Belfast Lough Open Water SPA and East Coast Marine proposed SPA.

33. Storm drainage of the site, during construction must be designed to the principles of Sustainable Drainage Systems (SuDS) in order to prevent the polluting effects of storm water

indirectly on the water environment. Construction of SuDS shall comply with the design and construction standards as set out in The SuDS Manual - Construction Industry Research and Information Association (CIRIA) Report C753. Construction of SuDS shall adhere to the precepts contained in DAERA Standing Advice on Sustainable Drainage Systems for brownfield sites or contaminated land.

Reason: To prevent polluting discharges entering the water environment and impacting on the site integrity of Belfast Lough SPA/Ramsar, Belfast Lough Open Water SPA and East Coast Marine proposed SPA.

Signature(s)		
Date:		

ANNEX		
Date Valid	24th October 2019	
Date First Advertised	8th November 2019	
Date Last Advertised		
Details of Neighbour Notification (all addresses)		
The Owner/Occupier, 126, Eglantine Avenue, Belfast, Antrim, Northern Ireland, BT9 6EU		
The Owner/Occupier, 16 Scrabo Street, Belfast, Down, BT5 4BD The Owner/Occupier, 19a Quaygate, Station Street, Belfast, Down, The Owner/Occupier, 19b Quaygate, Station Street, Belfast, Down,		

The Owner/Occupier, 19b Quaygate, Station Street, Belfast, Down, BT3 9DA

The Owner/Occupier, 19c , Station Street, Belfast, Down,

The Owner/Occupier, 19c , Station Street, Belfast, Down, BT3 9DA

The Owner/Occupier, 19d Quaygate, Station Street, Belfast, Down,

The Owner/Occupier, 19d Quaygate, Station Street, Belfast, Down, BT3 9DA

The Owner/Occupier, 29 Middlepath Street, Belfast, Down, BT5 4BG

The Owner/Occupier, 3-5, Dalton Street, Belfast, Down, BT5 4BA

The Owner/Occupier, 48-58 , Bridge End, Belfast, Down, BT5 4AE

The Owner/Occupier, 5 Station Street, Ballymacarret, Belfast, Down, BT3 9DA

The Owner/Occupier, 7 Dalton Street, Belfast, Down, BT5 4BA

The Owner/Occupier, 9a ,Station Street,Belfast,Down,

The Owner/Occupier, 9b ,Station Street,Belfast,Down,

The Owner/Occupier, 9c ,Station Street,Belfast,Down,

The Owner/Occupier, 9d, Station Street, Belfast, Down,

The Owner/Occupier, Apartment 1, Quaygate, 19 Station Street, Belfast, Down, BT3 9DA

The Owner/Occupier, Apartment 10, Quaygate, 19 Station Street, Belfast, Down, BT3 9DA

The Owner/Occupier, Apartment 100, Quaygate, 19 Station Street, Belfast, Down, BT3 9DB

The Owner/Occupier, Apartment 101, Quaygate, 19 Station Street, Belfast, Down, BT3 9DB

The Owner/Occupier, Apartment 102, Quaygate, 19 Station Street, Belfast, Down, BT3 9DB

The Owner/Occupier, Apartment 103, Quaygate, 19 Station Street, Belfast, Down, BT3 9DB

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The Owner/Occupier, Office 1 Ground Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office 1 Third Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office 2 Fifth Floor, Quay Gate House, 15 Scrabo

Street,Belfast,Down,BT5 4BD

The Owner/Occupier, Office 2 Ground Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office 2 Third Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office First Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office Fourth Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office Second Floor, Quay Gate House, 15 Scrabo

Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Office Sixth Floor, Quay Gate House, 15 Scrabo

Street.Belfast.Down.BT5 4BD

The Owner/Occupier, Quay Gate House, 15 Scrabo Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Quay Gate House, 15 Scrabo Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Quaygate, 5 Scrabo Street, Belfast, Down, BT5 4BD

The Owner/Occupier, Unit 1,19a Quaygate, Station Street, Belfast, Down, BT3 9DA

The Owner/Occupier, Unit 1a,19a Quaygate, Station Street, Belfast, Down, BT3 9DA

Date of Last Neighbour Notification	30th October 2019
Date of EIA Determination	N/A
ES Requested	No

# **Planning History**

Ref ID: LA04/2017/2671/PAN

Proposal: The development of a 17 storey building to provide 188 residential units and ancillary uses including: management suite, communal space, reception area and servicing (refuse/recycling/bike storage/general storage) and plant equipment.

Address: Land adjacent, Quay Gate House, 15 Scrabo Street, Belfast, BT5 4BD,

Decision: PANACC Decision Date:

Ref ID: Z/1996/0358

Proposal: Erection of Arena, Ice Rink, Entertainment Facilities,

Retail Units, Restaurant, Offices, car parking and

landscaping (Outline Permission)

Address: QUEENS QUAY BELFAST BT3

Decision:
Decision Date:

Ref ID: Z/1999/0180

Proposal: Erection of 118 apartments with semi basement car parking

Address: LANDS AT JUNCTION OF MIDDLEPATH STREET AND STATION STREET

**BELFAST BT5** 

Decision:
Decision Date:

Ref ID: Z/1999/7008/F

Proposal: Minor amendments to previously approved scheme for 118 apartments with

semi basement car parking

Address: Lands at Middlepath Street, Belfast

Decision:

Decision Date: 29.03.2000

Ref ID: Z/2002/2675

Proposal: Proposal to use 42 car parking spaces to provide 4no. retail units (leaving 129

car parking spaces for 118 apartments)

Address: Quay Gate Apartments, Middlepath Street, Belfast.

Decision:

Decision Date: 06.12.2002

Ref ID: Z/2007/1659/F

Proposal: Change of use from retail to office including classes A2 and B1.

Address: Unit 1, Quaygate, 19-23 Station Street, Belfast, BT03 9DA

Decision:

Decision Date: 02.10.2007

# **Notification to Department (if relevant)**

Date of Notification to Department:

Response of Department: