



Belfast Local Development Plan

Submission Topic Paper
2015 Housing Baseline



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1.0 Introduction

- 1.1 The purpose of this report is to articulate what the baseline position was in relation to housing units known to the Department of Infrastructure (DfI) at the adoption of BMAP in 2015. The report also outlines changes to this baseline position since 1 April 2015 onwards.
- 1.2 This report brings together information from the Housing Monitor, relevant DSD / DfC and Council Masterplans, planning approvals and housing growth potential from Pre-application Discussions (PADs) and Pre-application Notifications (PANs).
- 1.3 It also provides a summary of the number of housing units that could be successfully secured as a result of Key Site Requirements (KSRs) in the final draft BMAP, as well as a high level analysis of the accessibility of potential housing land via public transport, namely Translink Metro and Glider routes.
- 1.4 It provides justification for the proposed growth figures set out in Policy HOU1 of the Draft Plan Strategy and provides an up to date position on growth potential based on a robust planning assessment.

2.0 Existing Residential – from 2015/16 Housing Monitor

- 2.1 Figure 1 of the 2015/16 of the published Belfast Housing Land Availability summary report provides a breakdown of the housing supply, land availability and capacity for future housing units for each settlement within the Council's District. These include Belfast City and the three Small Settlements of Edenderry, Hannahstown and Loughview.
- 2.2 Belfast City is then further sub-divided into a number of settlement areas or sectors based on key designations within the prevailing development plan¹. These areas include Belfast City Centre, the Belfast Harbour Estate and Outer Belfast, which is defined as the area covered by the Settlement Limit of Belfast City outside of the City Centre and Harbour Area.
- 2.3 The data within the table is divided into the following columns:
 - **Area Developed 1 April 2015 to 31 March 2016** – the area of land in hectares (ha) developed during the current monitor year;
 - **Units Complete 1 April 2015 to 31 March 2016** – the number of dwellings completed during the current monitor year;
 - **Available Potential (Hectares)** – the area of land estimated as available for additional dwelling completions within the monitored sites as at 1 April 2016; and

¹ For the purposes of the Housing Land Availability Monitor, the draft Belfast Metropolitan Area Plan (BMAP) 2015 is utilised rather than the former Belfast Urban Area Plan (BUAP) 2001. The adopted Belfast Metropolitan Area Plan (BMAP) was quashed as a result of a judgement in the Court of Appeal delivered on 18 May 2017 and, although this means the BUAP is now the statutory development plan for the area, the draft BMAP, in its most recent, pre-examination, form remains a significant material consideration in future planning decisions. Draft BMAP therefore refers to that which was purported to be adopted and not the pre-examination draft published in 2004.

- **Available Potential (Dwelling Units)** – the estimated number of dwellings that could be accommodated on the available potential land as at 1 April 2016.

2.4 During the 2015/16 monitoring year 555 units were completed on 17.9 ha of land across the District. 436.8ha of land remains, with potential capacity for 23,456 units. Within Belfast City, all but 4 of the total units completed were within Outer Belfast. 14,678 of the available potential units are within Outer Belfast, whilst 5,624 and 3,150 potential dwelling units remain in the City Centre and Harbour Area respectively. Hannahstown is the only other settlement to have seen any units completed and only 4 available potential units remain within the Small Settlements combined.

Figure 1: Settlement Summary 2015/16

Settlement	Area Developed (Hectares) 01-04-15 to 31-03-16	Units Complete 01-04-15 to 31-03-16	Available Potential (Hectares)	Available Potential (Dwelling Units)
Belfast City				
Outer Belfast	16.8	531	312.3	14,678
City Centre	0.4	4	37.7	5,624
Harbour Area	0	0	86.4	3,150
Belfast City Total	17.2	535	436.4	23,452
Small Settlements				
Edenderry	0	0	0	0
Hannahstown	0.7	20	0.3	3
Loughview	0	0	0.1	1
Small Settlement Total	0.7	20	0.4	4
DISTRICT TOTAL	17.9	555	436.8	23,456

2.5 Figure 2 below provides a breakdown of the dwelling units completed broken down by the type of land use zoning within the prevailing development plan within each settlement or settlement area. Table 4 provides the capacity for future dwelling units on the same basis as Table 3. The data within these tables is divided into the following columns:

- **Land zoned for housing** – the number of units completed and the remaining potential units on land allocated for residential use within the prevailing development plan;
- **Land zoned for mixed use** – the number of units completed and the remaining potential units on land zoned for mixed use development, which includes an element of residential development within key site requirements;
- **All other land** – the number of units completed and the remaining potential units on any other land not falling within the first two, which include non-zoned land and land zoned for non-residential uses; and
- **Proportion of Zoned Land (%)** – the proportion units completed and the remaining potential dwelling units on both housing or mixed use zoned land expressed as a percentage of the total number of dwellings completed.

- 2.6 26.3% of the dwelling units completed during 2015/16 have been delivered on zoned land, with 27.3% within Belfast City and no units on zoned land within the small settlements. The number of units completed on all other land was 409 dwellings.

Figure 2: Land Use Zoning Completed Units 2015/16

Settlement / Area	Units Complete 01-04-15 to 31-03-16				Proportion on Zoned Land (%)
	Land Zoned for Housing	Land Zoned for Mixed Use	All other land	Total	
Belfast City					
Outer Belfast	122	20	389	531	26.7%
City Centre	4	0	0	4	100.0%
Harbour Area	0	0	0	0	n/a
Belfast City Total	126	20	389	535	27.3%
Small Settlements					
Edenderry	0	0	0	0	n/a
Hannahstown	0	0	20	20	0%
Loughview	0	0	0	0	n/a
Small Settlement Total	0	0	20	20	0%
DISTRICT TOTAL	126	20	409	555	26.3%

- 2.7 Of the remaining potential available for future dwellings, 39.9% is currently zoned for housing or mixed use. 5,200 of the available 23,456 potential dwelling units can be delivered on land zoned for housing and 4,165 units on land zoned for mixed use. In comparison, 14,090 of the remaining potential units can be provided on all other land.

3.0 Pre 2015 Masterplans

- 3.1 The purpose of this exercise is to ascertain what the suite of masterplans prepared prior to the adoption of BMAP stated (if anything) in relation to potential housing yield on sites within Belfast.
- 3.2 The boundaries of these masterplans can then be compared directly to the mapped 2015/16 housing monitor sites. This enables net additions or net losses as the case may be to be recorded. For example, where a masterplan sets out potential for 150 residential units and the same area in the housing monitor contains 4 sites with a remaining potential of 110 units, this would be recorded as a surplus of 40 units.
- 3.3 Appendix A consists of the relevant maps from the masterplans and the corresponding sites from the 2015/16 housing monitor, on which table 3 below has been based. Table 3 below illustrates that, overall, there was a surplus of 135 residential units against the 2015/16 housing monitor relative to the suite of pre-2015 masterplans.

3.4 The figures set out in Figure 3 have also taken account of duplications between masterplans. For example, the Royal Exchange site is already included and accounted for in the North East Quarter Masterplan 2005 so is not duplicated in the Belfast Urban Regeneration Potential Study (2012 update).

Figure 3: Comparison between pre-April 2015 DSD/Council masterplans and sites with remaining potential (i.e. status of 'not started' or 'ongoing') on the 15/16 Housing Monitor

Masterplan	Number of Residential Units proposed	Units already within 2015/16 housing monitor (remaining supply)	Net change in units total
Belfast city centre Northside Urban Village regeneration (Parts 1 and 2) (May 2009)	827, with 20% designated for affordable housing	962 (13 sites)	-135
Belfast city centre – North East Quarter Masterplan (August 2005)	Numbers not stated	205 (1 site)	-
Belfast city centre – North West Quarter Masterplan (Part 1) (August 2005) <i>Note: Part of Northside Plan above</i>	- (275 units are proposed, however it is assumed that these are included within the 827 set out in Northside above)	- (112, however these are part of the 13 sites within Northside above)	-
Belfast city centre – Westside regeneration masterplan (undated) <i>Note: sites north of Castle Street overlap with southern end of NWQ masterplan</i>	322 (20% affordable)	69 (1 site)	+253
Belfast Urban Regeneration Potential Study (2012 update)	3,287 (residential units proposed at City Quays, Sirocco, Odyssey Millennium Ltd & Royal Exchange) <i>Note: Royal Exchange is located within boundary of NEQ masterplan above however it did not identify any numbers²</i>	1,530 (6 sites)	+1,757
Crumlin Road Gaol and Girdwood Barracks Draft Masterplan (July 2007)	Numbers not stated	60 (1 site)	-
Greater Ballysillan Masterplan (September 2014)	Numbers not stated	820 (46 sites) see Appendix C	-
Shaftesbury Square development framework	855 see Appendix D	274 (11 sites)	+581
Queens Quay Masterplan (August 2013)	278	0	+278
Glen Road Development Framework (April 2013)	1,000	1,192 (3 sites)	-192
TOTAL	6,569	5,112	+2,542³

² Masterplan proposes 17,854sq.m (1.79ha) of residential development in Royal Exchange – assuming modest density of 150 units / ha for city centre location, this equates to 269 units.

³ Note that this figure is not simply the difference between the two totals as there are three masterplans listed where residential units have been alluded to but no numbers are stated and another masterplan

4.0 Post April 2015 Masterplans

4.1 Figure 4 below sets out the relevant post 2015 masterplans and strategies which, similar to Figure 3, will be compared against the Housing Monitor, but this time using the 2017/18 sites. The table illustrates that, overall, there was a surplus of 534 residential units against the 2017/18 housing monitor relative to the suite of post-2015 masterplans.

Figure 4: Comparison between post-April 2015 DSD/Council masterplans and sites with remaining potential (i.e. status of 'not started' or 'ongoing') on the 17/18 Housing Monitor

Masterplan	Number of Residential Units proposed	Units already within 2015/16 housing monitor (remaining supply)	Net change in units total
Greater Clarendon (Sailortown) (July 2016)⁴ <i>Note: Overlaps with part of City Quays (see Appendix B)</i>	708 (all outside City Quays)	595 (5 sites)	+113
Northern Fringe Gasworks (2017) <i>Note: sites west of Ormeau Road have since been excluded</i>	105	69 (1 site)	+36
Transport Hub (2017)	212	0	+212
East Bank Strategy (2017)	Not stated	1,574 (6 sites)	-
Inner North West (Nov 18)	Not stated	900 (10 sites)	-
Hope Street (2018)	160 ⁵	63 (2 sites)	+133
Posnett Street (2018)	50 ⁵	10 (1 site)	+40
TOTAL	1,235	3,211	+534

where numbers are duplicated – the net change in units is therefore left blank for these four. This logic also applies to table 4 below.

⁴ Figure 10.1 of the Sailortown masterplan also identifies two land parcels for residential use (see left). CQ8 is proposed for residential use. At 1,553m², this equates to 0.155ha. No yield is given. However, development here is likely to consist of apartments. Assuming a modest density of 100 units/ha and a height of 4 storeys would arrive at a figure of 64 residential units.

It is envisaged that CQ9 would be a mixed use commercial, community and residential scheme. No yield is given, but the site totals 5,237m² or 0.52ha.

Taking 100 units / ha as an example density, a 4 storey development and assuming 50% ratio of residential land use on the site, this site could deliver 104 residential units.

NOTE: THESE ARE ASSUMPTIONS ONLY AND HAVE NOT BEEN INCLUDED IN THE FIGURES IN TABLE 4 ABOVE.



⁵ Figures obtained from NIHE

5.0 Housing monitor changes since 2015

5.1 The table below (Figure 5) outlines the changes since 2015 in terms of net loss or gain year on year in the Housing Monitor. Note that the Housing Monitor reflects all planning approvals granted since 2015. The table shows that in 2016/17, there was potential for 286 fewer residential units than the previous year. This resulted in a 428-unit gap between the number of completions that year (714) and the change in the remaining potential from the previous year (-286).

Figure 5: Change in remaining supply year on year versus number of completions

Monitor year	Completions (A)	Remaining Potential		Difference (A minus C)
		Total (B)	Change year on year (C)	
2015/16	555	23456	-	-
2016/17	714	23170	-286	428
2017/18	659	22350	-820	-161

6.0 PADs and PANs (since 2015)

6.1 In order to capture all proposed residential developments, including those in the pipeline, a list of all PADs and PAN's, from 2015 onwards, was attained from MIS Reports and filtered to exclude all non-residential proposals. This list is shown in Figure 6 below.

Figure 6: PADs and PANs

Total no. of PADs / PANs since 2015	Total no. of PAD & PAN units (a)	Total equivalent capacity on 17/18 Housing Monitor ⁶ (b)	Net change in units (a minus b)
198	5,311	3,915	+1,396

6.2 The table indicates that there is a surplus of 1.396 units proposed in the suite of PADs and PANs since 2015 compared to the 17/18 Housing Monitor.

6.3 Please note in terms of this exercise that there are a number of caveats which need to be taken into account, particularly in the context of the summary table below. These are as follows:

- Every effort has been made to remove any duplications from the PAD/PAN working spreadsheets that have been used to formulate table 6 above. For example, where a PAN cancels out a PAD or a more recent PAD on a site renders an older PAD obsolete.
- That said, it cannot be guaranteed that there is no duplication in terms of figures identified within the suite of masterplans or within the housing monitor remaining supply 17/18. However, all larger schemes have been checked against the housing monitor.
- Where the PADs / PANs have not identified proposed yield, the capacity of the relevant Housing Monitor site has been used.

⁶ Note not all PAD and PAN sites are represented on the Housing Monitor

- Where the PAD / PAN does not identify proposed yield and the site is not on the 17/18 Housing Monitor, the number of units has been estimated based on the size of the site and an average density based on location and taking account of draft policy HOU4.

7.0 Summary

7.1 Taking the findings from above and summarising them together results in the table below (Figure 7).

Figure 7: Overall totals

Source	Total No. of residential units arising	Units already accounted for in other sources	Net change in units total
2015 BASELINE (Housing Monitor)	23,456	N/A	23,456
MASTERPLANS*⁷			
<i>Pre 2015</i>	6,569	5,224 <i>(within 2015/16 Housing Monitor)</i>	+2,542
<i>Post 2015</i>	1,235	3,211 <i>(within 2017/18 Housing Monitor)</i>	+534
Sub-total			+3,076
HOUSING MONITOR			
<i>2016/17</i>	286	714	+428
<i>2017/18</i>	820	659	-161
Sub-total			+267
PADs/PANs since 2015	5,311	3,915	+1,396
TOTAL			28,195

7.2 The table shows that – where residential numbers are clearly set out – there were 3,076 more housing units proposed in the series of masterplans in tables 3 and 4 than are included as remaining supply in the relevant areas of the housing monitor. These were additional units that the Department would have signed off on, or at the very least been aware of, on top of the remaining potential set out in the actual monitor. As a crude calculation, adding these 3,076 units to the remaining potential for 2015/16 baseline gives a sub-total of just over 26,500 units.

7.3 Then, taking account of the change year on year in the Housing Monitor in terms of completions since 2015/16 results in an additional 267 units, bringing the sub-total to 26,799. Finally, in terms of the PAD's / PAN's, an additional 1,396 units were identified, over and above the corresponding site capacities set out in the 17/18 housing monitor. This gives an overall total of just under **28,200 units**.

⁷ Note that some masterplans allude to residential development but no unit numbers are stated

8.0 Zoned Housing Land with Key Site Requirements

- 8.1 The following table summarises the number of housing units that can be secured as a result of key site requirements (KSRs) on land zoned in draft BMAP. This includes sites with a minimum density, a min. number of units and relevant numbers of social housing units.
- 8.2 The table shows that approximately **5,500 units** can be delivered as a result of KSRs, with around **1,098-1,276** specified as social housing units. This equates to c. 20% of the total units being social housing.

Figure 8: Zoned housing sites with KSRs

REF	ADDRESS	Area (Ha)	KSRs		Estimated Dwellings	Social Housing Units
			DPH	Other housing		
BHA 01	TITANIC QUARTER	89.83	-	Min 3,500 units 10-15% social	3,500	350-525
BT 002	LAND AT MONAGH BYPASS / UPPER SPRINGFIELD ROAD	36.08	-	300/50% min social housing	300	300
WB 04/11	LAND BETWEEN GLEN ROAD, GLENCOLIN RISE, GLENCOLIN GROVE, MEADOWHILL AND GLEN ROAD HEIGHTS	12.64		Min 240 social units	240	240
BT 003	LAND AT CRUMLIN ROAD INCLUDING GIRDWOOD BARRACKS	12.53		To include C1 and C3 use classes	0	
WB 04/04	LAND BETWEEN WEST CIRCULAR ROAD AND BALLYGOMARTIN ROAD, EITHER SIDE OF FORTH RIVER	7.8	25		195	
CC 020	SIROCCO WORKS, BRIDGE END/SHORT STRAND	6.16	140		862	
NB 04/15	LAND AT MARMOUNT GARDENS	4.62	30	Min 28 units social housing	139	
ML 04/08	LAND SOUTH OF AREEMA HOUSING DEVELOPMENT	1.76	17		30	30
SB 04/12	SITE AT BELFAST CITY HOSPITAL AND 98 FANE STREET	1.6	30		48	48
WB 04/14	LAND TO THE WEST OF NEW BARNESLEY CRESCENT, WHITEROCK ROAD	1.51	30		45	45
SB 04/13	LAND AT KNIGHTSBRIDGE PARK, STRANMILLIS	1.15	25	Min 17dph, Max 25dph	29	29
SB 04/06	SITE AT RIDDEL HALL, OFF STRANMILLIS ROAD	0.89	15		13	
NB 04/13	LAND AT THE JUNCTION OF ALLIANCE GARDENS AND DRIVE	0.79	25		20	

REF	ADDRESS	Area (Ha)	KSRs		Estimated Dwellings	Social Housing Units
			DPH	Other housing		
ML 04/09	LAND WEST OF FOXES GLEN, STEWARTSTOWN ROAD	0.7	30		21	21
EB 04/09	LAND BETWEEN GARNERVILLE DRIVE AND FINCHLEY VALE, ADJACENT TO PARKWAY	0.65	15		10	
NB 04/12	LAND SOUTH OF ASHDENE DRIVE	0.57	30		17	
EB 04/08	THE JOSS CARDWELL CENTRE, CIRCULAR ROAD	0.54	25		14	
CC 04/06	HAMILTON STREET/CATHERINE STREET NORTH	0.46	30		14	14
CC 04/09	CAR PARK AT LITTLE DONEGALL STREET	0.39	30		12	12
CC 04/07	CATHERINE STREET/JOY STREET	0.29	30		9	9
TOTAL					5,517	1,098-1,276

9.0 Transport and General Accessibility

9.1 Figure 9 below provides a summary of the relative accessibility of the housing land supply in Belfast via public transport, specifically Translink Metro and Glider services. It shows that over 95% of available dwelling units from sites in the 2017/18 housing monitor are within 200m of a bus route or stop. Almost all (99.4% or 99.7%) of the units are within 400m. Accessibility of housing land in Belfast via public transport is therefore considered to be excellent.

Figure 9: Housing supply accessibility to public transport

Metro & Glider Service ⁸	No. of available HM sites ⁹ intersecting buffer	% of available HM sites ⁹ intersecting buffer	No. of available HM dwelling units ¹⁰	% of total available HM dwelling units ¹⁰
Routes				
200m buffer ¹¹	1,061	90.3	21,448	95.9
400m buffer ¹¹	1,161	98.8	22,281	99.7
Stops				
200m buffer ¹¹	1,047	89.1	21,326	95.4
400m buffer ¹¹	1,158	98.6	22,226	99.4

9.2 Available dwelling units derived from all dwelling units within intersecting HM sites.

⁸ Translink Metro routes and Glider routes and stops as at 18/01/2019. Metro stops as at January 2018. Downloaded from [OpenDataNI](#).

⁹ Available HM sites based on 'Not Started' and 'Development Ongoing' sites from the 2017/18 Housing Monitor.

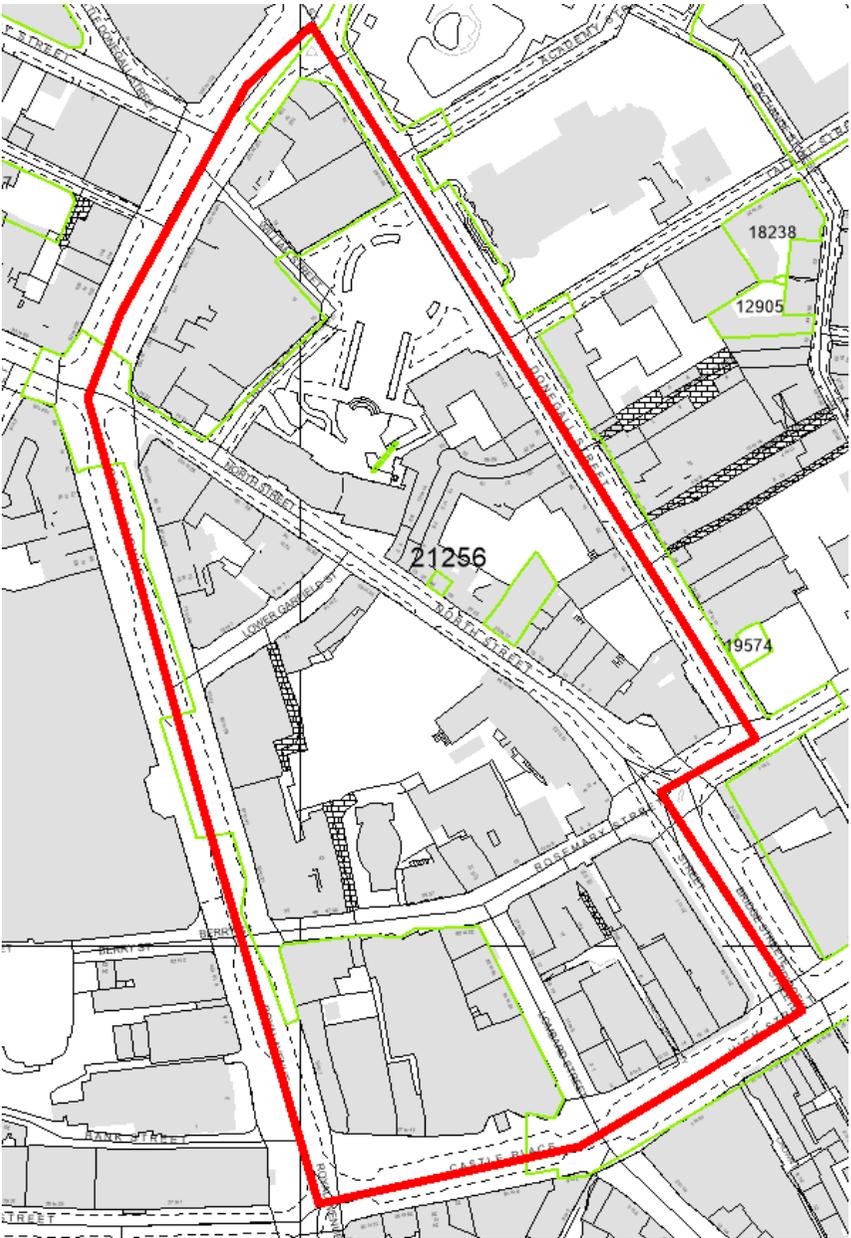
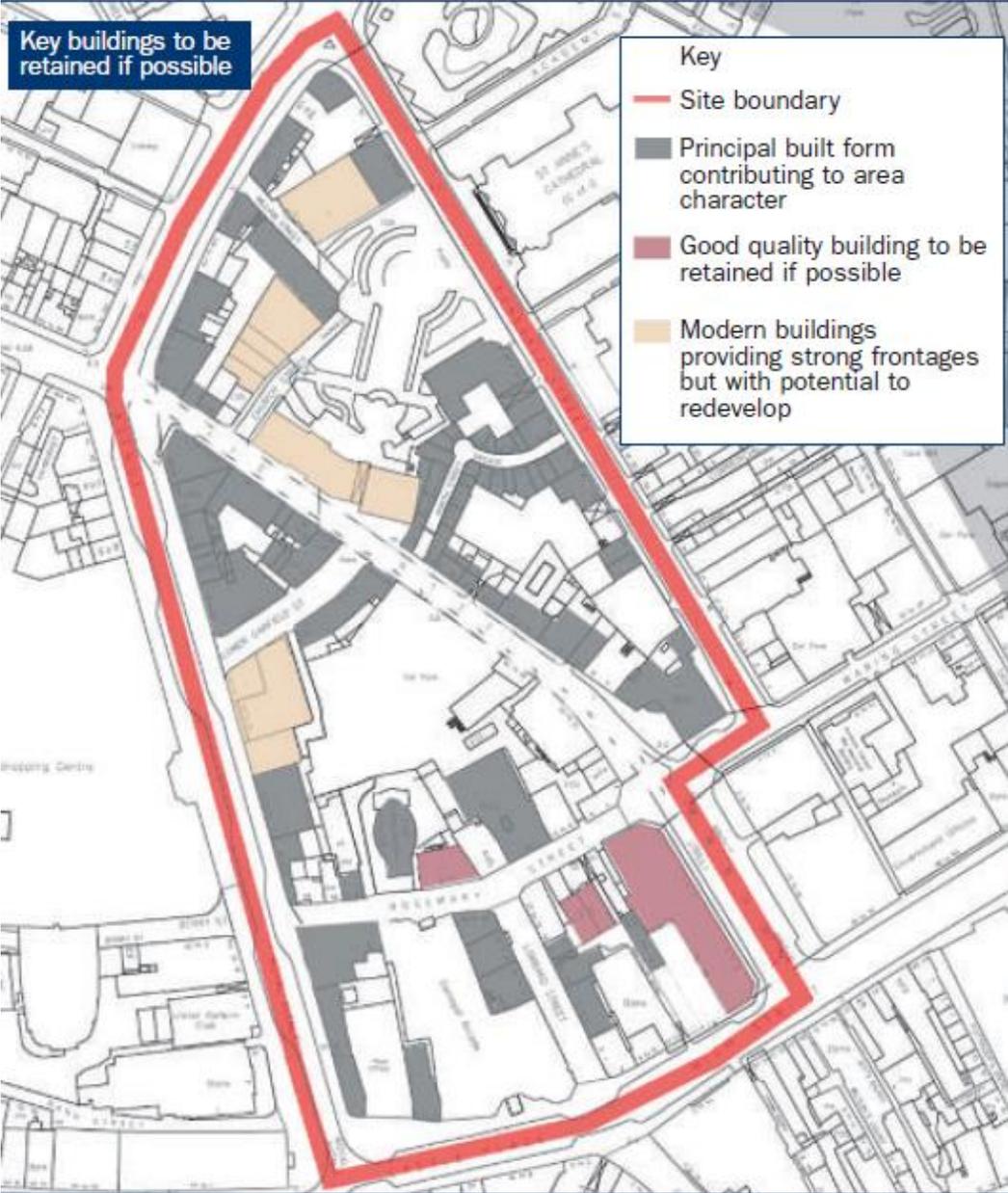
¹⁰ Available dwelling units derived from all dwelling units within intersecting HM sites.

¹¹ Analysis based on straight line buffer and includes all available HM sites completely within or straddling the buffer.

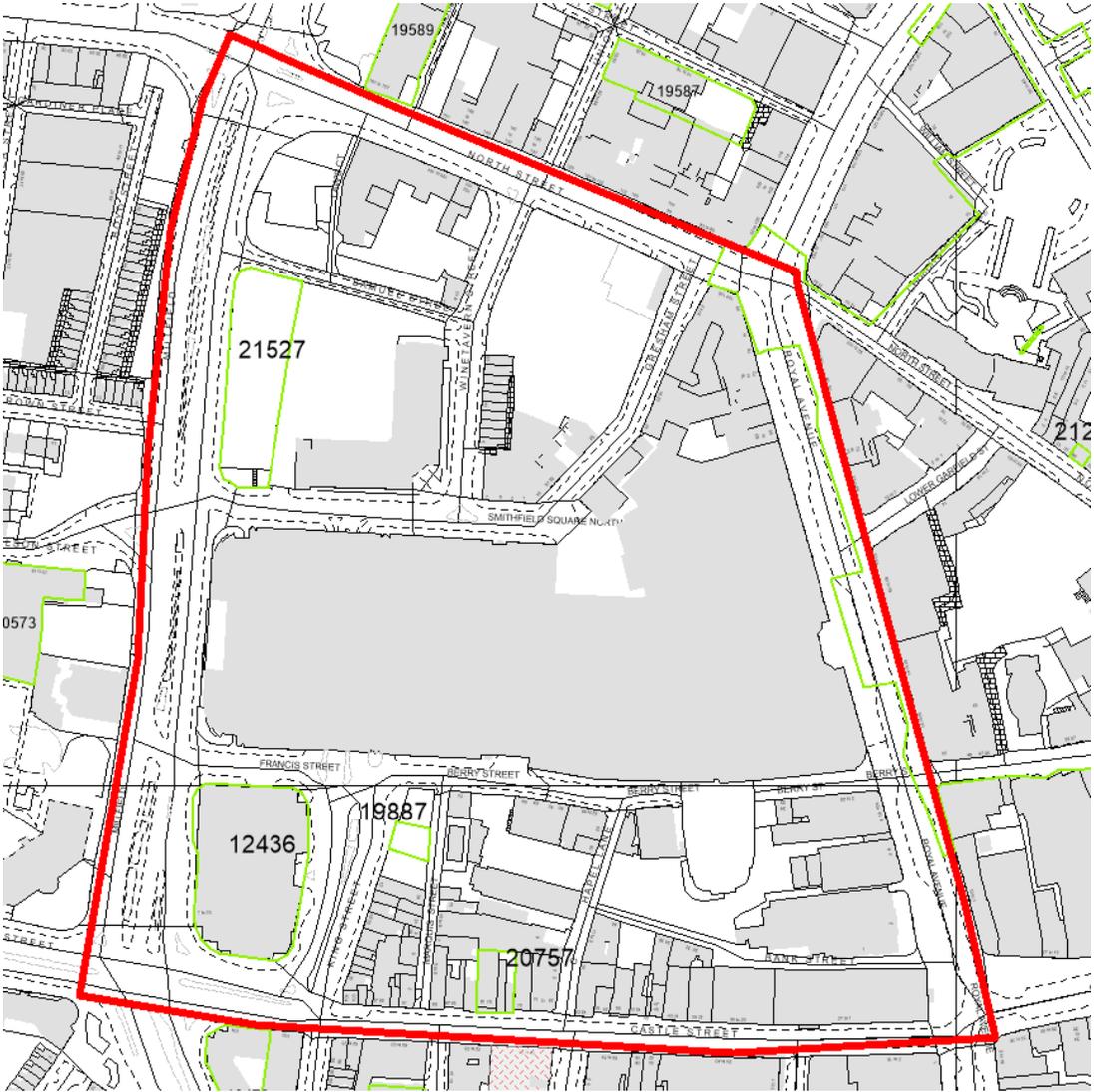
Appendix A: Maps showing boundaries of pre-2015 masterplans and corresponding area of 15/16 housing monitor sites that informed the preparation of Figure 3 in this report

Submission Topic Paper: 2015 Housing Baseline

North East quarter



North West Quarter



Submission Topic Paper: 2015 Housing Baseline

Westside regeneration

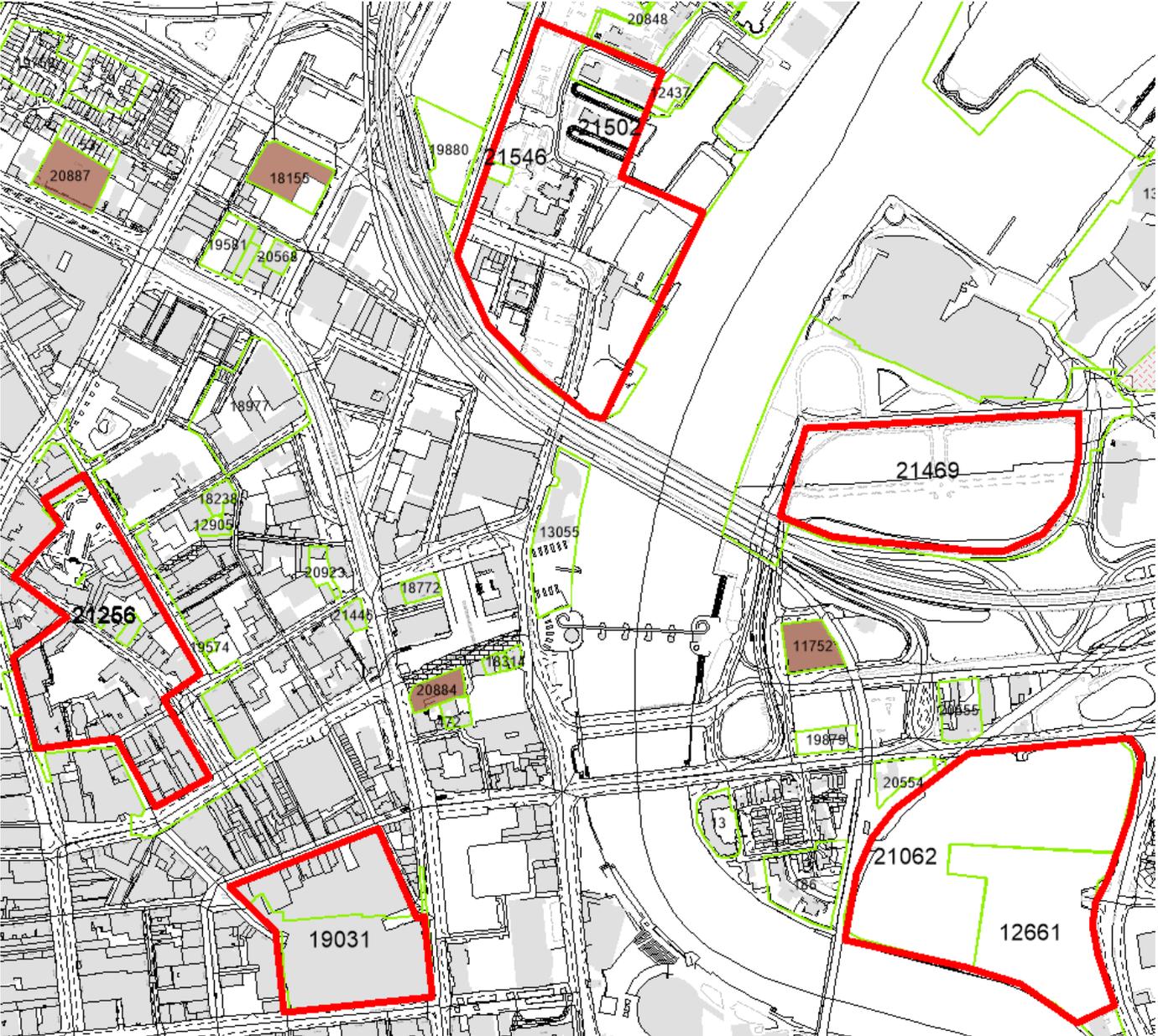


Belfast Urban Regeneration Potential Study (2012 update)

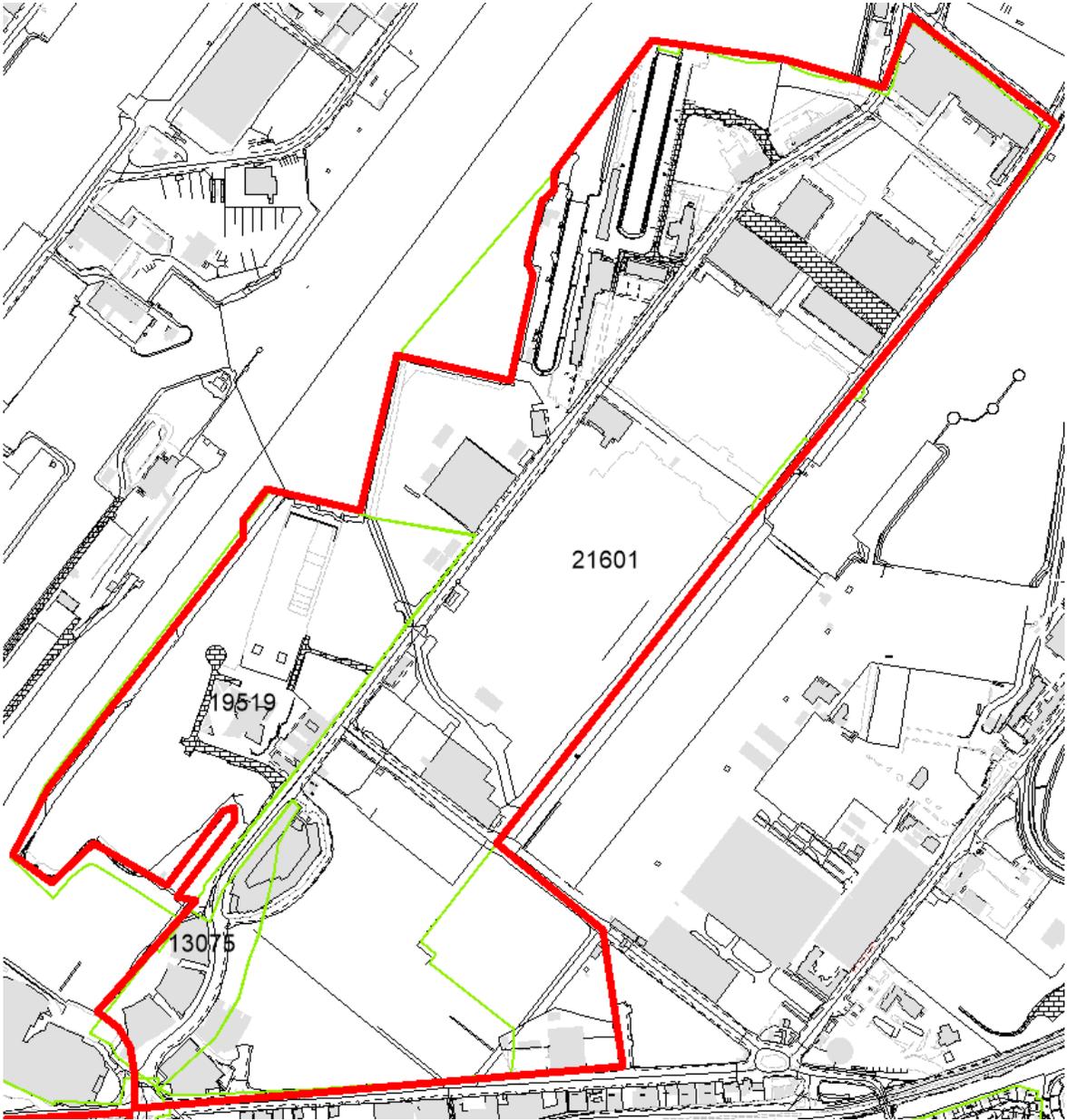


Belfast Urban Regeneration Potential Study (2012 update) - continued

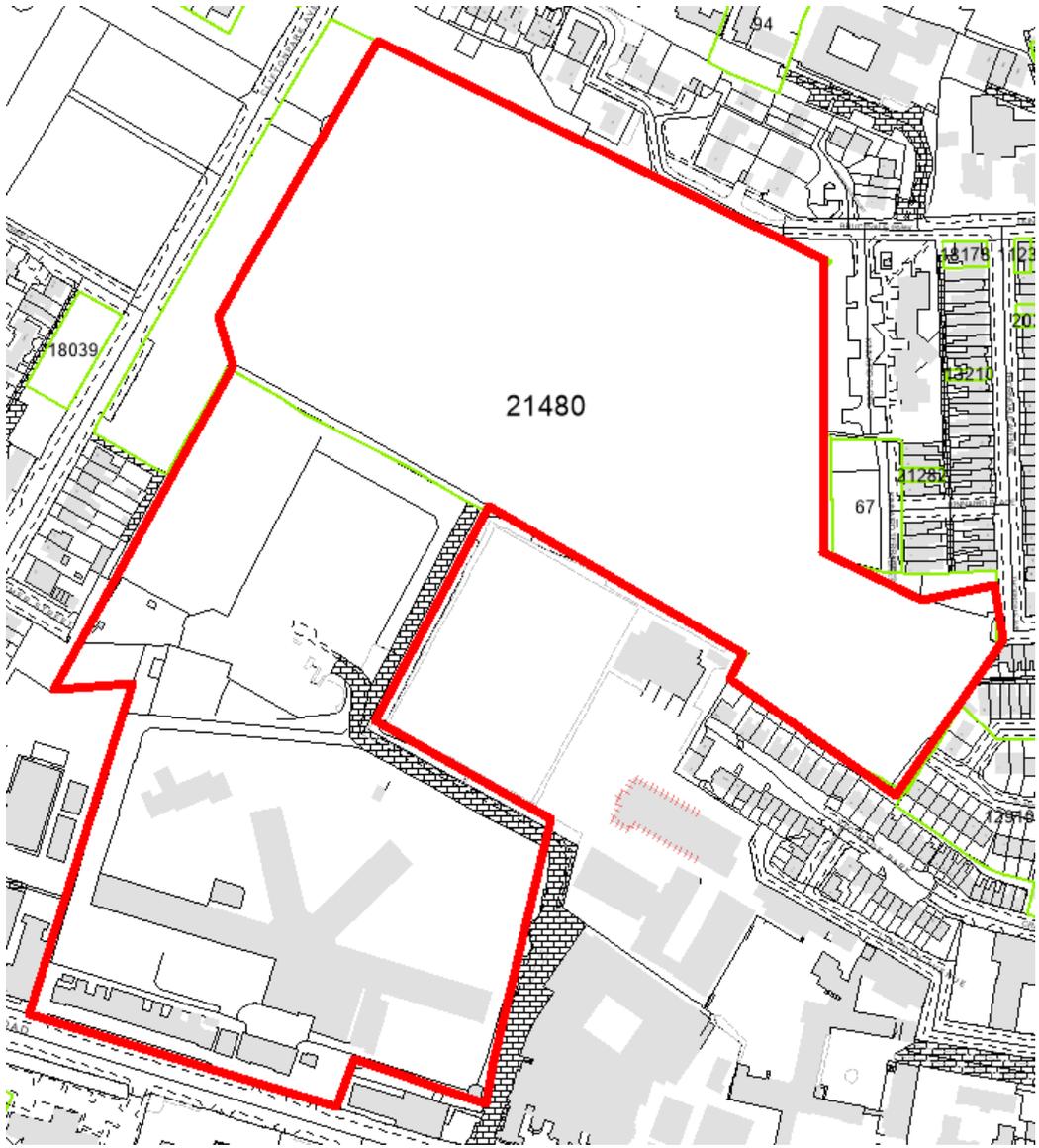
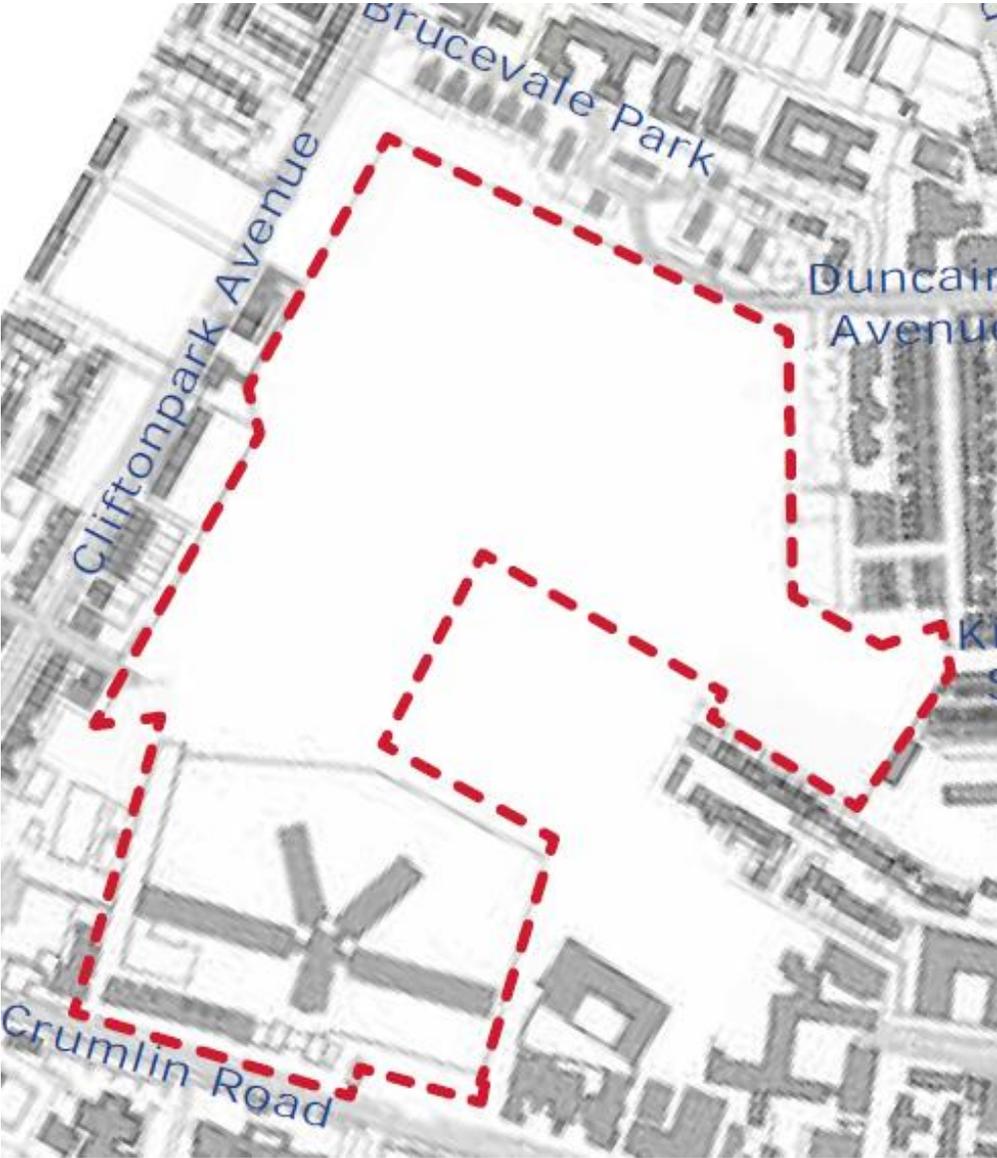
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Belfast Urban Regeneration Potential (2012 update) - continued



Crumlin Road Gaol and Girdwood Barracks



Greater Ballysillan Masterplan

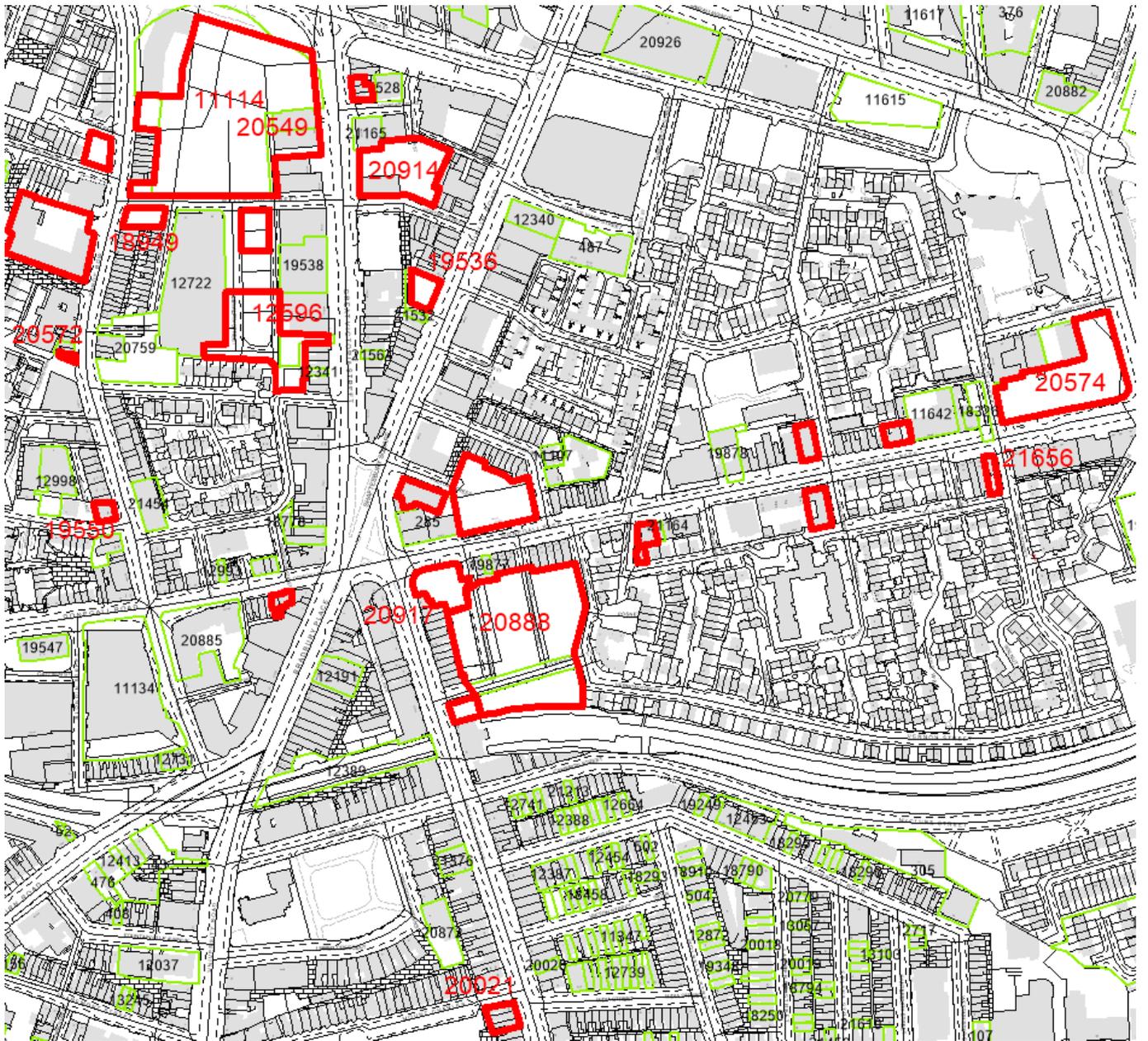


Shaftesbury Square Development Framework



(Appendix D outlines potential residential put back for each site above as set out in the masterplan)

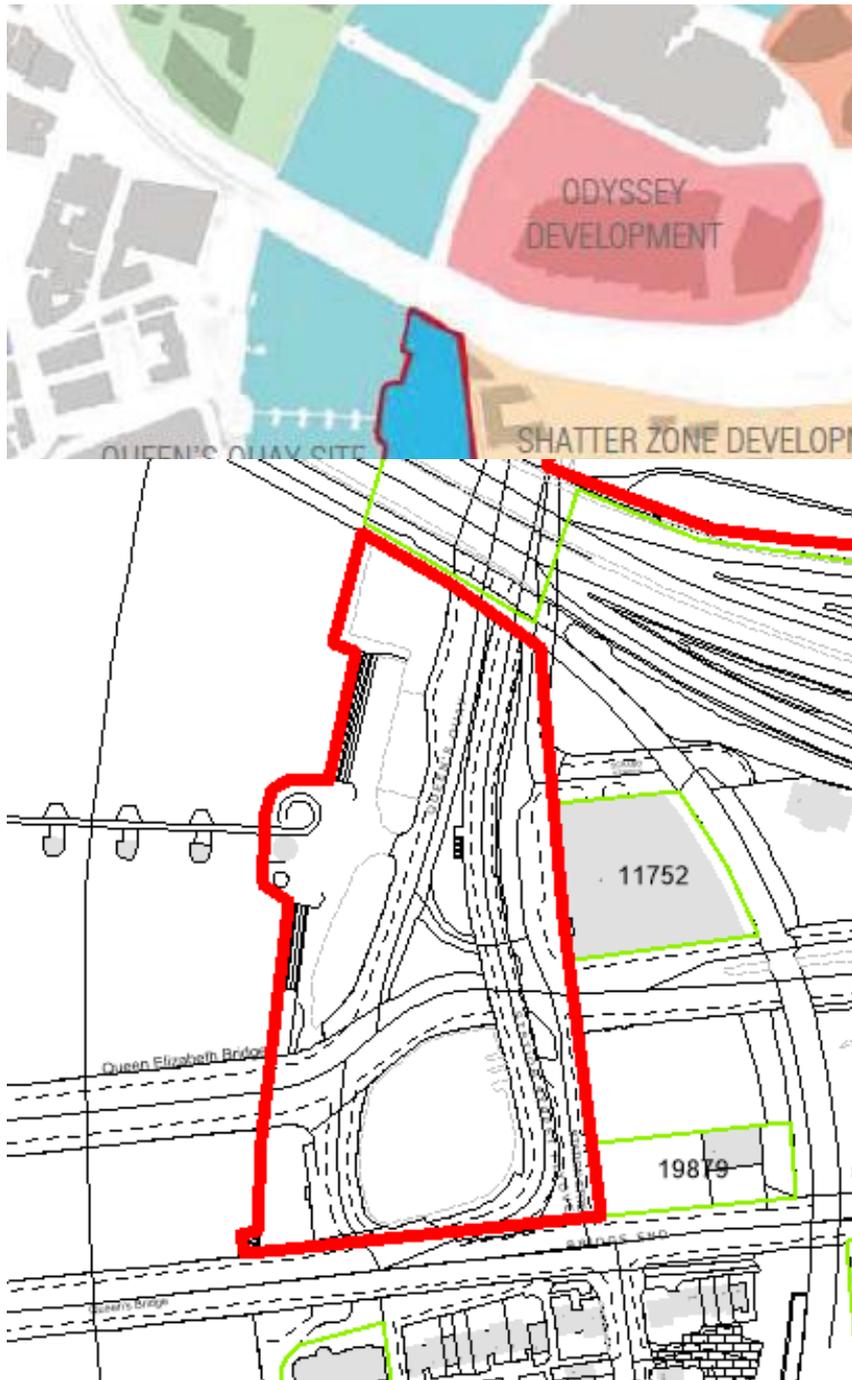
Shaftesbury Square Development Framework (continued)



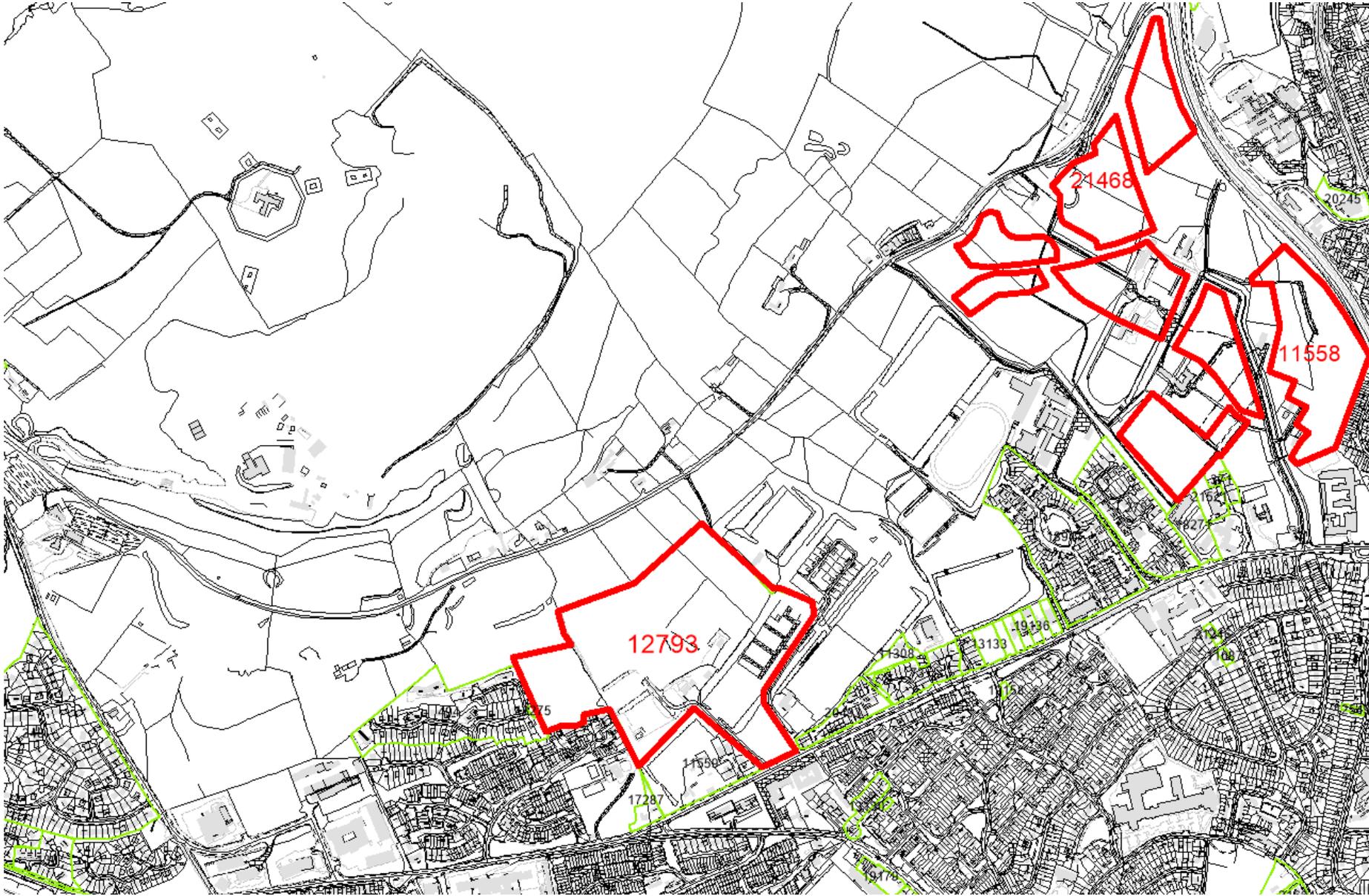
Transformation South/West masterplan



Queens Quay masterplan

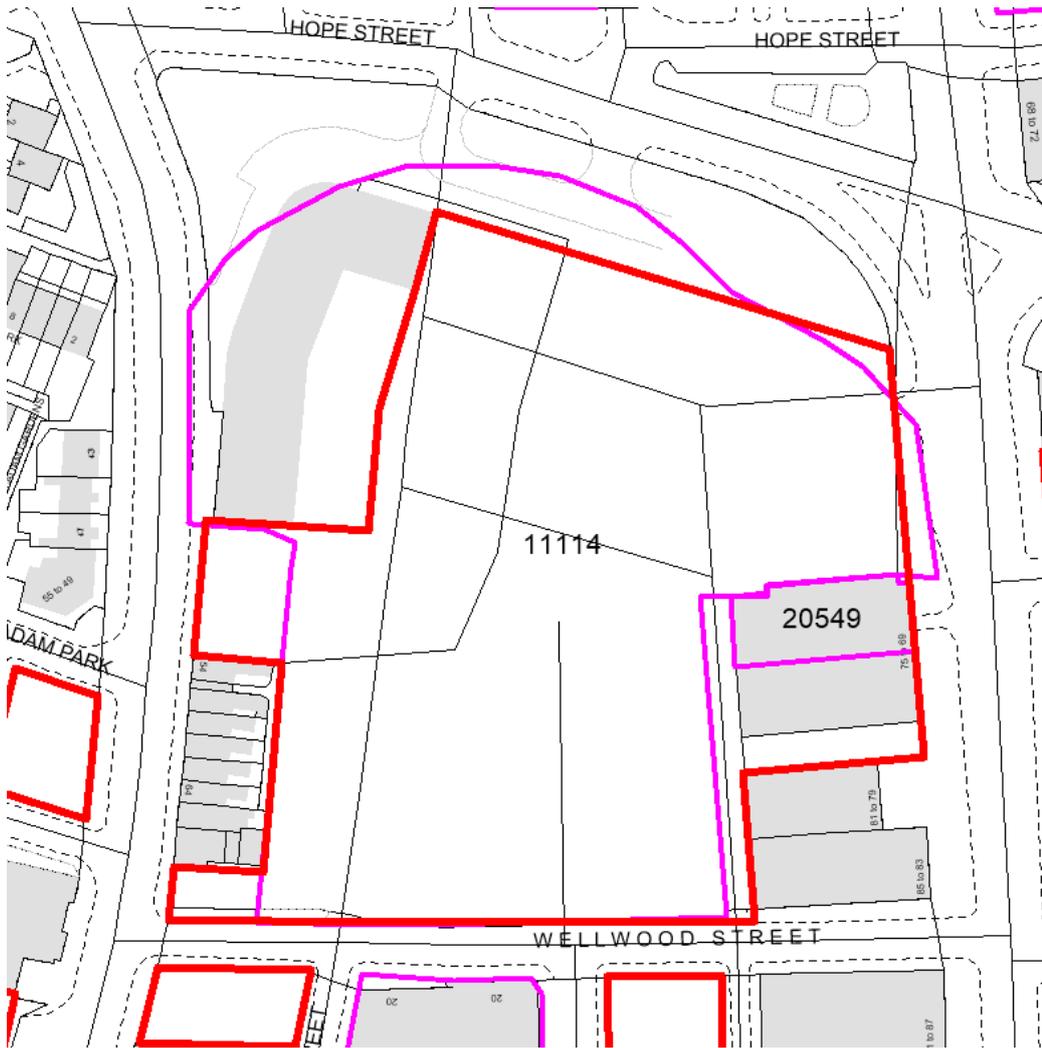


Glen Road Development Framework

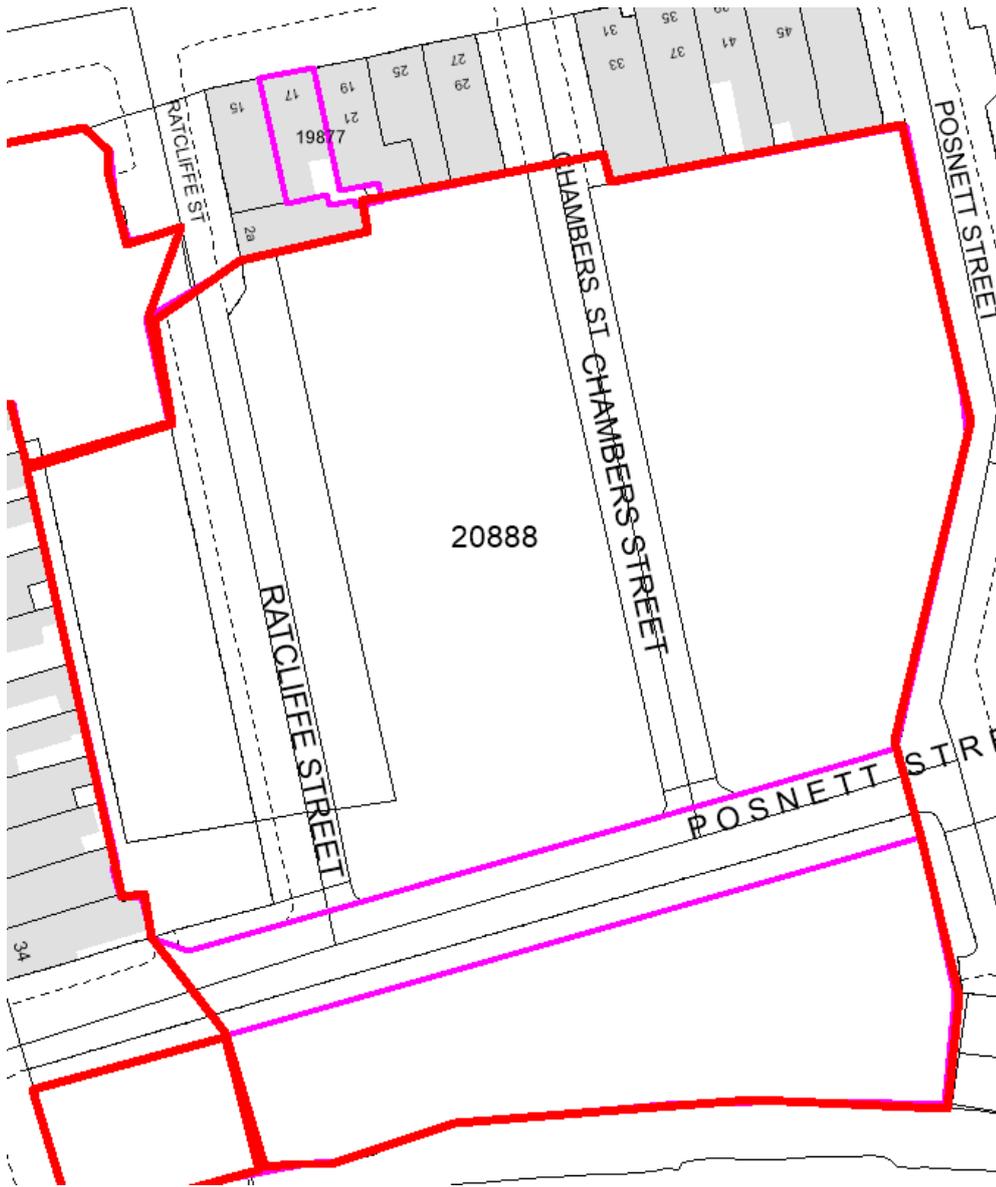


Appendix B: Maps showing boundaries of post 2015 masterplans and corresponding area of 17/18 housing monitor sites that informed the preparation of Figure 4 in this report

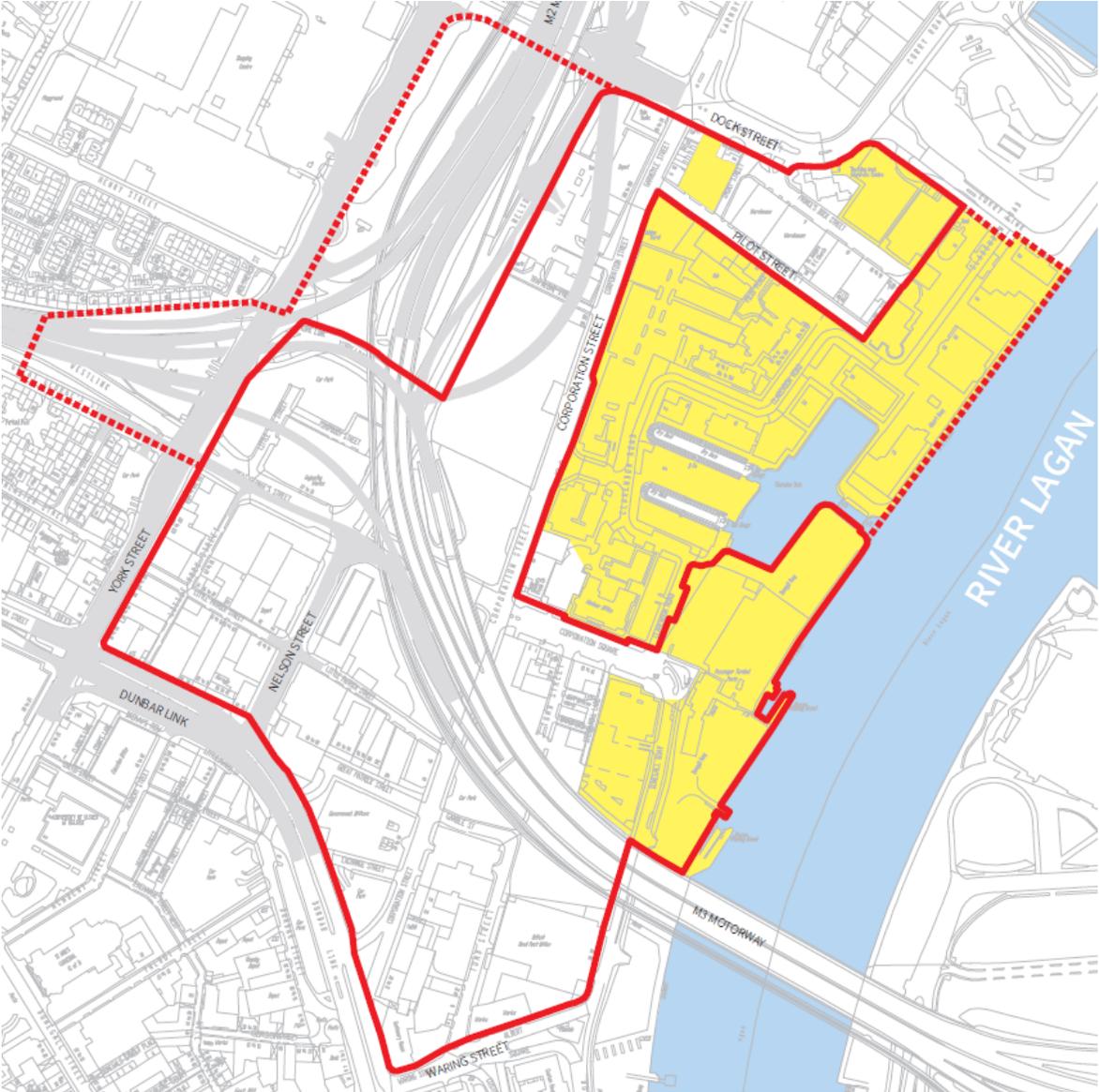
Hope Street



Posnett Street



Greater Clarendon (Sailortown) masterplan below (city quays shown in yellow)

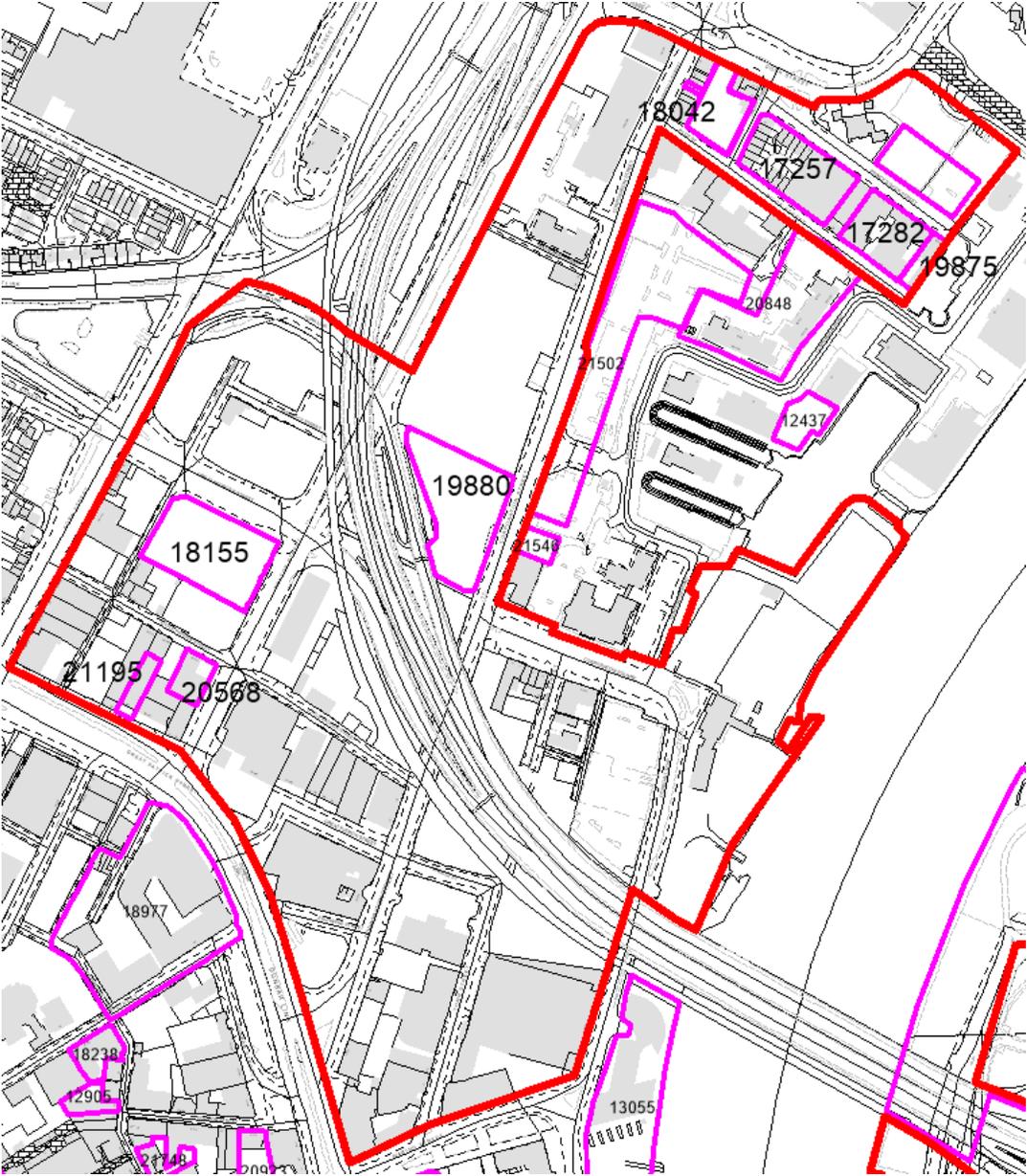


Greater Clarendon masterplan boundary



City Quays Masterplan above for reference – residential development proposed at E, F, G and H – note sites G and H are located within the

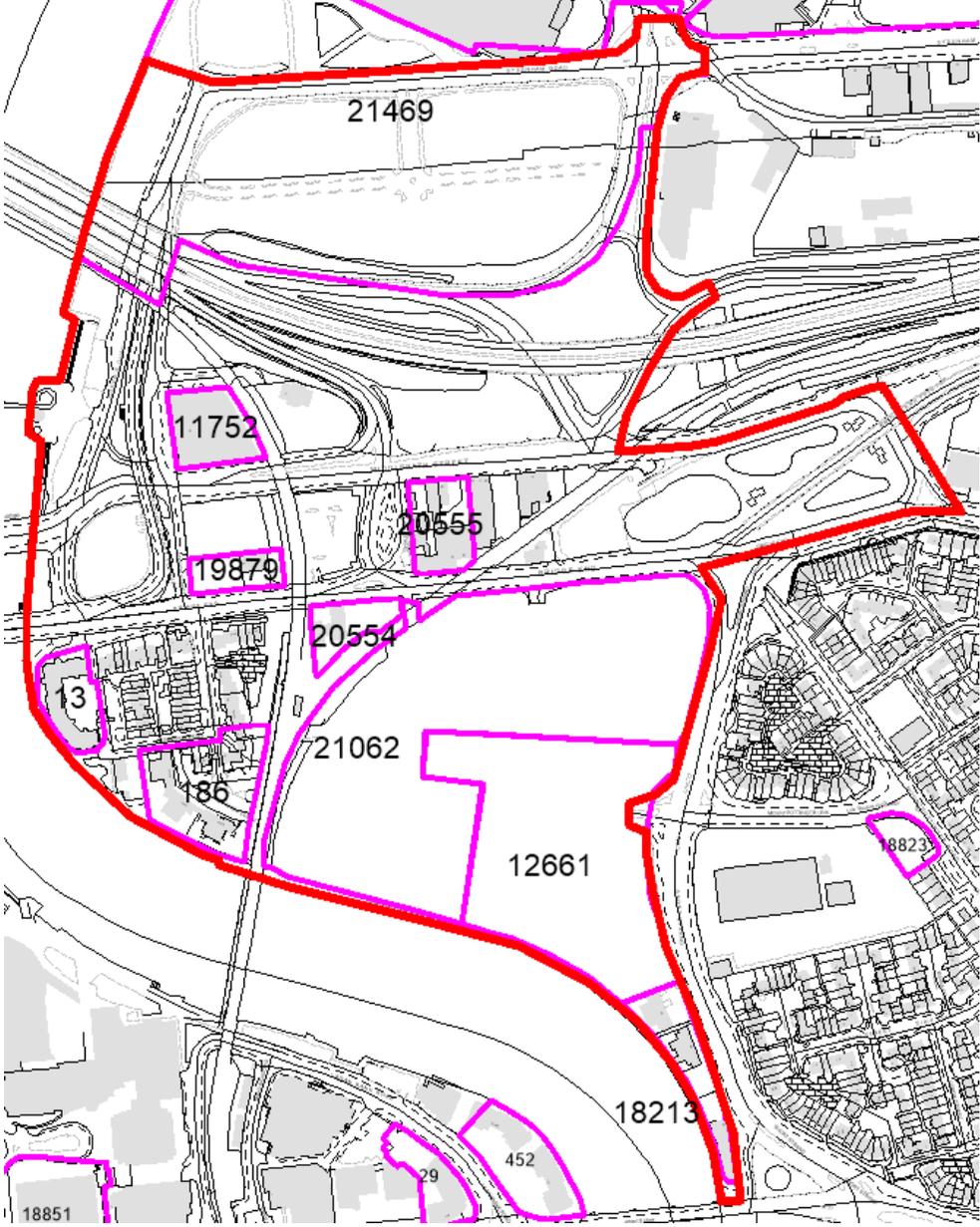
Greater Clarendon (Sailortown) masterplan – continued



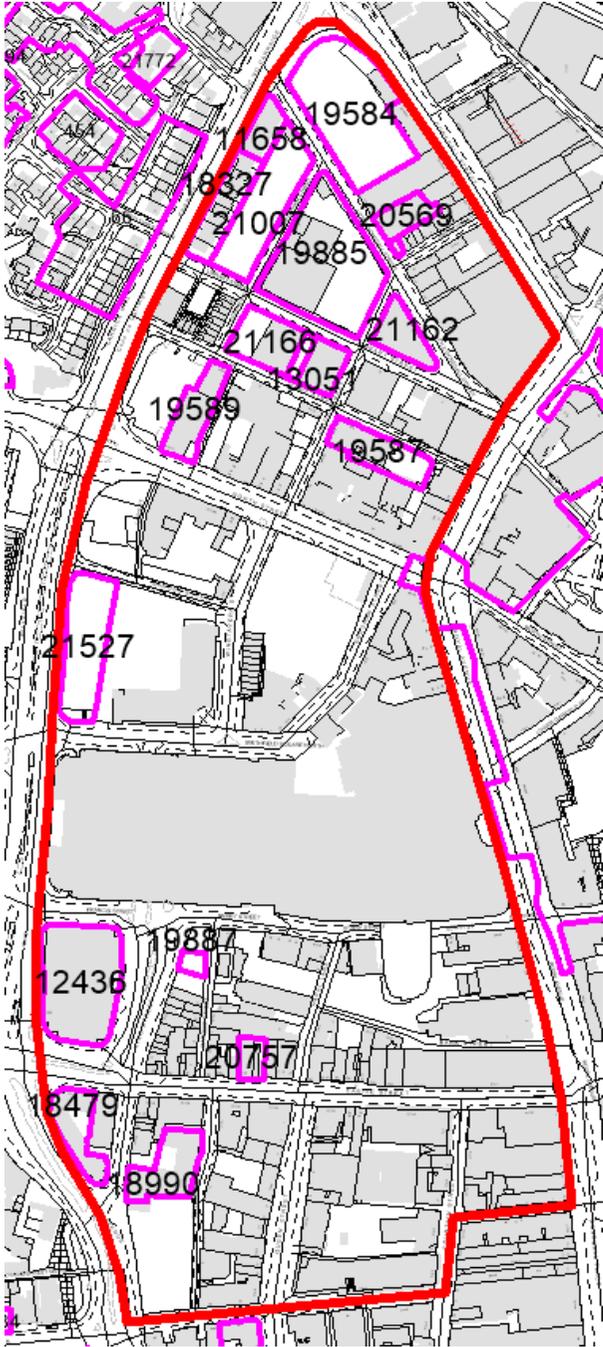
Northern Fringe Gasworks Masterplan



East Bank Strategy Masterplan



Inner North West Masterplan



Appendix C: Site ID's for sites in Greater Ballysillan masterplan area with remaining supply as at 15/16 monitor

Site ID	Remaining potential units
61	2
19439	10
19451	7
12372	6
19032	6
18956	2
18047	24
18045	15
20286	55
19769	5
18921	7
19724	12
11699	202
18967	1
21602	17
19440	1
18049	4
19725	2
19009	5
18171	6
19452	8
19706	48
20296	41
12440	1
12932	1
20303	4
19424	1
20304	6
11721	1
19059	96
11583	6
336	3
21578	2
11420	30
18808	15
18172	3
21277	1
21276	3
21206	3
21593	116
12187	6
19289	2
19291	7
19029	1
19446	2
21275	24
Total	820

Appendix D: Opportunity sites within Shaftesbury Square masterplan – potential residential put back

Site no.	Potential residential yield (units)
1	12
2	20
3	6
4	25
5	12
6	4
7	5
8	15
9	(site redeveloped)
10	40
11	10
12	6
13	90
14	(site redeveloped)
15	66 (Z/2013/1518/F – mixed use building - commercial GF plus apartments above)
16	12
17	50
18	20
19	10
20	6
21	15
22	120 (Z/2011/1178/F – hotel)
23	170
24	14
25	14
26	15
27	30
28	2
29	4
30	10
31	3
32	6 (Z/2013/1248/F – supermarket)
33	35
34	8
Total	855

Note: For some sites, the masterplan outlines the option of residential, commercial, or a mixture of both. For sites with an option of either/or for all or part of a site, residential will be assumed for the purposes of this exercise

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