

Committee Application

Development Management Report	
Application ID: LA04/2018/1486/F	Date of Committee: 15 th January 2019
Proposal: Proposed 6 storey apartment block containing 27 social housing units and new vehicular access and associated works	Location: 98 Holywood Road Belfast BT4 1SL
Referral Route: Residential development in excess of 12 units with an objection	
Recommendation:	Approval
Applicant Name and Address: Martin Property Group/Triangle Housing Association City Factory 100 Patrick Street Londonderry BT48 7EL	Agent Name and Address: MKA Planning Ltd 32 Clooney Terrace Waterside Londonderry BT47 6AR
<p>Executive Summary: This application seeks full planning permission for the construction of a 6-storey apartment block containing 27 social housing units, the creation of a new vehicular access to Connsbrook Avenue and associated works.</p> <p>The main issues to be considered in this case are:</p> <ul style="list-style-type: none"> • Principle of development • Design, Impact on character and appearance of the area • Impact on amenity • Access, Parking, Transport • Infrastructure capacity • Contamination • Flooding <p>The application site is unzoned whiteland within the development limits of Belfast as designated in the BUAP and Draft BMAP. It is located along the arterial route of the Holywood Road. Overall, the proposal would fulfil the main objectives of Draft BMAP and the SPPS, in supporting the regeneration of the arterial route and the provision of much needed social housing in a sustainable location. It would not cause unacceptable harm to the amenity of adjoining properties and would provide a good standard of amenity for future occupants. Overall, the proposal would create a sustainable and quality residential environment.</p> <p>Transport NI, DAERA, Rivers Agency and BCC Environmental Health Unit were consulted and have offered no objection to the proposals. NI Water's response remains outstanding, however it is considered that this raises no issues of principle.</p> <p>1 letter of objection has been received, citing concern with the following:</p> <ul style="list-style-type: none"> • Loss of privacy; • Blocking of natural light; • Overbearing; 	

- Exacerbate the existing road congestion;

These issues have been addressed in the main body of the report below.

The proposal has been assessed against, and is considered to comply with, the SPPS, BUAP, Draft BMAP, PPS3, PPS7, PPS12 and PPS15. Having regard to the development plan, relevant planning policies, and other material considerations, it is recommended that the proposal should be **approved subject to conditions**.

Recommendation

Approval and it is requested that committee delegate authority to the Director of Planning and Building Control to finalise the wording of conditions.

Case Officer Report

Site Location Plan



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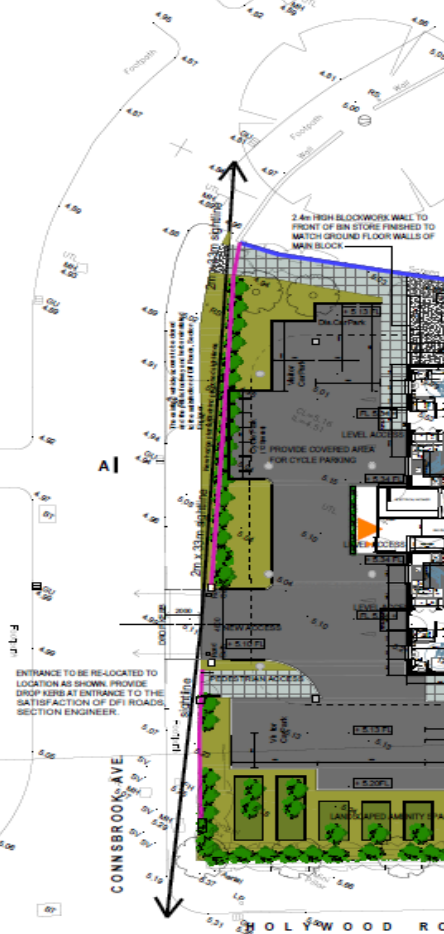
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PROPOSED 2.4m HIGH TIMBER FENCE

PROVIDE COVERED AREA FOR CYCLE PARKING

BUILDING LINE ALONG HOLLYWOOD RD.

EXISTING BOUNDARY HEDGE TO BE RETAINED WHERE POSSIBLE AND REINFORCED WITH LOW

Characteristics of the Site and Area	
1.0	<p>Description of Proposed Development</p> <p>This application seeks full planning permission for the construction of a 6-storey apartment block containing 27 social housing units (11 x 1 bed apartments and 16 x 2 bed apartments), new vehicular access to Connsbrook Avenue and associated site works.</p> <p>The applicant has advised that the social housing is to cater for Category 1 – Elderly.</p> <p>The proposal was amended over the course of the application, incorporating the following changes;</p> <ul style="list-style-type: none"> • Reconfiguration of ground floor layout including car parking; • Relocation of vehicular access further south; • Covered cycle parking; • Additional windows to ground floor apartments.
2.0	<p>Description of Site and Area</p> <p>The application site comprises of a two-storey building, which has been recently used as office accommodation. It is located at the junction of Holywood Road and Connsbrook Avenue with frontages to both roads that is defined by mature hedging. The rear boundaries are defined by close-boarded fencing. A five-storey apartment block adjoins the eastern boundary and a two-storey apartment block is located to the north of the site. The surrounding area comprises of a mix of commercial and residential properties.</p>
Planning Assessment of Policy and other Material Considerations	
3.0	<p>Site History</p> <p><u>Application site</u> LA04/2017/2402/PAD – Proposed 27-unit apartment building with associated works</p> <p>LA04/2016/1984/PAD - Proposed demolition of existing building and erection of 17 apartments with associated car and cycle parking, bin stores and landscaping</p> <p><u>100 Holywood Road</u> Z/2007/1644/F - Demolition of existing building and erection of new 5-storey building containing 16 No. 'lifetime' 3 person 2 bedroom apartments, including associated site works – Granted 17th September 2018</p>
4.0	Policy Framework
4.1	Belfast Urban Area Plan 2001 (BUAP)
4.2	(Draft) Belfast Metropolitan Area Plan 2015
	Following the recent Court of Appeal decision on BMAP, the extant development plan is now the BUAP. However, given the stage at which the Draft BMAP had reached pre-adoption through a period of independent examination, the policies within the Draft BMAP still carry weight and are a material consideration in the determination of planning applications. The weight to be afforded is a matter of judgement for the decision maker.
4.2.1	Policy SETT 2 Development within the Metropolitan Development Limits and Settlement Development Limits.
4.2.2.	Policy SETT 3 Arterial Routes
4.3	Regional Development Strategy 2035
4.4	Strategic Planning Policy Statement 2015
4.5	<p>Planning Policy Statement 3: Access, Movement and Parking</p> <p>Planning Policy Statement 7: Quality Residential Environments</p> <p>Planning Policy Statement 12: Housing in Settlements</p> <p>Planning Policy Statement 15: Planning and Flood Risk</p>

5.0	Statutory Consultees Responses
5.1	Transport NI – No objection subject to conditions
5.2	NI Water – No response
5.3	Rivers Agency – No objection
5.4	DAERA (Water Management Unit) – Refer to standing advice
5.5	DAERA (Regulation Unit Land and Groundwater Team) – No objection subject to conditions
6.0	Non Statutory Consultees Responses
6.1	BCC Environmental Health – No objection subject to condition
7.0	Representations
7.1	<p>The application was neighbour notified on the 2nd July 2018 and advertised in the local press on the 7th September 2018.</p> <p>A 14-day re-notification was carried out with neighbours on additional information and amended plans which expired on the 18th September 2018.</p> <p>1 letter of objection has been received (from 3B Connsbrook Avenue), summarised as:</p> <ul style="list-style-type: none"> • Loss of natural light, apartment block at 100 Connsbrook Avenue already restricts natural light and if the development at 5 Connsbrook Avenue goes ahead, more natural light will be blocked, this is a crime risk as well as a health and safety risk; • Loss of privacy; • Adding an additional vehicular access will only exacerbate the existing congestion at this bottleneck; <i>Officer Response: No new additional vehicular accesses are being created, the existing access is being blocked up and a new one is being created;</i> • If application was amended to a three storey block, something that would not loom over my home, I would not have an issue; <i>Officer Response: Application is required to be assessed on the proposed development submitted.</i> <p>These matters raised are either directly addressed above or in the main body of report below.</p>
8.0	Other Material Considerations
8.1	<p>Parking Standards DCAN 15: Vehicular Access Standards Creating Places Living Spaces: An Urban Stewardship and Design Guide or Northern Ireland The Belfast Agenda</p>
9.0	Assessment
9.1	The proposal is considered to be in compliance with the development plan.
9.2	<p>The key issues in the assessment of the proposed development include:</p> <ul style="list-style-type: none"> - Principle of development - Design, Impact on character and appearance of the area - Impact on amenity - Access, Parking, Transport - Infrastructure capacity - Contamination - Flooding

9.3	<p><u>Principle of development</u></p> <p>The application site is unzoned whiteland within the development limits in Draft BMAP and the BUAP. In Draft BMAP and the BMAP that was pertained to be adopted, the site is located along the arterial route of the Hollywood Road (AR01/18). The general approach to arterial routes and the Hollywood Road designation was accepted by the Planning Appeals Commission during examination of BMAP in light of objections received and as such, it is considered that this designation can still be afforded appropriate weight in the determination of this application.</p>
9.4	<p>Overall, the proposal would fulfil the main objectives of Draft BMAP and the SPPS, in supporting the regeneration of the arterial route and the provision of much needed social housing in a sustainable location. In light of this, there is no objection in principle subject to the material considerations set out below.</p>
9.5	<p><u>Design, Impact on character and appearance of the area</u></p> <p>This stretch of the Hollywood Road has changed over time with the establishment of taller higher density buildings. The application site is a corner plot at the junction of Hollywood Road and Connsbrook Avenue. The neighbouring building at 100 Hollywood Road is a five storey building at a height of 15 metres, while further east along Hollywood Road the four storey Government office building and six storey residential building measure 15 metres and 17.5 metres respectively. To the west, the solicitor's office building (No 96 Hollywood Road) on the opposite side of Connsbrook Avenue is three storeys at a height of 13 metres. On the opposite side of the road at the junction of Hollywood Road and Lomond Avenue, there is a five storey building at a height of 15 metres.</p>
9.6	<p>The proposed density of development would be similar to that already established within the surrounding area. The proposed building comprises five storeys with a recessed sixth floor, at a height of 17 metres. The proposed building would generally accord with the height of existing built form of the area. The proposed five storey elements of the building would match the ridge height of No 100 Hollywood Road. Whilst the sixth floor sits above the immediately surrounding buildings, it is recessed within a parapet wall and set in two 2 metres from the main building line which reduces any perceived dominance within the street scene. Overall, the scale and massing of the proposed building is considered appropriate for its corner location providing a strong visual bookend to this junction and having regard to its immediate and surrounding context.</p>
9.7	<p>The application site is located at a transition point between Hollywood Road and Connsbrook Avenue. Connsbrook Avenue is more suburban in character and predominately defined by a combination of apartments and terraced dwellings of two / three storey scale. It is acknowledged that the building adjoining the site along Connsbrook Avenue is only two storey in scale (No 3 Connsbrook Avenue). However, the proposed development would not be directly read alongside this building in Connsbrook Avenue, due to the layout of the road which turns the corner onto the application site. The existing buildings along Hollywood Road provide the backdrop to views across from Connsbrook Avenue which is one of larger scale buildings. The proposed building would continue this backdrop providing a visual stop at the junction.</p>
9.8	<p>The proposed building would generally be in keeping with the proportions and appearance of residential buildings along Hollywood Road. It provides active frontages to both Hollywood Road and Connsbrook Avenue, with its design turning the corner with the road junction layout. The materials proposed consist of a mixture of red brick, render, shiplap timber boarding and grey cladding which would be typical of materials found within the local area. A condition has been attached requiring samples to be provided to ensure the use of high quality materials. (Condition 2)</p>
	<p>The proposal incorporates a robust landscaped area along the Hollywood Road frontage with</p>

9.9	the retention of the mature hedgerow which is to be supplemented with further planting. Whilst the hedgerow along Connsbrook Avenue needs to be removed to accommodate the visibility splays for the new access, a replacement hedge is to be planted. This would help to soften the proposed development and assist with its integration into the street scene.
9.10	Overall it is considered that the proposal would respect its surrounding context and maintain the character and appearance of the area in accordance with Draft BMAP, Policy QD1 of PPS7, Creating Places and the SPPS.
9.11	<p><u>Impact on amenity</u></p> <p>Each apartment would meet the space standards. All the upper floor apartments would have outlook onto the public realm from its main habitable rooms which would also ensure they receive an adequate degree of light. It is acknowledged that the two ground floor apartments are partly recessed; windows have been incorporated along the three elevations with larger openings to the rear to ensure that future occupants would be afforded an adequate degree of light and outlook.</p>
9.12	Twenty-three apartments would have access to their own balcony / terrace. There would also be communal landscaped amenity space (approximately 140 m ² in area) at ground floor level. This would exceed the minimum standard set out in Creating Places. The site is also in close proximity to alternative recreational facilities including Connswater Greenway and Victoria Park.
9.13	No 100 Holywood Road is a five storey apartment building which adjoins the eastern boundary of the site. The application is supported by a Daylight and Sunlight Report which examines the impact of the proposal on the side facing windows of No 100. As the affected windows are either secondary windows or serving non-habitable rooms (bathroom), it is not considered that an unacceptable loss of daylight or sunlight would occur to these apartments. The positioning of windows on the rear elevation of the proposed building and a condition obscuring glazing the stair well window ensures there is no direct overlooking between properties. In relation to the rear outshoot of No 100, there would be a separation distance of 14 metres between windows, which would be sufficient to prevent undue overlooking in a built up urban location such as this.
9.14	No 3 Connsbrook Avenue is a two-storey apartment building to the north of the application site. There are four side facing windows that would be affected by the proposed development, 2 of which are small openings serving non-habitable rooms. There are two larger windows serving habitable rooms, however given the separation distance between the buildings (approximately 9.5 metres at its closest point) and the orientation of the windows which site at an angle and don't directly face the proposed building, it is not considered that an unacceptable loss of light would occur.
9.15	Due to the orientation of No 3 Connsbrook Avenue, which sits at an angle to the proposed development, there would be no direct overlooking. The windows on the northern side elevation of the proposed building would face towards the front / side car parking area of No 3 which would not be considered private amenity space. The number of windows on the rear elevation of the proposed building are limited and in any case face the side of No 100 Holywood. Therefore it is considered that an unacceptable loss of privacy would not occur to No 3.
9.16	In relation to the rear amenity area and fenestrated rear elevation of No 3 Connsbrook Avenue, due to its orientation which faces away from the application site and towards No 100 and the degree of overshadowing already caused by 100 Holywood Road, it is not considered that the proposed development would materially affect the existing situation in terms of daylight and sunlight.

	<p>In light of the above, it is considered that an adequate level of residential amenity would be maintained for future and existing occupiers in this urban location in accordance with Policy QD1 of PPS7 and the SPPS.</p> <p><u>Access, Parking, Transport</u></p> <p>9.17 The planning application is supported by a Transport Assessment Form, Parking Survey and Travel Plan. A total of 6 car parking spaces would be provided including 2 disabled spaces for the two ground floor apartments. It is acknowledged that this falls short of the recommended parking standard. However justification is provided for this reduced standard due to the site's highly sustainable location along an arterial route in close proximity to a wide range of local amenities and public transport / cycling links including the new BRT Glider network. Also the development is to be occupied by Category 1 Elderly social housing where car ownership levels are typically low and who have access to concessionary bus passes. Within the submitted Travel Plan, a Travel Plan Co-ordinator is to be appointed to promote and encourage the use of alternative modes of transport and to review and improve the travel plan on a regular basis. These measures help reduce the reliance on the private car in line with the main objectives of the SPPS and Draft BMAP. Furthermore a car parking survey was carried out which shows there is available capacity within the vicinity of the site to accommodate any overspill from the site during periods of peak demand without having an adverse impact on car parking, highway safety and convenience of local residents.</p> <p>9.18 The existing access to Connsbrook Avenue is to be blocked up and a new vehicular access created which meets the requirements of Creating Places and DCAN 15. Transport NI was consulted and are content with the proposal subject to conditions.</p> <p>9.19 In light of the above, it is considered that the proposed development would be acceptable in terms of highway safety, capacity and car parking in accordance with the SPPS, Policies AMP1, AMP2 and AMP7 of PPS3, Policy QD1 of PPS7, Creating Places, BUAP and Draft BMAP.</p> <p>9.20 Adequate provision has been made within the site for storage of waste.</p> <p><u>Contamination</u></p> <p>9.21 Land and Groundwater Team (DAERA) and Environmental Health were consulted on the application and found no unacceptable risks to human health and the water environment. The proposal is therefore considered to accord with the SPPS in this regard.</p> <p><u>Flooding</u></p> <p>9.22 The site is not located within the fluvial or surface water flood plain. A Drainage Assessment was submitted which demonstrates that adequate measures will be put in place to effectively mitigate flood risk to the proposed development and ensure that flood risk will not be increased elsewhere. This has been reviewed by Rivers Agency who have cited no objection. As such the proposed development would comply with Policy FLD3 of PPS 15 and the SPPS</p> <p><u>Infrastructure Capacity</u></p> <p>9.23 No response has been received to date from NI Water. However, no objection was raised during the PAD and owing to the scale and nature of development proposed, it is not considered that proposed development would have a significant impact on the existing water infrastructure and as such, there are no issues of principle. In addition, connections to the water and foul sewer system are covered by separate legislation.</p>
10.0	Summary of Recommendation:

	Having regard to the policy context and other material considerations, on balance, the proposal is considered acceptable. It is requested that the committee delegate authority to the Director of Planning and Building Control to grant conditional planning permission.
11.0	<p>Conditions</p> <p>1. As required by Section 61 of the Planning Act (Northern Ireland) 2011, the development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.</p> <p>Reason: Time Limit.</p> <p>2. The development hereby permitted shall not commence until samples and a written specification of the materials to be used in the external elevations and hard standing surfaces, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and thereafter retained in accordance with the approved details.</p> <p>Reason: To protect the visual amenities of the area.</p> <p>3. The development hereby permitted shall not commence until a detailed landscaping scheme has been submitted to and approved in writing by the Local Planning Authority which specifies species, planting sizes, spaces and numbers of trees/ shrubs and hedges to be planted. All landscaping shall be carried out in accordance with the approved scheme in the first planting season (November-March) following the occupation of the buildings or the completion of the development whichever is the sooner and maintained thereafter. Any retained or newly planted trees, shrubs or hedges which die, become seriously damaged or diseased or are removed or destroyed within a period of 5 years from the date of planting shall be replaced during the next planting season with specimens of the same size and species unless otherwise agreed in writing by the Local Planning Authority.</p> <p>Reason: In the interests of amenity and biodiversity and to preserve and enhance the character and appearance of the locality.</p> <p>4. The development hereby permitted shall not commence until a landscape management plan, including long-term design objectives, management responsibilities and maintenance schedules for all landscape areas has been submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out in accordance with the approved details.</p> <p>Reason: To ensure the proper management of the landscaped areas in the interests of visual amenity.</p> <p>5. The development hereby permitted shall not be occupied until space has been laid out within the site in accordance with the approved plans for vehicles to park and turn. The parking and turning area shall be used and retained exclusively for its designated purpose.</p> <p>Reason: To ensure sufficient on-site turning and parking.</p> <p>6. The vehicular access, including visibility splays, shall be provided in accordance with the approved plans, prior to the commencement of any other works or other development hereby permitted.</p>

Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.

7. The windows serving the lobby as labelled on the approved plans on the western elevation of the building hereby approved shall be glazed entirely with obscure glass. Once installed the window shall be permanently retained in that condition.

Reason: To protect the amenity and privacy of existing and future occupiers.

8. Notwithstanding the provisions of Article 3, Part 3, Class A of The Planning (General Permitted Development) Order (Northern Ireland) 2015 (or any orders amending or re-enacting that Order with or without modification) no fences, gates or walls or other means of enclosures other than those expressly authorised by this permission shall be erected within the curtilage of the site without planning permission being first obtained from the Local Planning Authority.

Reason: In the interests of visual amenity and to ensure adequate visibility in the interests of road safety and the convenience of road users.

9. Each unit of the residential development hereby permitted shall only be occupied by persons qualifying for Category 1 Social Housing for the Elderly.

Reason: To ensure adequate car parking provision.

10. The development hereby permitted shall be operated and maintained in accordance with the submitted Travel Plan received by Belfast City Council 6th November 2018 including the appointment of a Travel Plan Co-Ordinator and for each subsequent occupation of the development thereafter maintain and develop the travel plan to the satisfaction of the Local Planning Authority.

Reason: To promote the use of alternative modes of transport in accordance with sustainable transportation principles.

11. The development hereby permitted shall not commence until details of secure cycle parking for the occupants of and visitors to the development have been submitted to and approved in writing by the Local Planning Authority. These facilities shall be fully implemented and made available for use prior to the occupation of the development hereby permitted and shall thereafter be permanently retained for use at all times.

Reason: To ensure that satisfactory facilities for the parking of cycles are provided and to encourage travel by means other than the private car.

12. Prior to the first occupation of the development hereby permitted, a Noise Verification Report shall be submitted to and approved in writing by the Local Planning Authority which demonstrates the following;

- (a) Documentary evidence that window units to 'bedroom 1' of the first, second, third and fourth floors of apartment block D, as annotated in figure 2 of the KRM noise impact assessment dated 23rd July 2018, have been supplied and installed with a specification capable of achieving noise reduction of at least 32dB_Rtr_a;
- (b) Documentary evidence that all other windows and / or glazed door units have been supplied and installed with a specification capable of achieving a noise reduction of at least 29dB_Rtr_a;
- (c) Internal noise measurements taken in a representative number of apartments

to confirm that internal noise levels in line with the 'good' standard outlined in BS8233:2014 have been achieved during the day and at night with windows closed and alternative means of ventilation provided (which meet current Building Control Regulations).

Reason: In the interests of amenity of future residents.

13. Prior to the first prior occupation of the development hereby permitted, the bin storage facilities shall be provided in accordance with the approved plans and shall be permanently retained thereafter for use at all times.

Reason: In the interests of amenity and to ensure the appropriate provision of infrastructure.

Notification to Department (if relevant): N/A

Representations from Elected members: N/A

Details of Neighbour Notification (all addresses)

3a , Connsbrook Avenue, Belfast, Down, BT4 1JT,
 3b , Connsbrook Avenue, Belfast, Down, BT4 1JT,
 3c , Connsbrook Avenue, Belfast, Down, BT4 1JT,
 3d , Connsbrook Avenue, Belfast, Down, BT4 1JT,
 81-83 Holywood Road, BELFAST, BT4 3BA
 85-87 Holywood Road, Belfast, BT4 3BD
 96 Holywood Road, Belfast, Down, BT4 1NT,
 Apartment 1, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 10, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 11, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 12, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 13, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 14, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 15, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 16, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 2, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 3, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 4, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 5, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 6, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 7, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 8, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Apartment 9, 100 Holywood Road, Belfast, Down, BT4 1NU,
 Connsbrook Avenue Congregational Church, Connsbrook Avenue, Belfast, Down, BT4 1JT,
 D G Frazer, Studio B, 89 Holywood Road, BELFAST BT4 3BD
 Envision, Studio A, 89 Holywood Road, BELFAST, BT4 3BD
 Hardscape, Block 6, 89 Holywood Road, Belfast BT4 3BD

Joyce Graham & Co, Studio B, 89 Hollywood Road, BELFAST, BT4 3BD
Nicholls & Co Chartered Accountants Block 4 89 Hollywood Road
Nigel Morrow & Co, Studio B, 89 Hollywood Road, BELFAST, BT4 3BD
Reform Studios, Block 6, 89 Hollywood Road, Belfast BT4 3BD
Taylor Patterson Surveyors Ltd, Block 1, 89 Hollywood Road, BELFAST BT4 3BD