





## Bangor Vacancy & Dereliction Study



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## **Recommendations Summary**

#### Small-Scale Interventions

- City Centre Business Led Organisation: Support a coordinated group of businesses, creatives, and community organisations to lead regeneration with small-scale capital and admin support.
- Cultural Plan & Upper Floor Studios: Support creative groups to deliver joint programming and develop underused upper floors into temporary studios or workspaces.
- Empty to Energised Pilot: Launch a 2-year pilot targeting small ground-floor units in key areas, offering a financial contribution to support low-cost transformations, to attract tenants to Bangor city centre.

#### **Medium-Scale Interventions**

- *Pop-Up Shops:* Support temporary retail or creative uses based on successful precedents like Project 24 and Trademarket in Belfast, to encourage early-stage business development.
- Shop Front Revitalisation Scheme: Offer a financial contribution for shopfront and façade improvements, individually or as part of area-based initiatives.
- *Creative Characters:* Introduce a trail of recognisable characters (e.g. Gruffalo, Paddington) to create family-friendly spaces, encourage walking, and support business sponsorship.
- *Heritage Buildings:* Revitalise architecturally significant but higher-cost buildings outside typical regeneration schemes, potentially with AHF or NLHF funding.
- *Meanwhile Use:* Promote temporary occupancy of vacant spaces awaiting redevelopment, building on Belfast examples to offer affordable short-term creative or community uses.

#### **Large-Scale Interventions**

- Rates Review: Explore long-term reform linking rates to occupancy and energy efficiency, modelled on Bexley's empty property tax to incentivise reuse.
- Coordinating & Complementing Investment: Align city-wide investments (e.g. Queen's Parade, Marina) to maximise their collective regeneration impact and minimise disruption.
- *Upper Floors Project:* Develop a strategic programme to repurpose vacant upper floors 92.4% of those above vacant units for housing or creative uses.
- Flagship Centre: Explore long term future use after completion of Queen's Parade development.



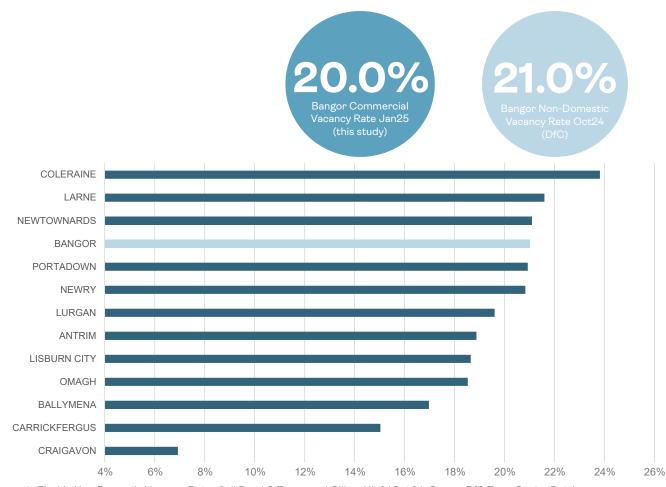
# Introduction

## **Background**

The 2023 Review of the Bangor Masterplan highlighted the need to tackle vacancy within the city centre. In pursuit of this, Ards and North Down Borough Council (Council) commissioned McGarry Consulting, in partnership with Queen's University Belfast (QUB) to undertake a study into Dereliction & Vacancy within the city centre and how it could be addressed.

To combat vacancy and dereliction within Bangor, the first step involved mapping where the vacant and derelict commercial properties were within the Department for Communities (DfC) defined city centre boundary. This involved walking the streets and looking at each building within the boundary line. After conducting supporting research, the study looks at how the dereliction and vacancy could be reduced based on feedback, examples from elsewhere, and site-specific analysis.

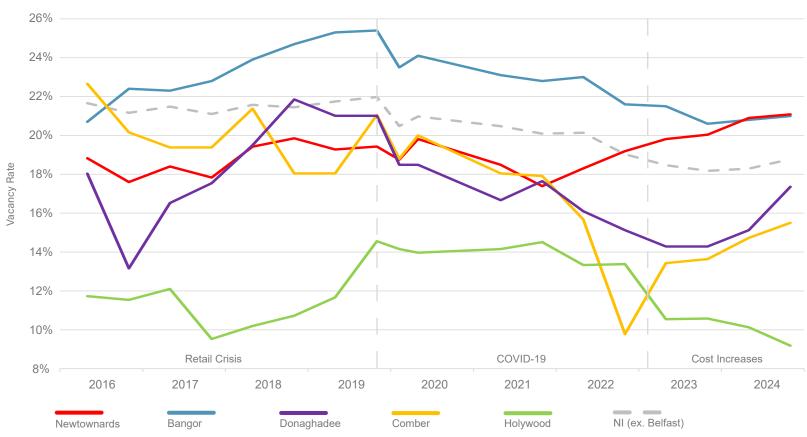
This study was commissioned to research **commercial dereliction and vacancy**, which differs from **non-domestic dereliction and vacancy**. Non-domestic units include schools, charity shops, religious buildings, among others, which are not designated as commercial.



▲ Fig 1A: Non-Domestic Vacancy Rate of all Band C Towns and Cities, NI. 31Oct 24. Source DfC Town Centre Database

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## **A&NDBC Town/City Centre Non-Domestic Vacancy Rates**



Newtownards and Bangor have the highest non-domestic vacancy rates in the borough, and are the only urban areas above the NI (ex. Belfast) average non-domestic vacancy rate.

▲ Fig 1B: Non-domestic vacancy Rate of all city/towns in A&ND between 2016 and 2024, compared to the NI (exluding Belfast) average. Source: DfC Town Centre

### Introduction





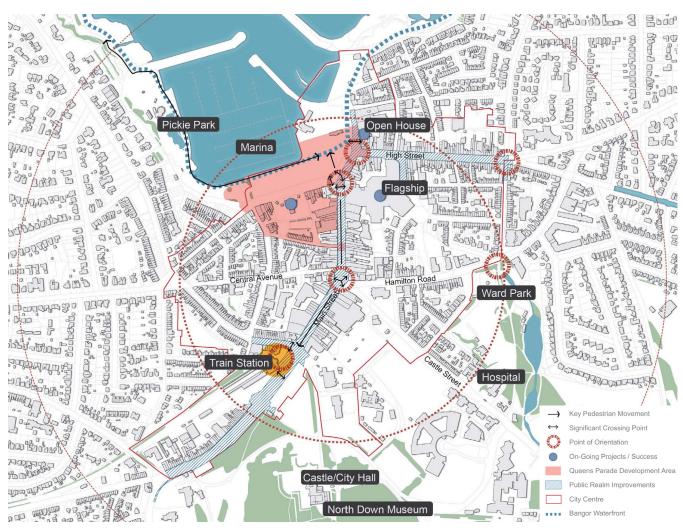




Dating from the 6th Century, Bangor grew from monastic origins to being a vibrant seaside town outside Belfast onwards to a city in its own right. With plans in place for Bangor Castle, Bangor Marina, Queens Parade and new Council offices the city will be transformed over the next few years. Outside the city centre, Bangor Walled Garden routinely picks up awards; Bloomfield Shopping Centre has received new investment, the Aurora (NI's leading water-based leisure centre) is getting a new roof and Pickie Fun Park, one of the top 3 paid visitor attractions in NI is set to be transformed with new investment and long-term operators. Bangor has thriving small businesses (e.g. Sub Culture, NI's leading Video Production Company based on Main Street), big plans, and an active community.

Bangor city centre is emerging as a creative heart with Boom Studios and Seacourt Print Workshop hosting over 35 studio spaces between them. Open House, of the much admired Open House festival, now resides in the rejuvenated former Court House in the city centre. One of many old buildings (e.g. Market House) now reimagined for creative, community and commercial use.

### **Bangor Masterplan and Review**



The Bangor Masterplan was originally produced in 2011. In the interim period, Bangor attained city status; the Belfast Region City Deal secured funding with signature projects in Bangor; Bangor's public realm improvement scheme was completed; large retail began departing the High Street (e.g. The Flagship Centre closed); while the Covid pandemic, Brexit, and working from home took place amongst other significant events.

Therefore, in 2022 the Council sought to review the town/city centre Masterplans and ensure they were up to date and reflected public feedback. The new plans were produced by The Paul Hogarth Company in partnership with McGarry Consulting in 2023. The new plan reaffirmed the original vision, and set out key themes and targets, which form the background to this report. This is set out on the next page.

Fig 1C: Key Projects,

◀ Improvements and Movements

## **Bangor Masterplan and Review**

VISION \_ \_ \_ AIMS

(Bangor Masterplan 2011)

#### Masterplan Vision (2011):

"Bangor Town (now city) Centre will be reestablished as a high quality, vibrant competitive town with a distinctive and historic maritime character. This will be achieved through effective and strategic regeneration of its key maritime asset. The town will be renowned as a welcoming place geared to families, youth, and the elderly. The town centre will be a location where people want to visit, live and work in and where businesses are attracted to locate in and grow." (Bangor Masterplan 2011)

Aim 1:
To make Bangor
Town Centre a
premier, high-quality
destination in Northern
Ireland

Aim 2: Bangor Town Centre should reconnect with its waterfront Aim 3:
Bangor Town
Centre should have
a strong unique
identity

### PRIORITIES

(Bangor Masterplan Review 2023)



▲ Fig 1D: Diagram to explain Masterplan and Masterplan Review background to this study. Sources: Bangor Masterplan 2011; Bangor Masterplan Review 2023.



"Much concern has been aired regarding vacancy in Bangor City Centre. This requires a concerted and multifaceted effort to address each building on a caseby-case basis. A number of these sit within the plans for Queen's Parade and Flagship redevelopment."

- Bangor Masterplan Review 2023

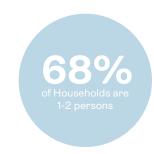
## **City Profile**

Bangor, has a slightly older age profile than the NI average. Two in three households are 1-2 person households. Over two in five people are economically inactive (i.e. not in work or seeking work). Bangor has slightly fewer highly qualified persons. The city centre, Harbour\_1 SOA is defined as a deprived area and one of most deprived in terms of criminal and disorder and living environment (although these are 2017 based figures).

Harbour_1 SOA, Bangor City Centre		
Domain	Rank (890)	as a %
Multiple Deprivation Measure	174	19.6%
Income	173	19.4%
Employment	202	22.7%
Health and Disability	307	34.5%
Education, Skills and Training	324	36.4%
Access to Services	757	85.1%
Living Environment	21	2.4%
Crime & Disorder	6	0.7%
Income Affecting Children	379	42.6%
Income Affecting Older people	58	6.5%

<sup>▲</sup> Fig 1E: Multiple Deprivation Measure Domain Table for Harbour\_1 SOA, Bangor City Centre.





City Profile	Bangor	A&ND	NI
Under 14 Years Old	18%	17%	19%
15-39 Years Old	28%	27%	31%
Over 40 Years Old	54%	56%	49%
1-2 Person Household	68%	66%	61%
Qualification Level 4+	35%	34%	32%
No Qualifications	19%	19%	24%
Economically Inactive	43%	43%	41%
Travel to Work by Car	58%	62%	63%
Travel to Work by Public Transport	4%	3%	4%
Travelling less than 5km to Work	29%	21%	28%
Work from Home	23%	23%	19%

<sup>▲</sup> Fig 1F: City Profile Table. \* 'Bangor' refers to the weighted average of the Bangor Central and Bangor West DEAs



## Strategic Context

## **NI Strategies**



Sub-Regional Economic Plan

▲ Fig 2A: NI Strategies

The new Programme for Government (PfG), sets out nine priorities including growing a sustainable and competitive economy; providing more affordable and accessible housing and safer communities. Town and city centres can help meet these goals through supporting businesses (who can sell locally and globally); transforming unused space into housing and giving people more reasons to come into the town or city and feel safe while they are there.

The Regional Development Strategy (RDS), although preceding the PfG, it stressed NI's economic ambitions and how place making, transport connections and housing can contribute to these ambitions. Future town and city centres will be mixed use, more accessible, more navigable, more experiential and more connected with outlying areas.

NI's new Economic Plan, seeks to provide better jobs, more investment outside of Belfast and give local partners more power in this area. Allied with DfC's Communities Strategy which seeks the common purpose of supporting people, building communities and shaping places, the policies chime with town and city centres being places that more people live, work and visit; with closer community ties.

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Communities

## **Council Strategies**

Ards and North Down Borough Council's strategies are centred around the **Corporate Plan 2024–2028**, which aims to foster a sustainable borough; balancing economic, environmental, and social wellbeing. The plan highlights three priorities: economic growth, environmental resilience through carbon reduction, and social inclusion to enhance community wellbeing.

The Council's Integrated Strategy for Tourism,
Regeneration and Economic Development 2018–
2030 promotes local economic growth, attracting visitors, and improving urban and rural areas.

The Big Plan for Ards and North Down 2017–2032 complements these efforts with five key outcomes, including fostering lifelong potential, improving health and wellbeing, and enhancing economic prosperity. These initiatives underline the Council's commitment to revitalising its city, towns and villages.



▲ Fig 2B: Council Strategies



# Site Assessment

### Methodology

#### Overview

The land uses of all ground floor units within the city centre boundary of Bangor were surveyed as part of this exercise in early 2025. This survey adopted a visual field survey approach, which involved Masters' students in planning from QUB visiting and identifying all ground floor commercial units that were in use and all ground floor units that appeared vacant as well. Those buildings with ground floors identified as noncommercial, such as those used for residential or community purposes were excluded from the survey detail.

#### **Flagship**

The Flagship Centre in Bangor is an outlier in terms of other city centre commercial properties, dominating lower Main Street. Although it has approximately 30 units, a decision was taken to count it as one unit as it is one inseparable entity.

#### **Process**

All vacant commercial buildings were noted and their photographs taken. Where, on inspection, a clear previous commercial use of the ground floor was discernible, this use was added to the vacant buildings glossary. If the previous use was clearly residential or another non-commercial use, these were not recorded

for the purposes of the study. In those cases when the last previous use was not readily identifiable, the historic photographic record from Google Streetview was utilised to determine if the building was previously in commercial usage. In those instances when a building was not open during the fieldwork and the building appeared in good condition, checks on the business were made online by searching websites and social media pages help determine if the business was still operational.

When vacant units were identified, the presence of 'For Sale' and 'To Let' signs was noted to complete additional desk-based research. Similarly, planning histories were investigated for all identified vacant units to understand current or historic proposals for the buildings. The analysis of the vacant units also included a reference to whether they were listed buildings as well.

#### **Examples**

Two examples from the vacant buildings glossary are shown on the pages following the methodology.



#### **Difference from DfC Town Centre Database**

DfC adopts a different method based on mapping rate payers with ArcGIS software. This generates many more properties, which are believed to be mostly upper floor units rated separately to their ground floor unit.

#### **Peer Review**

The field survey work completed by the Masters' students was peer reviewed by Dr Neil Galway of QUB who checked the details of the survey work in the centre of Bangor.



▲ Fig 3A: Flagship Shopping Centre

## Methodology

#### **Building condition**

The condition of all vacant buildings identified, were measured on a three-point scale:

- Good condition properties where all elements, including paintwork, signage, and window frames appear well-maintained.
- Minor Façade Improvements properties showing noticeable wear, needing repairs like repainting window frames, updating signage, or fixing cracked tiles and windows. Moderate intervention is needed.
- Major Works Required properties in considerable disrepair, potentially boarded up or with extensive visible damage including structural damage. Major repairs or renovation are expected.

These ratings were then peer-reviewed for consistency of interpretation purposes when the premises were noted in the vacant buildings glossary.

#### **Upper Floors**

When vacant ground floors were noted during the field work, the surveyors noted the number of storeys of the building and sought to identify if the upper floors were in use. In some instances, evidence of upperfloor occupation was clear through signage associated with different businesses and signs of residential accommodation such as buzzers for flats, curtains, plants in the windows and other signs of occupation. The use of the upper floors was noted in the vacant buildings glossary.

#### **Vacancy terms**

Once vacant ground floor commercial units were identified and added to the vacant buildings glossary, desk-based research was completed to determine the last usage of the building. This research relied upon the use of Google Streetview to determine when the building was last in use. The photographic records for Bangor were detailed with eleven dates photographed from October 2008 to June 2023.

Additional online and social media searches of the business were then used to help estimate when the building became vacant. Based on the findings of this research, the vacant premises were classified as either vacant for more than 10 years or less than 10 years.



▲ Fig 3B: Research Methodology Process

## **Vacant Buildings Glossary**

**▼** Address: 18 High Street, Bangor



Summary Table			
Building Reference Number	#53		
Last former use	Convenience Shop		
Building Condition	Minor Façade Improvements		
For Sale / To Let	No		
Number of storeys	2		
Upper storeys in use	No		
Planning History	None		
Changes in Use (Google Streetview)	Shop since 2008		
Listed	No		

#53
Building Reference
Number

## **Vacant Buildings Glossary**

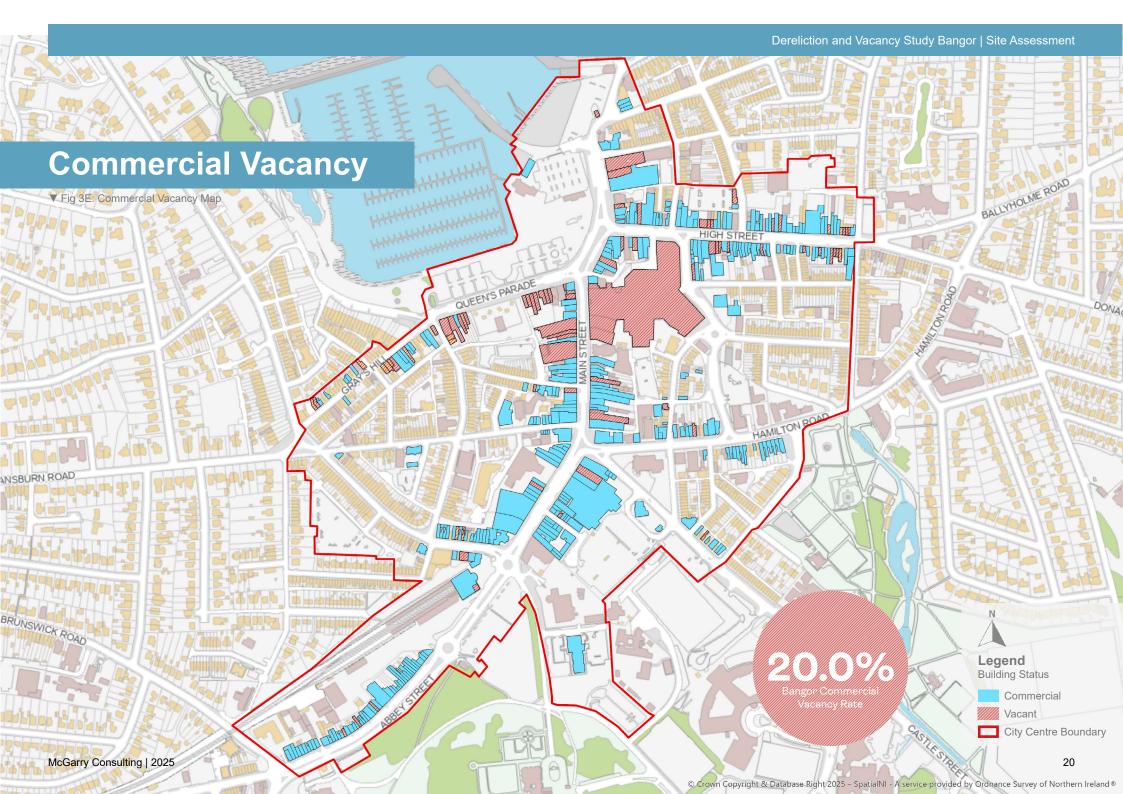
**▼** Address: 33 Gray's Hill, Bangor

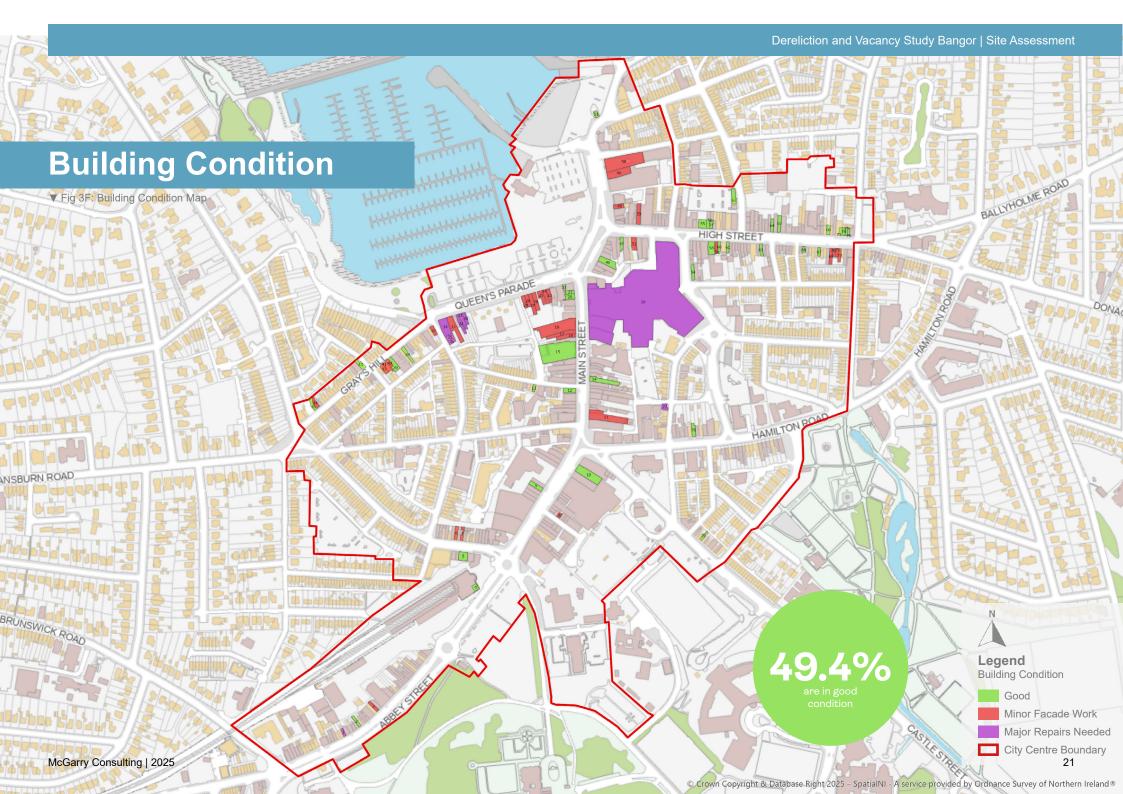


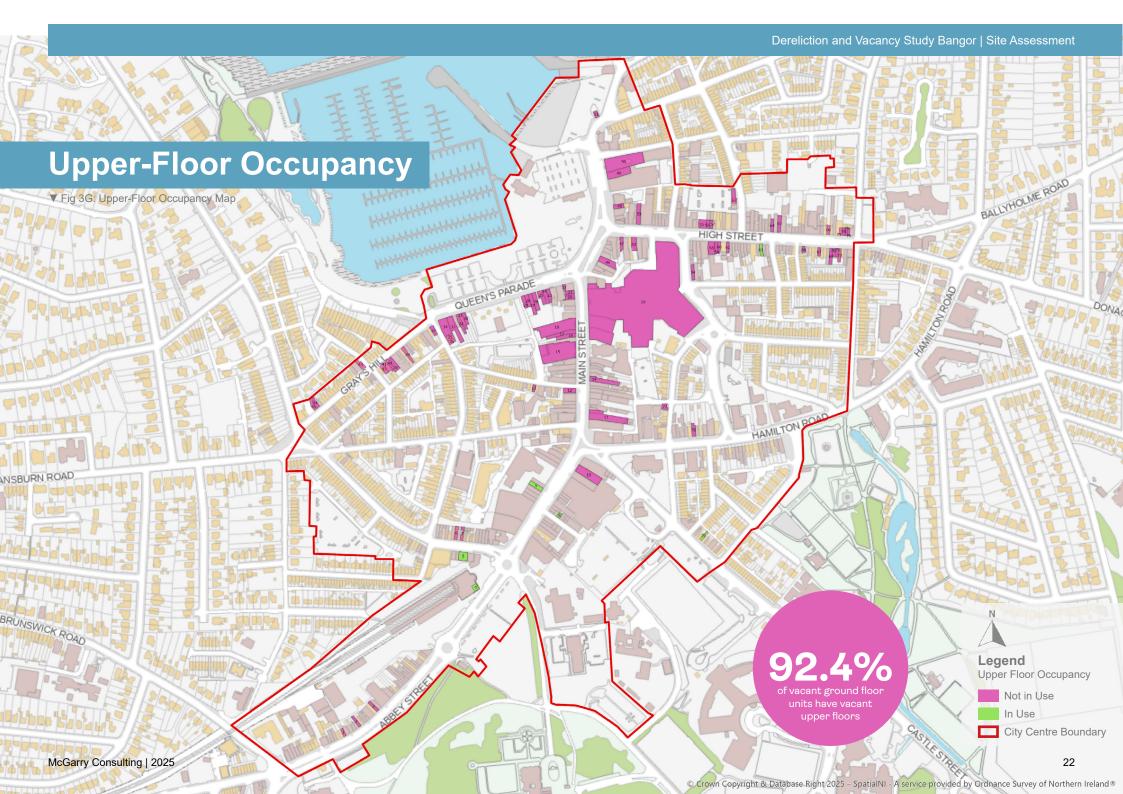
Summary Table			
Building Reference Number	#42		
Last former use	Unknown		
Building Condition	Minor Façade Improvements		
For Sale / To Let	No		
Number of storeys	3		
Upper storeys in use	No		
Planning History	LA06/2021/1495/F		
Changes in Use (Google Streetview)	Vacant since 2008		
Listed	No		

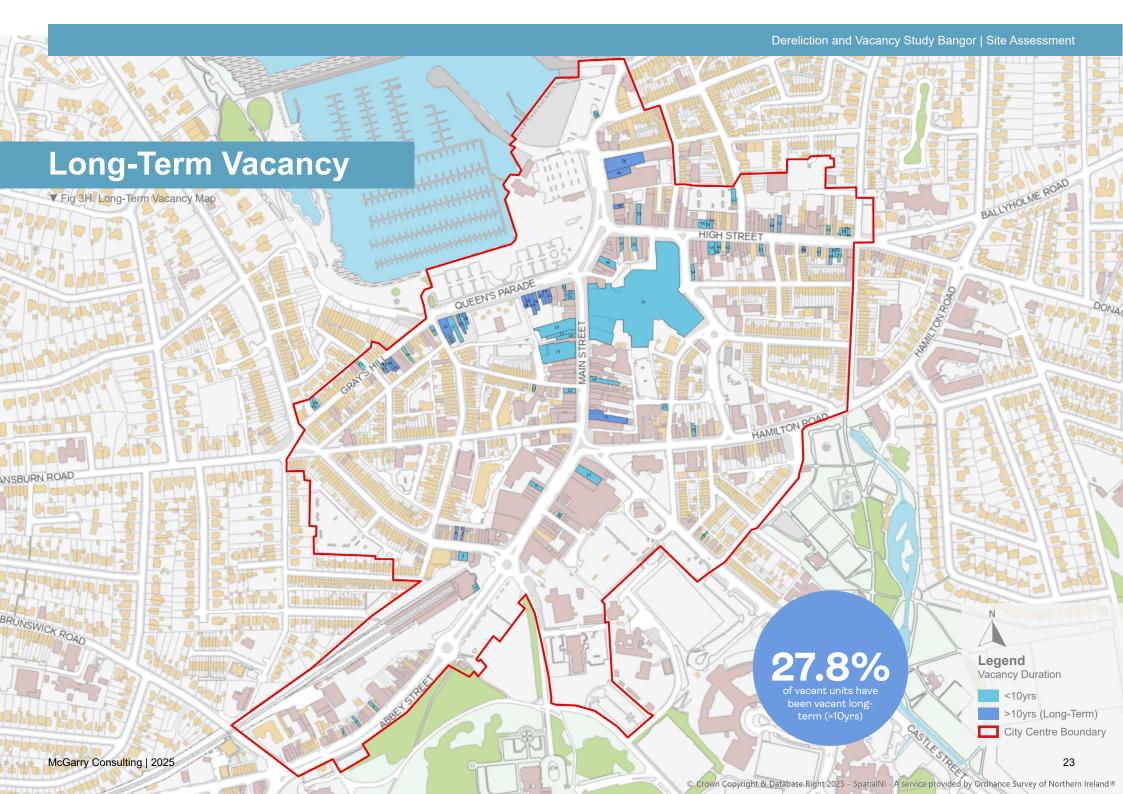








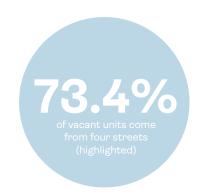




## **Dereliction and Vacancy Analysis**

Street	Total Units	Vacant Units	Vacancy Rate
Southwell Road	2	2	100.0%
Queen's Parade	13	12	92.3%
Holborn Avenue	2	1	50.0%
Gray's Hill	22	9	40.9%
Quay Street	10	3	30.0%
High Street	96	24	25.0%
Seacliff Road	4	1	25.0%
Main Street	70	13	18.6%
King Street	7	1	14.3%
Bingham Street	15	2	13.3%
Bridge Street	8	1	12.5%
<b>Dufferin Avenue</b>	24	3	12.5%
Market Street	12	1	8.3%
Castle Street	13	1	7.7%
Abbey Street	53	4	7.5%
Hamilton Road	28	1	3.6%
Albert Street	2	0	0.0%
Central Avenue	14	0	0.0%
Total	395	79	20.0%

<sup>▲</sup> Fig 3I: Table showing street by street analysis of vacancy, of commercial units.





**395** commercial properties identified within city centre boundary.



**79** of those were considered vacant, equating to a **20.0% vacancy rate**. However, this vacancy is not spread evenly, often appearing clustered.

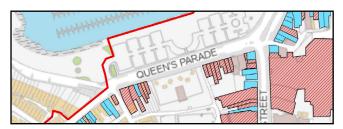


For example, Main Street overall has below average vacancy for Bangor. However, there is a stark contrast between lower and upper Main Street.

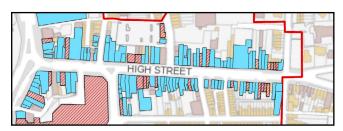


The Flagship was treated as one unit. If it was treated as 30 separate units, the vacancy rate would increase to **25.5%** (108/424).

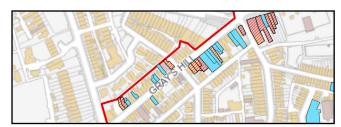
## **Dereliction and Vacancy Analysis**



▲ Fig 3J: Clipped Map of Queen's Parade, using Fig 3E



▲ Fig 3K: Clipped Map of High Street, using Fig 3E



▲ Fig 3L: Clipped Map of Gray's Hill, using Fig 3E



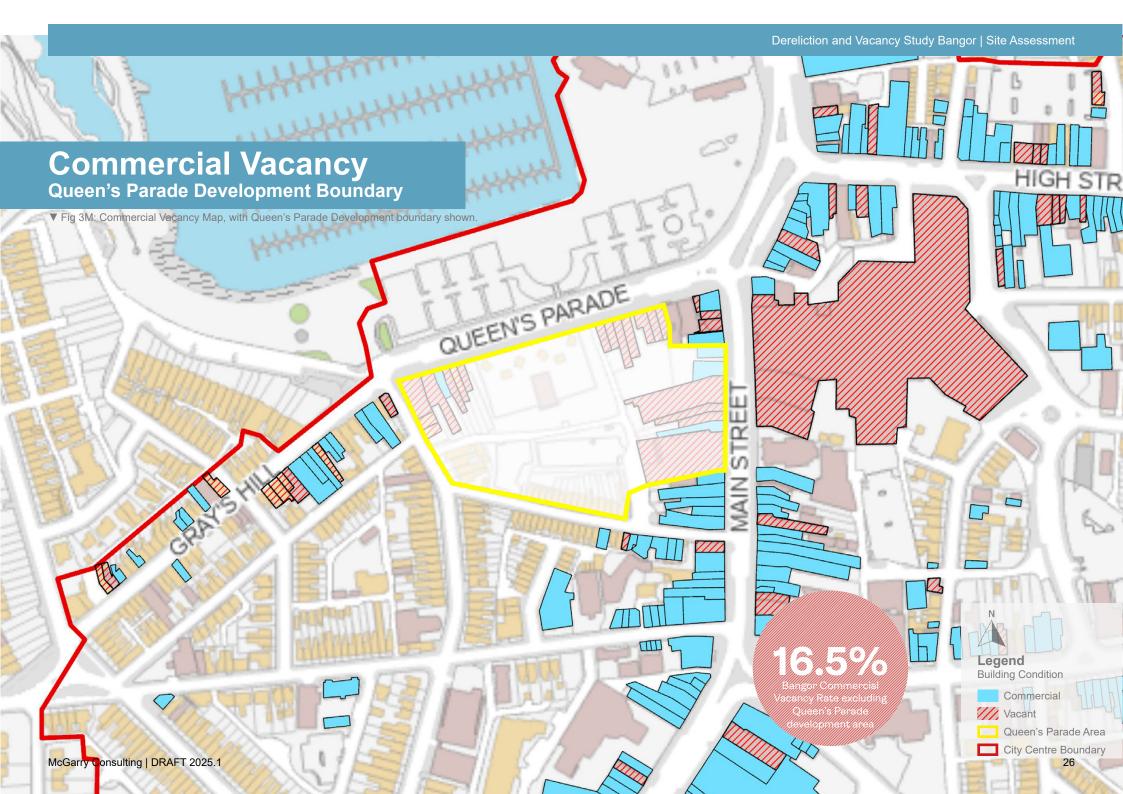




Vacancies are often concentrated in clusters, rather than dispersed evenly across areas. 11 of the 12 vacant properties on Queens Parade are due to be developed as part of the proposed £50m regeneration of the Queens Parade area. If the vacant properties within the Queens Parade development were excluded, the city centre vacancy rate would decrease from 20.0% to 16.5%.

High Street has almost 100 commercial properties, mostly small units. Unsurprisingly, then it also has the most vacant units, 24 (30.3% of all vacant units). There is a cluster of 8-10 units at the upper end of the street.

Gray's Hill has a high vacancy rate of 40.9%. There is cluster of vacant and derelict units at the junction with Primrose Avenue. These units have laid vacant for over a decade but were patched up and given bright facades (see example on pg18) many years ago, which may have reduced public consciousness of them as derelict properties. Gray's Hill also has many residential units, particularly towards the upper end, which have not been included within the scope of this study.







# City Centre Evolution

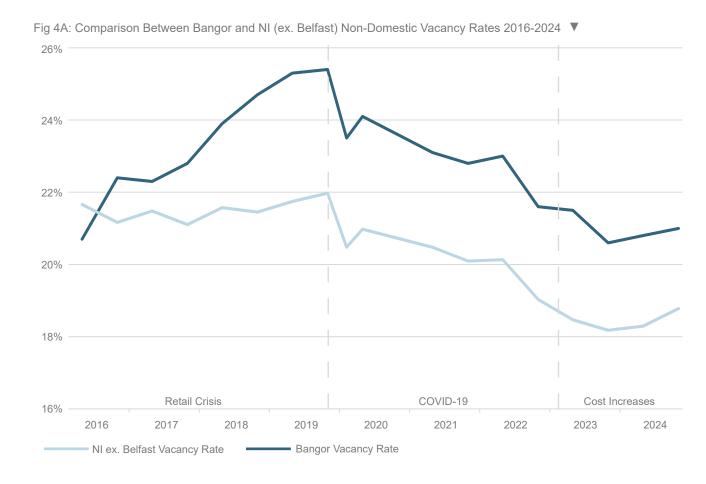
## **Bangor Non-Domestic Vacancy Rate**

Across the 41 towns and cities in NI, the average non-domestic vacancy rate was 22.8% in October 2024. This is skewed by Belfast, an outlier, at 34.3%. Therefore, the average vacancy rate excluding Belfast (the light blue line) has been used as a more comparable baseline for Bangor (dark blue line), as shown in fig. 4A opposite.

Fig 4A shows Bangor has a high non-domestic vacancy rate of 21.0%, which is above the NI (ex. Belfast) vacancy rate of 18.8%. This vacancy rate has trended above the NI figure since 2016, peaking at 25.4% in 2019.

The chart shows Bangor starts out in 2016 below the NI average (ex-Belfast) vacancy rate but opened up a 2-3% deficit gap by 2018. A gap which largely ebbed and flowed with the NI average, remaining to this day.

Although the underlying figures and methodologies differ, the DfC vacancy rate of 21.0% (October 2024) is very close to the 20.0% (February 2025) vacancy rate recorded in this study.



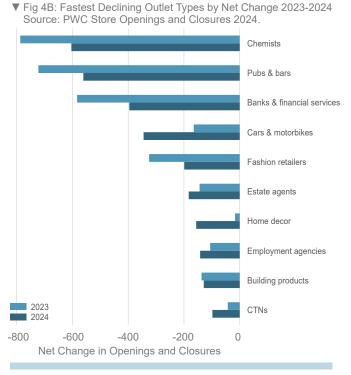
## **National High Street Trends**

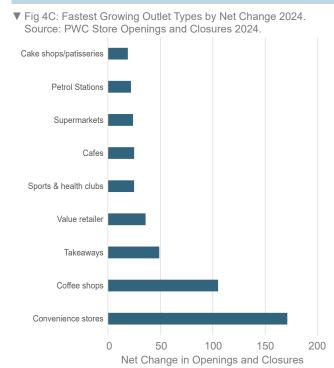
#### **Struggles of Town Centre Retail**

On average, each day in 2024, 25 shops opened and 35 shops closed across the UK. Compared to a decade earlier there are 50% less banks, 30% fewer shops on high streets and 25% fewer outlets in shopping centres. Although the net declines in 2024 are smaller than previous years. Overall footfall is 15-20% lower than pre-pandemic. However, some sectors are growing, in particular supermarket chain convenience stores (net 3 new shops per week), coffee shops (net 2 new per week), and takeaways (net 1 new shop per week).

Retailers face many challenges (e.g. rising costs, staff shortages, online competition, new legislation etc) and opportunities. In February 2025, the British Retail Consortium estimated the recent UK Budget would add £7bn worth of costs to the sector.

In April 2025, the Federation of Small Businesses (FSB) stated that business confidence amongst small businesses was low, with three main concerns being utility costs, labour costs and the tax burden. In addition, the new Employment Bill was to bring 28 new regulations affecting small businesses. With its high number of independent shops, these challenges will impact Bangor.





## **National High Street Trends**



▲ Fig 4D: House of Commons Library Research Briefing paper: Retail Sector in the UK

#### **Struggles of Town Centre Retail**

The UK retail sector has faced ongoing disruption since the 2008 financial crisis, described by the Centre for Retail Research as a "permacrisis." This prolonged instability has been driven by shifts in consumer behaviour, the rise of internet shopping, and wider economic challenges. The COVID-19 pandemic and the cost-of-living crisis have further accelerated these pressures, leading to more shop closures and a stronger move towards online retail.

This House of Commons Library Research Briefing paper outlines the current state of the retail sector. In 2023, the sector contributed £111.8 billion to the UK economy, representing 4.5% of total output. There were 2.7 million retail jobs in 2022 and nearly 325,000 retail businesses in early 2024.

#### **Spending Changes**

In 2024, retail sales in Great Britain reached £517 billion, a 1.4% rise from 2023. Of each pound spent: 39p went on food (up 1%), 11p on clothing (down 0.1%), 9p on fuel (down 0.2%), and 7p on household goods (down 4.7%). These figures show changing consumer priorities and growing pressure on certain sectors.









## **Postive Stories**

## **Courthouse and Seacourt Arts and Heritage Regeneration**



▲ Fig 5A: The Courthouse

#### The Courthouse

Originally conceived in 1866 as a bank, it later served as a courthouse before becoming vacant in 2013. After a seven-year process, local arts charity Open House acquired the building through a Community Asset Transfer (CAT). They transformed it into a vibrant arts venue used for a wide range of music, cultural and arts events. The Court House, previously a key civic staple, is now a key cultural asset that increases footfall in, and redefines, the local area. It is also home to Open House, organisers of the much loved Open House festival each year.

This redevelopment took care to preserve the building's architectural heritage, highlighting how heritage, regeneration, and creativity can reshape public spaces and places within the city centre.



▲ Fig 5B: Seacourt Print Workshop



▲ Fig 5C: Seacourt Print

#### **Seacourt Print Workshop**

In 2025, the Lord Mayor officially opened Seacourt Print Workshop (SPW's) new facilities in a prominent former bank building on Main Street built in 1920, which had lain empty since 2017.

SPW was born in the city centre but had moved to an industrial estate on the outskirts of Bangor. Their journey back to the city centre reflected a desire to be closer to the community, create more space for artists and to help lead the regeneration of Main Street.

SPW initially leased the building and then secured funding, taking on a loan to help finance the purchase and renovation works. SPW engages with thousands of people a year through its various activities, and has created a sustainable model to run a vibrant destination full of colour in the city centre.

## **Local Organisations Community Regeneration**



▲ Fig 5D: Kilcooley's Women's Centre



▲ Fig 5E: Kilcooley's Women's Centre

#### Kilcooley's Women's Centre

Kilcooley Women's Centre (KWC) acquired the signature Market House building on Main Street. The Market House now serves as a home to community groups, Barclays Bank, meeting rooms, hot-desks and serviced offices plus KWC themselves.

Established in 1995 in Kilcooley (Bangor West), KWC now has 40 staff and an office address in Dublin. They support women and families throughout the borough through an array of health, education, employment and personal development courses. KWC have developed a masterplan for the Market House to create more distinctive exhibition spaces and café/coffee space on the ground floor with an improved co-working serviced office hub on the first floor.



▲ Fig 5F: Boom Studios



▲ Fig 5G: Boom Studios

#### **Boom Studios**

Boom Studios, emerged from Project 24, a temporary creative destination that saw freight containers repurposed as shops and artistic studios in Bangor city centre, and offered to the public. This temporary two-year project eventually closed after 10 years. A success in its own right, Project 24 led to artists looking for a more permanent home.

In 2014, two artists, found space on the upper floor of a property on Main Street, which had been unoccupied for the previous seven years. From this space, they gradually attracted more artists and expanded across the top two floors. In 2018, they expanded onto a second location on Main Street with one street-level unit. Today, they support 34 artists, designers, makers and creatives across 27 studios, two workshops and a gallery.

## Local Regeneration Plans Publicly Supported Projects



▲ Fig 5H: Queen's Parade Redevelopment Proposal



▲ Fig 5I: Queen's Parade Redevelopment Artists Impression

#### **Queen's Parade Redevelopment**

The Queen's Parade development in Bangor, is a significant £50 million regeneration project, aiming to revitalise waterfront area, which has been derelict for nearly two decades.

The development plans include a hotel, residential units, office space, units for hospitality, and retail outlets. Additionally, the project includes cinema building, indoor activity space, car park, and the creation of the Marine Gardens public realm and open space.

If successful, this redevelopment will be a catalyst to transform Bangor's city centre, by providing vibrant spaces for both locals and visitors. This may increase the commercial opportunity and cause Bangor's vacancy rate to decline.



▲ Fig 5J: Bangor Waterfront Redevelopment

#### **Bangor Waterfront Redevelopment**

The Bangor Waterfront Redevelopment is an ambitious £73 million project aimed at revitalising a 2.2-mile stretch of Bangor's seafront, from Skippingstone Beach to Ballyholme. Funded in part by a £40 million investment from the Belfast Region City Deal, the project seeks to transform the area into a premier destination for both residents and visitors.

The scheme includes the enhancement of Bangor Marina, upgrades to Pickie Fun Park, and the development of an international watersports facility at Ballyholme Yacht Club. Additionally, the project will feature new greenways, coastal paths, and public spaces designed to reconnect the city with its maritime heritage.

## **Pickie Fun Park Improvements**



▲ Fig 5L: Pickie Fun Park. Source: https://sunnybangor.com/pickie-fun-park-bangor-northern-ireland/

▼ Fig 5K: Pickie Fun Park. Source: Business Opportunity Prospectus, A&NDBC 2023.



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# Regeneration and Case Studies

# Latest Public/Commercial Research

The **Federation of Small Businesses (FSB)** 'The future of the High Street' (2024) report describes how UK high streets are entering a period of major change, as online and physical retailing converge.

The report notes the potential of small and independent businesses to drive vibrant local economies, as they adapt to digital markets and changing consumer habits.

High streets should be seen as unique destinations that attract diverse visitors and their survival depends on distinct identities and varied offerings. Vacant units should be repurposed for pop-ups and new business models. Strategic investment can help high streets evolve and remain central to local economic life.

47%

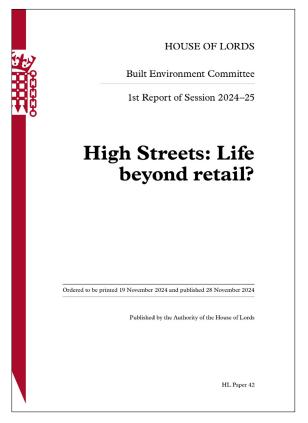
of high street businesses say an increase in crime and anti-social behaviour is the biggest risk to their high street.

57%

of high street small businesses say a diverse range of independent businesses is important for the future of the high street.



▲ Fig 6A: FSB - The future of the High Street, report August 2024



▲ Fig 6B: 'High Streets: Life beyond Retail?' House of Lords report, 2024-2025

# Vacant to Vibrant, Belfast Regeneration Scheme Case Study

## **Project Overview**

The 'Vacant to Vibrant' scheme was launched in July 2022 to reduce the high vacancy rate in city centre, made worse by the Primark fire. The scheme set about transforming unused properties into active spaces. The £1 million pilot capital grant programme offers financial incentives to property owners and potential occupiers, including start-ups, independent retailers, and social enterprises to repurpose vacant properties.



▲ Fig 6C: Project Headline Statistics

#### **Grants**

The scheme provides capital grants at three levels and shown in fig 6D, depending on floor area and the lease length. Funding can be used for external enhancements like shop front improvements, signage, and lighting, as well as internal modifications to make spaces fit for occupation, including access improvements, furniture, and necessary equipment. Successful applicants are required to contribute a minimum of 10% match funding.



As at January 2025, there were 40 projects underway or completed. These projects included diverse businesses such as bakeries, gyms, art galleries, and hairdressing salons. Due to its success, the scheme is being extended citywide with an additional £500,000 in funding from the DfC and the UK Shared Prosperity Fund, aiming to revitalize vacant properties along main arterial routes and across local neighbourhoods.



▲ Fig 6E: Vacant to Vibrant

▼ Fig 6D: Grant Summary Table

	Max. Funding Available	Unit Size	Split
Grant 1	£15,000	<150m2	35-40%
Grant 2	£25,000	>150m2	55-60%
Grant 3	£2,500	N/A (Meanwhile Use)	5%

# Vacant to Vibrant, Belfast Regeneration Scheme Case Study



▲ Fig 6F: Vacant Buildings in Belfast. BBC, 2025: https://www.bbc.co.uk/news/articles/ce9nvvk447do

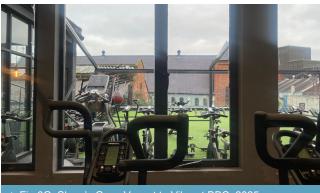


Fig 6G: Sloan's Gym, Vacant to Vibrant BBC, 2025: https://www.bbc.co.uk/news/articles/ce9nvvk447do

#### **Application Process**

Applicants were encouraged to discuss their proposal with a member of council staff at an early stage. This was to help filter out passing interest and support those with a more substantive plan. This saved time for all parties. This resulting application was then scored against a matrix to ensure maximum value for money and regeneration. Scoring was weighted towards ground floor transformations, dereliction clusters in the city centre, and job promotion, among other factors. Higher value grants required a business plan, financial forecast and prove deliverability. Most businesses had identified their preferred unit in advance.



The application process involved:

- Basic Eligibility
- Definition and Deliverability
- · Property proposal
- Project/Property Owner
- Affordability (Business plan and financial forecast)
- · Cost Breakdown
- Declaration
- Fig 6H: Application Process

#### **Management of the Scheme**

Initially the city centre Vacant to Vibrant scheme was slow to take off, with Council staff undertaking extensive preparation and promotion (in person and online). As projects began to take place and people could see physical changes, interest greatly increased. Having property agents helped to identify properties and match them with businesses. There were 2 FTE staff on the city centre project, which expanded to 3.5 FTE staff when the city wide scheme launched.



▲ Fig 6I: Full-time equivalent Staff

# **Return on Investment**

## **Investing in Reducing Vacancy**

Increased vacancy rates along with a higher proportion of rate exemptions (e.g. charity shops selling only donated goods) reduce business rates income for Councils. Therefore, Council's need to invest in reducing vacancy, and increasing ratable premises for their long-term sustainability.

Belfast City Council's Vacant to Vibrant Scheme was projected to generate £4 in rates for every £1 invested by the Council. This highlights the return on investment purely in terms of rates. In addition, 40 properties have been transformed and 110 employment opportunities created. New businesses have started, existing businesses have grown, and the city centre's offer has been broadened.

#### **Example**

As an example of the possible impact. In Bangor, a 1,247 ft² (116m²) café over two-storeys on Bridge Street would have annual rates of £4,300¹ (2024/25 base, after Small Business Rates Relief). Under Belfast City Council's Vacant to Vibrant tier, this could attain up to £15,000 in a grant.

Therefore, in four years post opening, the Council would have received a net return on their investment (4 x £4,300 = £17,200, less £15,000 initial investment is £2,200). This is a simplified equation for demonstration purposes only but shows the potential return solely to the Council over the longer-term. As above, there would likely also be extra jobs, and a more diverse business offer within the city centre.

▼ Fig 6J: Project Return on Investment





# '£4 in rates for every £1 invested'

# **Empty to Occupied & Fit for Future** Regeneration Scheme Case Study

Armagh, Banbridge and Craigavon Borough Council (ABCBC) have initiated two key regeneration programmes—'Empty to Occupied' and 'Fit for Future'—aimed at revitalising vacant properties and stimulating economic growth within the borough.

# Empty to Occupied (ETO) Scheme Launch and Objectives

Initiated in 2021, the ETO scheme aims to address the long-term dereliction of key buildings that were otherwise financially non-viable to redevelop and occupy. The programme provides financial assistance to property owners for major structural works, transforming these vacant properties into attractive, fit-for-purpose commercial spaces.

## Implementation and Impact

By Q1 2025, 14 projects had received Letters of Offer under the ETO scheme, with four successfully completed and occupied. These completed projects involved substantial investments, with two costing approximately £200,000 each and the other two around £370,000 each. The programme supports the delivery of renovation projects across various towns, including Armagh, Tandragee, Banbridge, Lurgan, and Portadown, aiming to reduce commercial vacancy and stimulate economic growth.

	Empty to Occupied	Fit for Future
Max. Grant	£90,000	£20,000
Scope	Major Structural Works	Minor touch-ups
LoOs awarded	14	23
Projects completed	4	0
Total Project costs	£200,000 - £370,000	£21,000+
Match Funding	20%	20%
Year Launched	2021	2023/24
Budget	£1,150,000	£600,000



Fig 6L. ABC Couricii

▲ Fig 6K: Empty to Occupied (ETO) and Fit for Future (FFF) side by side comparision

# Fit for Future (FFF) Scheme

# Launch and Objectives

The FFF scheme was introduced to tackle long-term vacancy of buildings requiring more minor touch-ups and repurposing. It offers grants of up to £20,000 to property owners and prospective tenants to support internal and external frontage renovation projects. The scheme aims to contribute to modernise properties, enhance streetscapes, increase occupancy, and support job creation within the borough.

# Implementation and Impact

By Q1 2025, 23 projects had received Letters of Offer through the FFF scheme, with the third call for applications opening on 13 January 2025. ABCBC anticipates supporting 30 projects under this initiative. The phased grant payment structure ensures accountability and encourages timely project completion, with 45% disbursed once 50% of the works are completed, another 45% upon full completion, and the remaining 10% after the property is occupied.

# Fit for Future & Empty to Occupied Regeneration Scheme Case Study

Key Takeaways				
Communication Protocols	Incorporating a return information protocol in the Letter of Offer, with stipulated response times (e.g., five days for standard communications and ten days for more complex matters), helps maintain project momentum.			
Professional Advisory Support	Engaging a professional advisory team, including architects and quantity surveyors, has proven instrumental in navigating the complexities of property renovations, and providing expert advice.			
Focus Areas	Prioritising ground-floor refurbishments and key activation areas enhances the visibility and impact of the projects. Implementing a scoring system in the application process for these aspects ensures strategic focus.			
Application Volume & Timing	Anticipating less applications due to challenges securing architectural plans or planning permissions, sets realistic expectations. Additionally, building projects, especially larger ones, often take longer than expected, impacting timeframes and spending profiles.			
Project Readiness	Prioritising 'shovel-ready' projects, especially those with existing planning permissions, maximises the immediate impact. Many applicants do not realise they need planning or permissions at the outset. This leads to projects being delayed or derailed. Projects need to be made aware of planning needs and timeframes as early as possible.			
Funding Exclusions	Establishing a clear list of ineligible projects—such as those related to gambling, religious purposes, or political activities—ensures alignment with the council's strategic objectives.			
Grant Allocation	Limiting grants to one per applicant promotes equitable distribution of resources and broader community benefit.			
Planning Liaison	Maintaining close collaboration with planning authorities streamlines the approval process and mitigates potential delays.			
Procurement & Delivery	Procurement requirements need to be proportionate to the proposed project. Too rigid, and small contractors are effectively excluded and formal tender prices become prohibitive leading to some businesses proceeding without the grant.			
Flexibilty	Funds need to be flexible to support projects, whilst retaining objective and paper trail. Where two schemes are launched, there needs to be scope to allow movement between them to match demand.			



▲ Fig 6N: ETO work underway. https://www.northernirelandchamber.com/ member-news/work-officially-underway-forcouncils-empty-to-occupied-programme/

▲ Fig 6M: Key Takeaways from ABCBC schemes

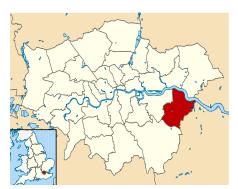
# **Bexley Empty Property Premium Council Tax**

#### **Premium Overview**

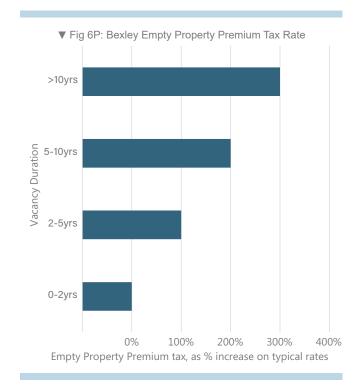
The London Borough of Bexley imposes a Council Tax Empty Property Premium to encourage the reoccupation of long-term unoccupied and unfurnished residential properties. This premium is an additional charge on top of the standard Council Tax and is structured as shown in fig 6P.

## **Objectives**

The Empty Property Premium operates on a sliding scale to penalise long-term vacancy, and lack of redress. For the first two years there is no additional penalty, but this increases in stages to 300% premium. This is used to incentivize investment and improve the local area to meet local needs.



▲ Fig 6O: Map of London Boroughs with Bexley highlighted (red)





▲ Fig 6Q: Bexley Council

#### **Outcomes**

Specific data on the outcomes of this premium in Bexley is not readily available, similar policies implemented elsewhere have demonstrated effectiveness. For example, a UK Parliament briefing paper noted that since the introduction of the empty homes premium in 2013, 239 councils in England adopted the measure, resulting in a reduction of 38,009 long-term empty homes between October 2012 and October 2013. House of Commons Library: https://researchbriefings.files.parliament.uk/documents/SN02857/SN02857.pdf.

#### Relevancy

This short case-study suggests that imposing additional Council Tax charges on long-term empty properties can be an effective strategy in encouraging owners to address vacant properties. This punitive sliding scale is a proactive and proportionate response that deliver more commercial and residential space whilst reducing vacancy and raising funds.

# Vacant and Derelict Land Fund

## **Project Overview**

The Vacant and Derelict Land Fund (VDLF) provides targeted funding to remediate long-term vacant and derelict sites in Glasgow. Managed by Glasgow City Council, the VDLF 2025/26 funding cycle has allocated £1.91 million to support projects that align with Scotland's regeneration priorities.

## **Uses of Funding**

The funding can be used for number of aspects of the development:













▲ Fig 6R: Glasgow City Council

## **Objectives**

The VDLF has several key objectives, which align with the Scottish Government's broader regeneration goals:

- Stimulate economic growth
- · Create jobs
- Promote environmental justice and improved quality of life
- To support communities to flourish and tackle inequalities

## **Eligibility**

To be eligible for funding, proposals must:

- Target Long-Term Vacant Sites: The site must have been listed on the Scottish Vacant and Derelict Land Register for at least 15 years.
- Align with Regeneration Objectives: Projects should meet one or more of the Scottish Government's regeneration objectives
- Reflect Community Needs: Proposals must be shaped by local community needs and aspirations, fitting into a broader place plan.





# **Vibrant Business Destinations, Belfast**

## **Project Overview**

The Vibrant Business Destinations (VBD) pilot project was delivered by BCC between March 2022 and April 2024. The £475,000 initiative was funded by the DfC to support businesses along Belfast's arterial routes post-COVID. The project sought business led improvements through a mix of capital & revenue funding and targeted consultancy support. Ten trader associations participated in the scheme, receiving funding as shown in fig 6T.



▲ Fig 6S: Vibrant Business Destinations

## **Objectives**

The VBD project had several strategic objectives, including:

- Increasing footfall through targeted marketing and promotional activities.
- Enhancing the appearance of local business areas via greening initiatives, improved street furniture, and public art.
- Strengthening local trader associations, particularly where formal structures were underdeveloped.
- Supporting area-based action plans to address specific local challenges and opportunities.
- Encouraging business diversification, ensuring shopping areas served as multifunctional social hubs.

Category	Max. Funding
Env. Enhancements	£30,000
Marketing and Footfall Promotion	£6,000
Events	£4,000
Total	£40,000

▲ Fig 6T: Funding Breakdown



▲ Fig 6U: BCC

#### **Outcomes**

- The pilot's mix of capital & revenue funding led to a variety of approaches (e.g. new murals, planters, markets, lights, marketing etc)
- It helped establish and re-establish traders associations and help them take the lead in their area
- Many of the markets brought large numbers and will be sustained.
- Community pride has increased through new murals, seating, local events & connections
- The programme helped establish or strengthen local trader associations, with some areas formalising governance structures for the first time.

# Waterford

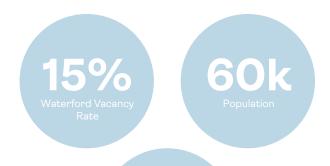
## **Project Overview**

Waterford is a similar sized coastal city to Bangor on the south-east of Ireland. It has a population of 60,000 with 120,000 across the County. Waterford is increasingly marking itself out for tourism, heritage and technology; allied with the popular Waterford Greenway. The City has major plans for the future, Including a €171m infrastructure project, the largest urban regeneration project in Ireland. The North Quays Project will improve connection to and through the city.

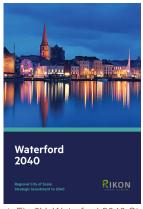
## **Key Takeaways**

- Waterford City benefitted from a new improved integrated transport system. Although the investment was large, there remains important lessons of how public transport methods interconnect and assist revitalisation. Waterford has gained much from its coastal path Greenway, which Bangor may gain similarly from planned Greenway connections.
- Additionally, Waterford benefitted from a variety of government capital investments. Bangor has extensive publicly funded regeneration plans that it should leverage to improve the city centre.

 Waterford has clear plans for 2040, it wants to be the best city to live in Ireland. By focusing on quality of life, place and attracting people and building a distinctive offer. Bangor also has a vision, 'Bangor by the Sea' and growing cultural scene that it should blend with large and small scale investments as part of its own masterplan to regenerate the city centre.







▲ Fig 6V: Waterford 2040 Strategy



▲ Fig 6W: Waterford city centre. Source: https://www.expedia.co.uk/ County-Waterford.dx6056851

# **Regeneration Trends**





## **Growth of Independent Retailers**

The absence of large chains has led to more independent businesses and retailers opening up. By creating more unique shops and experiences, independents can create a more distinctive city centre offer. Supporting these independents through incentives like flexible leases, smaller retail units, and restricting out-of-town developments, ensures their success.

Encouraging more independent businesses helps bring energy, local knowledge, and identities to city centres. They are often resilient, flexible and better able to connect with local communities.





# **Town Centre First Policy**

Current High Street challenges are primarily driven by the crisis affecting large retail chains rather than city centre decline itself. A town centre first policy prioritises the vitality and function of the town/city centre. It seeks to provide multiple reasons for people to come and stay there. This may include more housing provision, more events, more public services and more family friendly opportunities.

Effective implementation requires collaboration among local authorities, businesses, and communities to repurpose vacant spaces. By embracing multifunctionality and avoiding reliance solely on major retailers, city centres become vibrant, sustainable places, reflecting reflecting and responding more to local community and consumer needs





## **Community-led Regeneration**

In the absence of commercial-led regeneration, communities are becoming more willing and able to take on and transform under-used space. Often to deliver more community and creative activities unavailable otherwise. They usually engage more with local communities and attract visitors because of their authentic offer.

Community initiatives, including local stewardship of green spaces, community hubs, and cooperative management of cultural facilities, enhance pride and commitment. Supporting grassroots activities through funding, expertise, and policy flexibility ensures regeneration reflects genuine community aspirations, strengthening urban vitality.



# Proposed Interventions

# **Interventions Overview**

▼ Fig 7A: Interventions Overview



City Centre Business Led Organisation Cultural Plan & Upper Floor Studios Empty to Energised Pilot

# Medium

Creative Characters
Pop-up Shops
Shop Front Revitalisation Scheme
Heritage Buildings
Meanwhile Use

Rates Review
Co-ordinating & Complementing I

Co-ordinating & Complementing Investment
Upper Floors
Flagship

# **Proposed Small-scale Interventions**

## **City Centre Business Led Organisation**

The existing businesses, community and creative organisations within the city centre provide a wealth of knowledge, ideas and awareness of what is happening on the ground. They are the investors, experiential providers and the drivers of footfall. Collectively, they should be formally construed and supported under one umbrella.

This may include admin/consultancy assistance and provision of small capital and revenue budgets (similar to the Vibrant Business Destination pilot in Belfast). Together with Council and Departments they can work together to reduce vacancy and dereliction thereby improving the city centre offering, footfall and appeal.

# **Cultural Plan & Upper Floor Studios**

Open House, the new Late Night Art Bangor along with various courses and open days run by Boom Studios and SPW amongst others highlight the role of festivals, immersive activities and interesting events in transforming people's perception of, and use of, place. They also show that people will travel to Bangor city centre if you give them a reason to come.

The creative organisations should be supported to

come up with a collective plan to develop more studios, more programmes, events and activities that bring people into the city centre and create a critical mass. There should be a specific pilot to develop temporary studio and workspace in underused city centre upper floors.

## **Empty to Energised Pilot**

An Empty to Energised scheme should be piloted in Bangor over a two year period at least. This is to allow for set-up the project and processes, marketing, identification of properties, bringing landlords on board, pre-application and application rounds, selection and support, project delivery, administration and verification.

The project should focus initially on empty small ground floor units – in targeted areas - that can be brought back to life relatively inexpensively. This will help ensure that a modest fund can create maximum value, transformation and leverage, to attract tenants to Bangor city centre. The pilot should be targeted on projects that can be enabled with a financial contribution.

The pilot, if successful, should pave the way for a more expansive scheme.



▲ Fig 7B: Late Night Art (LNA) at Courthouse Bangor. https://latenightartbangor.com/

# **Proposed Medium-scale Interventions (1/2)**



▲ Fig 7C: Project 24. https://www.hallblackdouglas.com/projects/12/project-24-art-pods

#### Pop-up Shops (on an individual or multi-unit basis)

Bangor has benefited from the project 24 intervention, which while significantly outliving its original planned term of 24 months, proved to be a great success at cultivating local artists. Boom studios originated from project 24, among other successful enterprises.

Additionally, Trade Market in Belfast also proved to be a successful temporary installation, enabling the embryonic stages of many now successful businesses. After the closing of Trademarket, Bodega Bagels moved into a previously vacant unit on Royal Avenue, with help of BCC's vacant to vibrant scheme.

## **Shop-Front Revitalisation Scheme**

A revitalisation could complement a potential vacant to vibrant type scheme. This would provide match funding for shop owners to improve their shop fronts, façades and immediate streetscape in order to improve the visual appeal of the city centre.

This scheme could be done on an individual or collective basis (e.g. in co-ordination with the Cultural Plan and/ or City Centre Business Led organisation) and create more distinctive streets or quarters within the city.

#### **Creative Characters**

To connect the city centre and make it more family and visitor friendly, a trail or trails should be piloted. For example an urban fairy trail, Gruffalo trail, Paddington trail or well-known characters from a fairy tale or animation.

These could be spread out through the city and possibly combined with seating, to create photo opportunities. They could be adopted or sponsored by local businesses and play a role in community and creative programmes.

# **Proposed Medium-scale Interventions (2/2)**

## **Heritage Buildings**

Heritage Buildings can offer links to the city's past, but their renewal costs are often outside the scope of a vacant to vibrant style scheme.

The Architectural Heritage Fund (AHF) is currently seeking to extend their village catalyst scheme to larger market towns in NI. Along with National Lottery Heritage Fund (NLHF) schemes, the AHF fund appear the most appropriate first call for heritage regeneration projects.

Meanwhile Use

Some spaces are underused, and some places are stuck in inertia awaiting permissions, funding, development or market fundamentals. These open themselves to temporary or meanwhile usage. Belfast's Vacant to Vibrant scheme first tier of funding was aimed at exploring meanwhile use and could be replicated as part of an extended Empty to Energise scheme. Vault Studios in Belfast, have a track record in taking over time-limited empty buildings and illustrate the potential for short-term community centred affordable artistic studios.

These ideas should be explored more between Council, BID/Business Groups and Local Creatives & Communities after the first round of Empty to Energised which should help clarify interest in meanwhile use and identify potential locations.



▲ Fig 7D: The National School, Bushmills. The Architectural Heritage Fund's (AHF) Village Catalyst partnership programme. https://ahfund.org.uk/news/latest/nine-ni-rural-villages-receive-village-catalyst-support/

# **Proposed Large-scale Interventions**

#### **Rates Review**

In the longer-term, a new approach (either Council or NI specific) to rates is recommended for consideration. Shops and services that create jobs and improving the livelihood of the city should not have to pay more rates than owners of neighbouring vacant units, who can benefit without contributing.

The example of Bexley council, and others in Great Britain and Ireland demonstrate that a sliding scale of punitive rates (either linked to vacancy and/or energy efficiency) can work effectively to open up and invest in unused land. This creates a carrot and stick approach, that encourages open units, while actively discouraging vacant units.

# **Co-ordinating & Complementing Investment**

The proposed Queen's Parade, Bangor Marina, Pickie Park, Bangor Castle and Bangor Council Office projects, when complete, will help transform the city centre. It is important that these developments are coordinated to reduce the impact on existing traders and organisations within the city centre.

As part of the developments, the Council may be able to seek contributions (value in kind, advice, support etc) to help tackle vacancy in the immediate area.

For example, they could contribute to public art, local cultural plan, business or community organisations through goodwill, social value and/or to maximise their investment.

## **Upper Floors**

The site inspection revealed that 92.4% of the upper floors above vacant units were also vacant. There are many vacant upper floors above occupied units in Bangor also. Given the high percentage of 1-2 person households, 66% in Bangor, upper floors could be used for residential accommodation.

Additionally, given the growth of Bangor as a hub for artists, there is potential for some of these units to become artists' studios. The extent of upper-floor underuse should be a dedicate larger scale project, one that may not be unique to Bangor or the Borough.

## **Flagship**

The Flagship requires consideration to improve the city centre. It may be similar to 2 Royal Avenue in Belfast, this is a successful example of a building brought back onto use as a cultural venue. Post Bangor Marina, Queen's Parade and other investments, the flagship may become a prime site with new opportunities.



▲ Fig 7E: 2 Royal Avenue. https://www.mmasarchitects.com/ selected-projects/67/2-royal-avenue-belfast

# **End of Report**