

Antrim and Newtownabbey Local Development Plan 2030

Preferred Options Paper

Summary



This summary booklet has been prepared to provide you with information about our **Preferred Options Paper (POP)** which we have published for public consultation. This is the first key stage of our new Local Development Plan. Your views are important to us and we would encourage you to comment on the options which are summarised in this booklet.

The full wording of all our options, including our preferred option and justification is set out in our POP document which is available on our website, along with a number of other key planning documents www.antrimandnewtownabbey.gov.uk/planning

INTRODUCTION

WHAT IS THE PREFERRED OPTIONS PAPER?

The POP is a public consultation document which is published prior to our new Local Development Plan (LDP). Our LDP will be a very important document in helping to shape our Borough up to the year 2030. It is important that we consider and explore our options relating to the key strategic planning issues that will influence how our Borough will be shaped in the future. It is also important that we seek your views on our options so that together we can positively plan for the needs of our Borough.

The POP contains a vision and objectives for our new LDP. It also sets out a number of options including our preferred options for our towns, villages and rural areas. This includes our settlements, our centres, employment and housing, as well as options for new planning policy. This booklet summarises each planning issue along with our preferred option.

The public consultation on our POP will inform the next stages of our plan, known as the Plan Strategy and Local Policies Plan.



PLAN AREA

The new LDP will apply to the entire Antrim and Newtownabbey Borough Council area which covers 728 km² stretching from the shores of Lough Neagh in the west to the shores of Belfast Lough in the east.

Over 140,000 people live in the Borough with the majority of the population concentrated in the two main urban areas of Metropolitan Newtownabbey and Antrim and the towns of Ballyclare, Crumlin and Randalstown.

The Borough occupies an important strategic position within Northern Ireland with three major transport corridors traversing the area (the M2/A6, the A8 and the A26) as well as the rail lines to Derry/Londonderry and Larne.

We are home to Belfast International Airport, one of Northern Ireland's busiest gateways with over four million people arriving and departing every year.



OUR PROPOSED VISION and OBJECTIVES

Plan Vision

In 2030 Antrim and Newtownabbey Borough will have a reputation as an excellent, attractive and diverse place in which to live and work. It will be a place that all citizens can take pride in and that is appealing to new residents, investors and visitors alike, with improved job opportunities, housing availability and connectivity that meets the needs of our community. Development will be sustainable and of high quality and will address the ongoing challenges of climate change. Our built and natural environment will continue to be high quality and well looked after and will support prosperity and economic development and provide for a wide range of recreational and leisure activities.

Plan Objectives

- ☑ To provide an adequate range and quality of land and premises for business and industry.
- ☑ To protect strategically important business and employment opportunities.
- ☑ To promote the development and regeneration of our town and commercial centres.
- ☑ To promote high quality environmentally sustainable design.
- ☑ To provide a sufficient supply of land for mainstream and affordable housing and ensure a diverse choice of housing.
- ☑ To ensure that necessary new infrastructure accompanies new development.
- ☑ To accommodate necessary community facilities.
- ☑ To encourage better connectivity by transport and digital networks.
- ☑ To protect and enhance the natural and built environment.
- ☑ To protect open spaces of public value and promote green network linkages around our larger settlements.
- ☑ To promote sustainable tourism and economic diversification.
- ☑ To integrate climate change adaptation requirements such as flood prevention and sustainable renewable energy production.
- ☑ To make adequate provision for waste management.





PROPOSED SPATIAL GROWTH STRATEGY

The proposed Spatial Growth Strategy will provide a strategic framework for taking forward the vision and objectives of our LDP until 2030 and is set out below.

Spatial Growth Strategy

- ▶ Focus core growth on the Metropolitan Newtownabbey Area and Major Town/ Main Hub of Antrim building upon existing committed development allocations and strengthen their roles as the primary locations for growth and investment in accordance with the Regional Development Strategy.
- ▶ Consolidate and strengthen the role of the towns of Ballyclare, Crumlin and Randalstown as centres for employment, facilities and services to support the network of surrounding villages and the rural hinterland.
- ▶ Sustain and maintain the role of our villages as local service centres providing opportunity for housing and employment taking account of the benefits of accessibility to our key transport routes.
- ▶ Sustain and maintain our countryside through the accommodation of suitable employment and housing in the rural areas.
- ▶ Promote sustainable development and strengthen the role of our regional gateways such as Belfast International Airport with the development of Strategic Employment Locations on our key transport routes.








The Spatial Growth Strategy will focus on the role of our settlements especially with regards to housing and also our key commercial centres in accommodating future growth and development.

The Growth Strategy will need to take account of the provisions of the Regional Development Strategy (RDS) and the Strategic Planning Policy Statement (SPPS).

The Growth strategy must also take account of any direction provided by and commitments arising from, the existing statutory development plans for the Borough (Antrim Area Plan & BMAP) and emerging evidence as set out in our associated published evidence papers.

The preferred options relating to the strategy cover:

-  Hierarchy of Settlements
-  Hierarchy of Centres
-  Strategic Employment Locations
-  Belfast International Airport
-  Countryside



OUR PREFERRED OPTIONS

HIERARCHY OF SETTLEMENTS

Our new Plan will need to define a settlement hierarchy for the Plan area as the hierarchy will be an important factor in determining decisions about where new growth and development should take place.

Preferred Option—Reclassify our Existing Settlements within 6 tiers

Our preferred option identifies 6 tiers based upon the role and size of our settlements. Metropolitan Newtownabbey will sit at Tier 1 & is defined as the Metropolitan Urban Area (largest settlement). Antrim will sit at Tier 2 and is defined as a Major Town/Main Hub. Ballyclare is proposed as a Large Town at Tier 3 with Crumlin and Randalstown classified as Towns at Tier 4. Tiers 5 and 6 are the villages and hamlets, with Dunadry reclassified as a village and Ballyeaston as a hamlet due to their respective size and role.



POTENTIAL FOR NEW VILLAGES

In addition to those settlements already identified as villages and the proposed reclassification of Dunadry, we are also proposing to designate Mallusk as a new village.

Preferred Option—Reclassify Mallusk as a Village

Our preferred option considers that the core residential area of Mallusk to the west of Hyde Park Road is for the greater part separated from the other nearby suburban residential neighbourhoods by the large industrial and commercial area at this location and that it displays the characteristics of a self-contained village community. Therefore, as a consequence it is considered reasonable for this part of Mallusk to be designated as a village. It is acknowledged that part of any future village limit will sit contiguous with the settlement limit of the larger Metropolitan Newtownabbey area.



POTENTIAL FOR NEW HAMLETS

Our initial evidence and consultation suggests that there are several places in our Borough not currently designated as settlements in the existing development plans that would possibly merit designation as hamlets in our new LDP.

Preferred Option—Use criteria for new hamlets based on the rationale used by the Planning Appeals Commission (PAC)

The rationale used by the PAC at the Public Examination process into BMAP is the most up to date interpretation of what may constitute a hamlet i.e. "it would appear that in order to constitute a settlement there should be a concentration of buildings displaying an obvious sense of cohesion and place and offering one or more community facilities." Potential areas considered are shown below.





HIERARCHY OF CENTRES

Another key factor influencing our Spatial Growth Strategy is the hierarchy of centres. In planning terms our 'centres' are those shopping and local commercial areas which play an important socio-economic role within our Borough. The Hierarchy is important as this will inform decisions about where new commercial growth and development should take place. The starting point is to define the role and function of our centres. We propose the following classifications in our new hierarchy which are set out below.

Tier	Classification	Role
1	Large Town / District Centre	Provides (or has the potential to provide) a range of shops, businesses and community facilities to a significant hinterland which includes smaller neighbouring towns or many suburbs.
2	Town / District Centre	Provides (or has the potential to provide) a range of shops, businesses and community facilities to a hinterland which includes neighbouring villages or a few surrounding suburbs.
3	Local Centre / Village Centre	Provides (or has the potential to provide) a range of shops, businesses and community facilities to a village and surrounding hamlets or to a surrounding suburban community.
4	Neighbourhood Centre	Provides (or has the potential to provide) a range of shops and services to a surrounding community.



PROPOSED HIERARCHY OF CENTRES

The next step is to see how our centres sit within the proposed new tiered classification of centres.

Preferred Option - Retain and reclassify our current centres based upon our new classifications with Glengormley and Northcott as separate centres.

This option set classifies our centres on the basis of 4 tiers. In terms of Town/District Centres, it maintains Glengormley and Northcott as two separate centres as it is recognised that both these centres have somewhat different functions in terms of the services they provide. This option also allows for the identification of new Local Centres and Village Centres as well as retaining our existing Neighbourhood Centres.

Tier	Classification	Location
1	Large Town Centre/ Large District Centre	Antrim Town Centre Abbey Centre
2	Town Centre/ District Centre	Ballyclare Town Centre Crumlin Town Centre Randalstown Town Centre Northcott District Centre Glengormley District Centre
3	Local Centre/ Village Centre	To be considered by new plan
4	Neighbourhood Centre	Greystone Antrim Parkhall Antrim Ballycraig Antrim



POTENTIAL FOR NEW CENTRES

Following our classification of existing centres, our new LDP will provide the opportunity for new centres to be identified where appropriate.

NEW DISTRICT CENTRE

Preferred Option—Consider the designation of Mossley West as a District Centre

The area is well located in relation to the strategic road and rail network and is in close proximity to the cultural, civic and leisure facilities at Mossley Mill and Ballyearl. Mossley West also lies in close proximity to Global Point which comprises a large area of land owned by Invest NI to promote major investment. The north-east corner of this Invest NI site lies close to Mossley West rail station and may be suitable for high density development containing a concentration of office based jobs and a range of support services including retail and leisure facilities.



NEW LOCAL CENTRES

Preferred Option— Designation of a local centre at Mallusk

In view of the scale and range of shopping available at this location, it is proposed that the commercial part of Mallusk centred on the existing cluster of services including shops and eateries should be designated as a Local Centre to accommodate ongoing development at this location.



NEW VILLAGE CENTRES

Our initial evidence suggests that there are several places in our Borough not currently designated as centres in the existing development plans that may benefit from designation. This would entail consideration of the villages identified in our local settlement hierarchy to assess if a readily

identifiable centre exists that would benefit from local planning policy to protect its commercial function and the current mix of uses as well as considering the need for potential expansion. There are currently no defined centres identified within our villages and our POP seeks views on this issue.



Ballycraigy, however, no neighbourhood centres were identified in BMAP for Metropolitan Newtownabbey. Our Preferred Option in relation to Neighbourhood Centres is as follows:

By retaining and identifying Neighbourhood Centres in our new plan, these facilities are likely to be protected from other forms of development, thereby retaining and enhancing such local facilities. This will also help sustain local communities. Potential neighbourhood





STRATEGIC EMPLOYMENT LOCATIONS

It is expected that our centres will continue to play an important role in accommodating employment generating development. However, not all employment generating development is suitable within our existing commercial centres. Based on our Plan Objectives it will be essential that existing strategic employment and industrial sites are afforded adequate protection from competing land uses and that, where necessary, new Strategic Employment Locations (SELs) are

identified.

It is considered that SELs would generally be 10 hectares or greater in size and should be situated in or near to our largest settlements and in favourable position in relation to key transport infrastructure.

Our preferred option relating to SELs is set out below.

Preferred Option - Identify existing employment sites over 10 hectares in the Borough's largest settlements (Metropolitan Newtownabbey, Antrim and Ballyclare) as SELs; and

To consider designation of new SELs in Antrim, Ballyclare, Crumlin and Randalstown with the specific sites to be brought forward in Local Policies Plan.

This approach meets the requirements of the RDS (Regional Development Strategy) in terms of securing employment land in our most key accessible locations and would allow the Council to provide and maintain appropriate protection to those larger strategically located employment sites in the Borough and consider the need for additional sites to promote job creation and employment prospects throughout the key settlements of the Borough.



Current sites in Newtownabbey that fulfil the criteria for identification as SELs include:

- Global Point
- Mallusk
- Antrim Road
- Church Road
- Monsktown (Doagh Road/ Cloughfern Avenue)

Current sites in Antrim include:

- Kilbegs Road
- Rathenraw

- Newpark
- Steeple
- Enkalon
- Antrim Technology Park.

Current sites in Ballyclare include:

- Avondale Drive
- Hillhead Road.

There are currently no areas of employment land greater than 10 hectares in either Crumlin or Randalstown. Current sites that fulfil the criteria and our proposed SELs are shown below.





BELFAST INTERNATIONAL AIRPORT

BIA welcomed 4.4 million passengers in 2015-2016 and handled over 40,000 tonnes of cargo in 2013. It plays a significant role in the economy of our Borough and accommodates a large number of jobs. The Antrim Area Plan recognised this fact by identifying land to accommodate the development of a number of airport related uses and setting out planning policy for the airport.



As a strategically important transport interchange Belfast International Airport will remain an important driver for economic development, freight distribution activities and generating additional employment over the Plan period. The SPPS states that LDPs should zone land for known requirements for future expansion of airports where appropriate and that development proposals adjacent to such facilities, which would seriously jeopardise their future expansion, should not be permitted.

Preferred Option -To facilitate growth through planning policy; and to consider the airport as a Strategic Employment Location.

Our preferred option would allow the growth of the airport to be facilitated at an early stage of the new Plan preparation process and would also allow for its strategic significance to be protected within our new Plan. A planning policy would be developed at our Plan Strategy stage to facilitate its growth. The airport and its environs would also be identified as a SEL with the boundary of the SEL to be identified in the Local Policies Plan, including any key site and infrastructure requirements.



COUNTRYSIDE

Beyond the settlements identified in our local settlement hierarchy and other strategic locations that may be identified in the LDP, the remaining land in the Borough, comprising all areas outside designated settlements or the airport, will be part of the countryside.

One strategic issue that has arisen, based on feedback from initial consultation events, has been the need to address the future potential of the former Nutts Corner airfield site that is currently located within the countryside.

The Nutts Corner site benefits from excellent access to key transport links being situated almost midway between the M1 and M2 Motorways.

Whilst the Antrim Area Plan restricts development at this location, it is clear that its position on a key transport corridor has been attractive to developers and some large scale commercial development has taken place here in recent years, mainly in the form of large warehouses and a major distribution centre.

Preparation of the new LDP provides the opportunity to review how the potential for future employment growth at this strategic location could be taken forward.

Preferred Option - Consider a Rural Strategic Employment Location at Nutts Corner

Our Preferred Option would encourage suitable employment opportunities at this key location. This would allow a co-ordinated approach to development of the site, seek to ensure new development does not despoil the local countryside and allow the Plan to consider what range of uses would be appropriate and whether there are any key site requirements that would be required in association with such a designation.



HOUSING ALLOCATION and DISTRIBUTION

Planning for future housing growth across the Borough is one of the core functions of the LDP and is a two stage process.

STAGE ONE - DETERMINING THE AMOUNT OF HOUSING GROWTH.

The total housing growth provided for in the Plan should comprise the anticipated number of dwellings that may be needed for a growing population during the 15 year period of the Plan plus the maintenance of a 5 year housing land supply in settlements at the Plan end date.

The revised Housing Growth Indicator (HGI) for the 13 year period from 2012 to 2025 forms an important part of the guidance defined by the Department for Infrastructure in the RDS. The HGI for Antrim and Newtownabbey is 7,200 dwellings which equates to an

annual average build rate of 554 dwellings per annum.

An analysis of past house completions derived from NISRA housing stock statistics indicates that there is a high degree of variability in the number of dwellings built in each year across the Borough; however these can be averaged across a range of timescales. The average number of dwellings completed in the 20 year period from 1995-2015 was 655 dwellings per annum.

Our preferred option relating to the amount of housing growth required for the Borough is set out below.

Preferred Option - 13,000 Dwellings (average of 650 per annum)

This is based on an assumed annual average build rate of 650 dwellings, which is derived from an average of the HGI growth rate of 554 dwellings per annum and a pre-crash build rate of 748 dwellings per annum. This would provide for growth of 9,750 dwellings during the Plan period and a 5 year housing land supply of 3,250 dwellings at the end of that period.



STAGE TWO – HOUSING GROWTH ALLOCATION

A core element of the Plan is the allocation of housing growth to individual places in the Borough. This is shaped significantly by the hierarchy of settlements described in the overall Spatial Growth Strategy, existing housing growth commitment and the regional policy context.

Preferred Option— Grow Local Towns and Selected Villages

Our preferred option is predicated upon maintaining the high levels of growth already planned for Metropolitan Newtownabbey and the Major Town/ Main Hub of Antrim, alongside focused higher growth in local towns and in three growth villages. It is considered that the villages of Ballynure, Templepatrick and Toome are able to accommodate a higher rate of growth than other villages as they connect to the key transport corridors as defined in the RDS. This option envisages only moderate or low growth in each of the remaining villages reflecting their existing size and which can be accommodated by existing land supply. This growth allocation option may eventually lead to new land being identified for housing in the Local Policies Plan for Crumlin, Randalstown, Ballynure, Parkgate, Straid and Templepatrick.



IMPLICATIONS OF EXISTING HOUSING COMMITMENTS

In considering the allocation of new housing growth it should be noted that there remains over 380 hectares of committed housing land that has still to be developed that would deliver an estimated 9,194 units (see table below). A number of these zoned housing sites already benefit from the grant of planning permission and indeed some are partially constructed.

Several other sites, including some of the larger zonings are currently the subject of live planning applications. To provide certainty going forward for the development industry it is considered that the existing zoned housing sites identified in BMAP and the AAP should be carried forward into the new LDP.

Location	Zoned through the extant plan (hectares)	Area Remaining on zoned land (hectares)	Remaining potential on zoned land (units)	% of zoned land remaining
Metropolitan Newtownabbey	270.4	124.22	3,169	46.2
Antrim Town	177	77.18	2,164	43.6
Ballyclare	183	149.17	3,082	81.5
Crumlin	45	6.24	168	13.8
Randalstown	45	10.65	269	23.6
BMAP Villages	44.22	14.41	342	32.5
Total	763.42	381.87	9,194	50

A unique housing commitment currently exists in BMAP in relation to two housing zonings on the lower slopes of Carnmoney Hill. This development was however, conditional upon a land swap of adjacent agricultural land to the legacy Newtownabbey Borough Council. For the new LDP our Preferred Option is as follows.

Retain the current BMAP housing zonings conditional on the previously agreed transfer of a significant area of remaining open land at Carnmoney Hill to Council ownership.

This option would offer the long-term potential for the Council to develop a large country park, extending from O'Neill Road along Glebe Road to Ballyduff Road and the existing Millennium Park at Knockenagh Avenue.





PLANNING POLICY

The new LDP will contain new planning policy and once adopted, the new planning policy will be used to determine planning applications within our Borough, along with any other relevant material considerations.

Current operational planning policy is set out in a range of documents including the current development plans, the SPPS, the suite of Central Government Planning Policy Statements (PPSs) and the Planning Strategy for Rural Northern Ireland (PSRNI). All these documents will need to be considered when formulating new planning policy for the Borough.

Once the new Plan Strategy is adopted and published, the current existing Planning Policy Statements (PPSs) that are used to determine planning applications will no longer apply within our Borough and the new planning policy will apply instead. The SPPS sets out transitional arrangements to explain this.

Our preferred option in relation to Planning Policy is as follows:

Preferred Option—Review existing operational policies with a view to develop succinct up to date tailored policies to meet the needs of the Borough.

This option would include a review of the existing operational policies, taking forward those policies that are considered to be working effectively. The preferred option would also allow the development of more up to date and succinct planning policy tailored to the needs of our Borough, taking account of the SPPS and any other guidance. It would also ensure that our new policy is robust and has been subject to any necessary assessments.



DEVELOPING NEW POLICY

We have taken two key steps at the Preferred Options stage in relation to developing new policy. The first is to develop a number of overarching primary principles as shown below.

These will set the context in which we will develop our new planning policy and will apply to all development proposals once our Plan Strategy is published.

STAGE ONE - OVERARCHING PRIMARY PRINCIPLES

OPP 1
**Sustainable
Economic Growth**

The LDP will identify land and shape planning policy to support the Borough whilst taking account of sustainability and the direction of the RDS. Development proposals that contribute to sustainable economic growth and support our Growth Strategy will be supported subject to meeting relevant key site requirements and/or planning policy.

OPP 2
Climate Change

The need to reduce emissions of greenhouse gases that contribute to climate change and improving air quality will be a key primary principle in shaping our new Local Development Plan. Development proposals that can demonstrate a reduction in greenhouse emissions will be supported subject to meeting relevant key site requirements and/or planning policy.

OPP 3
Quality of Life

To ensure that the wellbeing of our society and the needs of our most vulnerable are at the forefront of our plan making process, proposals for residential and commercial developments should demonstrate accessibility for all and be designed to factor out crime and antisocial behaviour. They should also be well connected in terms of walkability and designed to encourage social interaction and healthier lifestyles.



OPP 4
Quality of Place

To ensure our settlements and countryside benefit from high quality developments that reinforce distinctive and vibrant places and conserve our built and natural heritage. Development proposals will be required to demonstrate a design led approach.

OPP 5
Environment

To ensure that we maintain and enhance the character and appearance of the countryside and natural environment, including areas of important landscape and biodiversity value. Proposals that demonstrate no detrimental impact on these areas will be supported where they meet key site requirements/planning policy.

OPP 6
**Energy and
Resources**

To support the transition to a low carbon society, proposals will be encouraged to demonstrate the efficient use of natural resources such as energy in their design.

OPP 7
**Community
Benefits**

Developers will be expected to meet the costs of infrastructure and other works required to facilitate and sustain their development proposals and in appropriate cases community benefits will also be sought, in particular where these contribute to the implementation of Council led community initiatives or schemes.



STAGE TWO - PRELIMINARY POLICY REVIEW

The second is to carry out a preliminary review of the current operational policy retained by Central Government.

We have concluded that the broad thrust and direction of the majority of current operational planning policy set out below under the following headings are to be generally acceptable. Further detail is contained within our published POP.

Facilitating Economic Development

- 📍 Economic Development
- 📍 Environmental Resources
- 📍 Retail and Commercial Development

Meeting the Needs of Society

- 📍 Residential Development
- 📍 Transport and Accessibility
- 📍 Open Space and Recreation
- 📍 Community Development and Facilities
- 📍 Telecommunications and Public Utilities

Shaping our Environment

- 📍 Natural Environment
- 📍 Built Environment
- 📍 Environmental Protection
- 📍 Design



HAVE YOUR SAY

RESPONDING TO THE POP

You are invited to submit your comments on the POP and associated documents on line at:

www.antrimandnewtownabbey.gov.uk/Council/Planning/Local-Development-Plan

The period of consultation is 12 weeks beginning on 18 January 2017 and closing at 4:30pm on 12 April 2017. Alternatively if you wish to make a response in writing please contact the Forward Plan Team at the address below and we will issue you with a hard copy questionnaire for your response.

HOW TO CONTACT US

By e-mail to: planning@antrimandnewtownabbey.gov.uk

By post to: Planning Section, Antrim and Newtownabbey Borough Council, Mossley Mill, Newtownabbey BT36 5QA.

By phone: 0300 123 6677

Text phone: 18001 0289034 0000

We are holding a series of drop in meetings where you will be able to speak to a planner about the POP consultation. Full details are available on our website or by contacting the Forward Plan Team.

KEEPING THE COMMUNITY INVOLVED

The Council wishes to encourage the ongoing involvement of the local community in the planning process, in particular with the formulation of the new LDP. Any individual or organisation wishing to be included in this process is invited to complete the Community Involvement Form overleaf. This form is also available on the Council website or from Mossley Mill or Antrim Civic Centre. The completed form should be sent to the Planning Section.

PLANNING EVENTS

Only the submitted comments regarding the Councils Preferred Options Paper and associated documents may be published by the Council and no personal details will be disclosed unless your permission is given. The Council will comply with the principles of the Data Protection Act 1998.

Community Involvement Form

To have your say on the future development of the Borough and for latest news please visit our website www.antrimandnewtownabbey.gov.uk.

To keep informed about the progress of our new Local Development Plan please complete this form and either email a copy to planning@antrimandnewtownabbey.gov.uk, or post to Planning Section, Antrim and Newtownabbey Borough Council, Mossley Mill, Newtownabbey, BT36 5QA.

By submitting this form you are consenting to the processing of your data – including sensitive personal data – by Antrim and Newtownabbey Borough Council for these purposes.

Full Name: _____

Organisation: _____

Address: _____

_____ Postcode: _____

E-mail: _____

Please select your preferred method of contact:

Email

☐

Post

☐

If you require assistance in the completion of this form, telephone 0300 123 6677 or by text phone 18001 028 9034 0000 for advice.

To have your say on the future development of the Borough and for latest news please visit our website www.antrimandnewtownabbey.gov.uk.

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Should you or someone you know require a copy of this document in an alternative format please contact Ecomms@antrimandnewtownabbey.gov.uk or the contact details below.

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