

DPS-S-005

# Local Development Plan | 2030

## Draft Plan Strategy

Topic Paper 1: Housing Growth

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## Table of Contents

Executive Summary .....	4
1 Introduction.....	6
2 Approach to Housing Growth in the Draft Plan Strategy .....	7
3 Publication of a Revised Housing Growth Indicator .....	9
4 Housing Growth Review by Nexus Planning.....	11
5 Housing Baseline.....	12
6 Council Position .....	16
Annex 1: Extract from Dfl response to Preferred Options Paper .....	17
Annex 2: Item 12.5 Enclosure, Meeting of Full Council, Mar 2019 ..	21
Annex 3a: Dfl Letter to Heads of Planning, Sept 2019 .....	26
Annex 3b: Housing Growth Indicators, 2016-based, Sept 2019 .....	29
Annex 4: Housing Growth Review, Nexus Planning, Apr 2020.....	50
Annex 5: Estimated Housing Supply 2015 to 2030 .....	62
Annex 6: Status of Land Zoned in Legacy Area Plans.....	63

## Executive Summary

- The Council published its Draft Plan Strategy (DPS) in June 2019 for public consultation. The DPS set out a housing growth figure of 9,750 new homes across the Borough over the plan period 2015 to 2030. As part of the evidence base, the Council took into account the then most up to date, 2012-based Housing Growth Indicator (HGI) figures as published by the Department for Infrastructure (DfI) in 2016.
- 122 representations were received to the public consultation on the DPS and 26 submissions were submitted during the counter-representation period. These included a response from DfI which stated that the Council would need to take into account forthcoming revised 2016-based HGI figures.
- This Topic Paper is part of the submission of documents to the DfI to cause an Independent Examination into the DPS. It has been prepared following the public consultation phase of the Council's DPS and should be read alongside the Draft Plan Strategy Public Consultation Report which sets out a summary of the main issues raised during this period.
- This Topic Paper gives the Council's position on the Revised Housing Growth Indicators 2016-2030 (Published September 2019 by DfI), as well as an update on housing baseline information including build rates, housing supply and the status of zoned land.
- The housing growth figure identified in the DPS was calculated using a methodology which took into account the 2012-based Housing Growth Indicator (HGI), which estimated that 7,200 dwellings were required in the Borough in the period 2012 to 2025.
- The 2016-based HGI was published on 25 September 2019, indicating that for the plan period, the new dwelling requirement for the Borough is 4,200 dwellings. It had not been made available in advance to the Council.
- Given the substantial reduction in the HGI and the consultation response from DfI in relation to the DPS, the Council commissioned Nexus Planning to review its approach to housing growth as published in the DPS and consider and assess the robustness of the evidence base used. The Nexus Planning, Antrim and Newtownabbey Housing Growth Review, appended as an annex to this Paper, highlights a number of areas of concern regarding the new HGIs and considers that the 2016-based HGI is too low. In view of this, the Nexus report concludes that the housing growth figure of 9,750 within the DPS remains the most appropriate and justified housing growth figure for Antrim and Newtownabbey over the period 2015 to 2030.
- This Topic Paper also provides an update on housing baseline data. Since the publication of the DPS and its supporting documents, an updated housing baseline in the form of the Council's Annual Housing Monitors for 2019 and 2020, indicate that the housing completion rate is continuing to rise; is close to that required to fulfil the housing growth figure identified in the DPS; and is twice that required to fulfil the 2016-based Housing Growth



Indicator. The Council acknowledges that there will be a need to monitor the situation in light of the potential long-term impacts of Covid-19.

- Whilst the Homes section of the DPS primarily relates to the overall housing growth figure, as well as its allocation to the various settlements and the rural area across the Borough, Evidence Paper 6: Housing which was published in support of the DPS, also provided an estimation of the potential level of housing supply that could be anticipated within the existing settlements. This was to give an early indication, as stated in the DPS, that there is an ample supply of housing in the Borough and that it is anticipated that the majority of housing will be delivered through existing commitments at the Local Policies Plan Stage. The Council considers it opportune to update this information to reflect the results of the 2020 Housing Monitor and on this basis estimates that housing supply within the Borough for 2015 to 2030 equates to some 17,469 units.
- As a consequence of the level of housing supply across the Borough it is considered that there will only be a minimal requirement for zoning of additional land in the Local Policies Plan, unless location specific needs dictate otherwise.
- The Council has also taken the opportunity to update information in relation to the level of commitment on zoned housing land, as identified in the legacy development plans for the Borough. This demonstrates that the vast majority of zoned housing sites are either built upon, or committed in terms of site commencements or live planning approvals, whilst the vast majority of uncommitted zoned housing sites are located well within the urban fabric of settlements.
- Given the conclusions of the Nexus Planning Housing Growth Review and the updated housing baseline presented, the Council position remains that the housing growth figure of 9,750 units as indicated in the DPS, is a reasonable, realistic and appropriate response to housing growth to 2030 within the Borough and that no change is required to the DPS in relation to this matter.

# 1 Introduction

- 1.1 The Council published the first stage of its new Local Development Plan, the Draft Plan Strategy (DPS) on 28 June 2019 and undertook public consultation over an 8-week period between 26 July - 20 September 2019, with a further 8-week consultation period provided for counter representations to be submitted between 11 October - 6 December 2019.
- 1.2 The DPS set out a housing growth figure of 9,750 new homes across the Borough over the plan period 2015 to 2030. The DPS was published alongside a number of evidence papers and assessments, including Evidence Paper 6: Housing. As part of the evidence base, the Council took into account the then most up to date, 2012-based Housing Growth Indicator (HGI) figures as published by the Department for Infrastructure (DfI) in 2016.
- 1.3 122 representations were received to the public consultation on the DPS and 26 submissions were submitted during the counter representation period. These included a response from DfI (Reference [LA03/DPS/0107](#)<sup>1</sup>) on 20 September 2019 which stated that the Council should take into account the forthcoming revised HGI figures. On the 25 September 2019 DfI published revised 2016-based HGI figures<sup>2</sup>.
- 1.4 This Topic Paper is part of the submission of documents to DfI to cause an Independent Examination into the DPS. It has been prepared following the public consultation phase of the Council's DPS and should be read alongside the Draft Plan Strategy Public Consultation Report which sets out a summary of the main issues raised during this period.
- 1.5 This Topic Paper gives the Council's position on the Revised Housing Growth Indicators (HGIs) 2016-2030 (published in September 2019), as well as an update on housing baseline information including build rates, housing supply and the status of zoned land. It is intended to assist in progressing the DPS towards Independent Examination.

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<sup>1</sup> Available to view at [www.antrimandnewtownabbey.gov.uk](http://www.antrimandnewtownabbey.gov.uk)

<sup>2</sup> Available to view at [www.infrastructure-ni.gov.uk](http://www.infrastructure-ni.gov.uk)

## 2 Approach to Housing Growth in the Draft Plan Strategy

- 2.1 The Council published its DPS and a range of supporting evidence papers on 28 June 2019 for public consultation. An important element of the DPS was to set a housing growth figure that would guide the sustainable growth of the Borough over the plan period, 2015 to 2030. Accordingly, Policy SP 4.2 within the Strategic Policy 4: Homes section of the DPS, advises as follows,

*'To provide for a sustainable level of housing growth and an adequate choice of housing the Council will seek to facilitate the delivery of at least 9,750 new homes across the Borough over the Plan period 2015 to 2030.'*

- 2.2 The Council's methodology for the identification of its housing growth figure took into account 2 main elements, comprising the then most up to date 2012-based Housing Growth Indicator (HGI) for the Borough published by DfI in 2016, as well as an analysis of historic house build rates in the Borough. This was set out in greater detail in Section 9 of Evidence Paper 6: Housing, which was published alongside the DPS.
- 2.3 The Council viewed this approach as a realistic, flexible and appropriate response to housing growth to 2030 within the Borough, which took account of the then most up to date, 2012-based HGI figures, whilst at the same time allowing for an improving economic climate and housing market.
- 2.4 The housing growth figure identified in the DPS was reduced from the figure that had been identified in the Council's Preferred Options Paper (POP) published in January 2017 for public consultation. The preferred option indicated in the POP for housing growth, proposed growth of 13,000 units over the period 2015 to 2030. This figure was calculated on the same basis as the DPS figure, however it also included an additional 5 year housing supply, i.e. 9,750 units, plus an additional 3,250 units.
- 2.5 Following publication of the POP, the Council received a number of consultation responses concerning the housing growth figure, which the Council considered and subsequently published its response in the POP Consultation Report<sup>3</sup> which sets out how the Council took responses into account in developing the DPS. The vast majority of these responses sought an increase in the published housing growth figure. However as part of its response, DfI was critical of the inclusion of the additional 5 year housing supply within the overall housing growth figure, (see Annex 1). These comments highlighted:
- (a) the deviation of this option from the Housing Growth Indicator (HGI) evidence base in identifying the level of housing growth;
  - (b) the inclusion of an additional 5 year housing supply within the overall housing growth figure; and
  - (c) concerns relating to the growth allocation which favoured the local towns of Crumlin and Randalstown and selected villages.
- 2.6 In reviewing these comments the Council considered the methodology behind the calculation was still appropriate and reasonable. However, the Council did accept the DfI criticism regarding the inclusion of an additional 5 year housing supply within the growth figures. As a consequence the Council

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<sup>3</sup> Published June 2019 available at [www.antrimandnewtownabbey.gov.uk](http://www.antrimandnewtownabbey.gov.uk)

agreed in March 2019 that the 5 year additional housing supply should be removed, resulting in a reduction of the housing growth figure from 13,000 to 9,750 units over the Plan period 2015 to 2030.

- 2.7 In bringing forward a reduced housing growth figure and taking account of the views of DfI regarding the allocation of such housing and its relationship with the spatial growth strategy, at the same time the Council reconsidered the proposed allocation of growth to the various settlements in the Borough originally published within the POP.
- 2.8 The Council considered 3 options based on the proposed reduction in the overall housing growth figure to 9750 units and subsequently agreed to reduce the proportion of growth to all settlements whilst allocating a higher proportion to Metropolitan Newtownabbey and Antrim as the major settlements, with the remaining allocation reflecting the current size and role of the other towns, villages and smaller settlements (see Annex 2).
- 2.9 The revised options for both the level of housing growth and its allocation agreed by the Council in March 2019<sup>4</sup>, were subsequently included within the DPS as published.
- 2.10 122 representations were received to the DPS and 26 representations were received during the counter-representation period, including a range of responses regarding the housing growth for the Borough. The vast majority of these stated that the 9,750 housing growth figure should be increased, some suggesting by a substantial amount, whilst others suggested that the Council should revert to the original POP housing growth figure.
- 2.11 However, as one of the key statutory consultees to the LDP process, the DfI response dated 20 September 2019, indicated that the Council would need to take into account the forthcoming revised 2016-based HGIs. At that time the revised indicator had not been published or made available in advance to the Council. The response stated,  
  
*'The Council should take account of this revised indicator alongside all other relevant evidence gathered to date to justify the housing requirement in the draft Plan Strategy. Depending on the methodology or approach used to arrive at this housing requirement this update may have a variable impact.'*
- 2.12 The revised 2016-based HGI was subsequently published on 25 September 2019.

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<sup>4</sup> The minutes of the Council's March 2019 meeting for Item 12.5 are available at <https://antrimandnewtownabbey.gov.uk/getmedia/06415659-cf7c-43f7-a0ba-16d4f7f96dc8/Redacted-Council-Minutes-25-March-2019.pdf.aspx>

### 3 Publication of a Revised Housing Growth Indicator

- 3.1 HGIs are published centrally by the Department for Infrastructure (DfI) as part of the Regional Development Strategy and provide an estimate of the new dwelling requirement for each Council area in Northern Ireland. The Strategic Planning Policy Statement identifies HGIs as a consideration in the identification of housing growth. As previously indicated, at the time the Council published the DPS, the 2012-based HGIs were the most up to date figures available and set an indicator for the Borough of some 7,200 new dwellings for the 13 year period, 2012 to 2025. This equated to an annual average build rate of 554 dwellings over the plan period. It is this build rate which was employed as part of the Council's methodology in identifying the housing growth figure in the DPS.
- 3.2 Following publication of the DPS in June 2019, DfI wrote to the Council on 25 September 2019 regarding the publication of the revised HGIs, (see Annexes 3a and 3b). These were calculated taking account of a series of updated datasets, with the revised figure for the Borough substantially downgraded to 4,200 units for the 15 year period, 2016 to 2030. Table 1 illustrates the change in HGIs for each Council area in Northern Ireland.

**Table 1: 2012-based and 2016-based HGIs**

	Projected new dwellings	
<b>LGD</b>	<b>2012-based HGI (13 year period)</b>	<b>2016-based HGI (15 year period)</b>
Antrim & Newtownabbey	7,200	4,200
Ards & North Down	7,100	5,500
Armagh, Banbridge & Craigavon	14,400	17,200
Belfast	13,700	7,400
Causeway Coast & Glens	6,700	5,600
Derry & Strabane	5,000	4,100
Fermanagh & Omagh	4,500	4,300
Lisburn & Castlereagh	9,600	10,700
Mid & East Antrim	5,400	5,400
Mid Ulster	9,500	10,300
Newry, Mourne & Down	10,900	10,000
<b>TOTAL</b>	<b>94,000</b>	<b>84,800</b>

- 3.3 If the HGI figure for the Borough is converted to an annual build rate, this equates to 280 dwellings per year over the Plan period. Table 2 illustrates the reduction in the HGIs for each of the 11 council areas and it is notable that Antrim and Newtownabbey, as well as Belfast, have seen the greatest proportionate reduction.



**Table 2: Changes in Annual Build Rates between 2012-based and 2016-based HGIs**

	Projected new dwellings (annual build rates)					% change
LGD	2012-25*	Regional %	2016-30**	Regional %	Diff	
Antrim & Newtownabbey	554	7.66%	280	4.96%	-274	-49.44%
Ards & North Down	546	7.55%	367	6.50%	-179	-32.80%
Armagh, Banbridge & Craigavon	1,108	15.32%	1,147	20.31%	39	3.55%
Belfast	1,054	14.57%	493	8.73%	-561	-53.22%
Causeway Coast & Glens	515	7.13%	373	6.61%	-142	-27.63%
Derry & Strabane	385	5.32%	273	4.83%	-112	-29.02%
Fermanagh & Omagh	346	4.79%	287	5.08%	-59	-17.09%
Lisburn & Castlereagh	738	10.21%	713	12.63%	-25	-3.45%
Mid & East Antrim	415	5.74%	360	6.38%	-55	-13.33%
Mid Ulster	731	10.11%	687	12.17%	-44	-5.99%
Newry, Mourne & Down	838	11.60%	667	11.81%	-171	-20.45%
TOTAL	7,231	-	5,647	-	-1,584	-21.90%

\* 13 year period    \*\* 15 year period

- 3.4 Within this context it is obvious that there has been a significant reduction in the HGI, between that used to inform the level of housing growth identified in the DPS and the updated HGI figure. As the Council's methodology for identifying housing growth took into account the then HGI and subsequently the most recent iteration sets out a substantially reduced figure, the Council has been obliged to consider the implications of this recent change on its DPS.
- 3.5 The Council wishes to ensure that it can demonstrate that the approach taken for housing growth and the figure identified in the DPS is sound, before progression towards Independent Examination.

## 4 Housing Growth Review by Nexus Planning

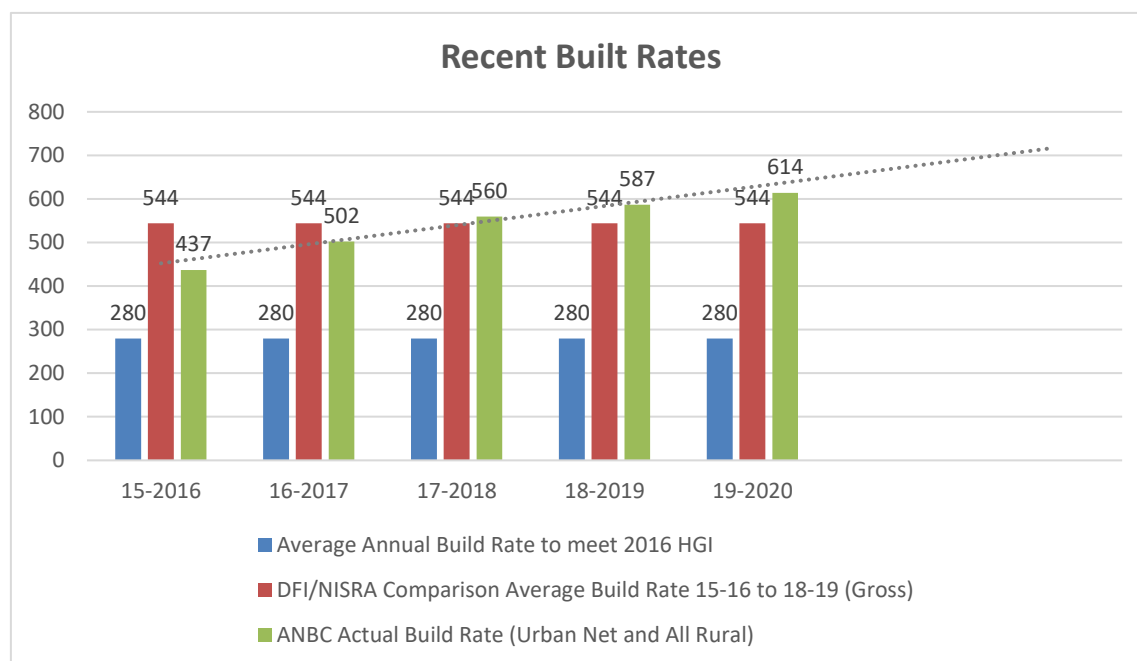
- 4.1 Following the publication of the 2016-based HGI and the response received from the Department for Infrastructure (DfI) to the DPS, the Council sought to consider further the issue of the revised HGIs and develop its evidence base in light of these revisions. As a consequence, the Council commissioned Nexus Planning in January 2020 to review its approach to housing growth as published in the DPS and to consider and assess the robustness of the evidence base used, in light of the recent revision to the HGI as published by DfI in September 2019.
- 4.2 The Council considers it is important to note that central government considers the HGI is an indicator and not a forecast for what will happen in the future as indicated in the letter dated 25 September 2019 letter from DfI to Heads of Planning (see Annex 3a). The HGI is a policy neutral estimate based on recent trends and assumes that these will continue into the future and for these reasons should not be considered as a cap or target for housing. The letter states that,
- “rather than accepting the HGI estimate as a target to be planned for, Council's should first consider its applicability to local circumstances... and other relevant local evidence”.*
- 4.3 The review undertaken by Nexus looked at a number of issues with regard to the revised HGI, including the provisions of and the direction provided by the Regional Development Strategy 2035, housing completions, household projections, net conversions, closures and demolitions and balancing homes and jobs. The outcome of this process was the report provided by Nexus Planning to the Council entitled, 'Antrim and Newtownabbey Housing Growth Review, April 2020' and this is attached at Annex 4.
- 4.4 The Nexus report indicates, having considered the HGI against numerous factors influencing the demand and need for housing, that the approach taken by the Council in its published plan document is robust and reasonable and considers that the 2016 HGI demographic-based starting point figure for Antrim and Newtownabbey is too low. In view of this, the report concludes that the housing figure within the DPS with an average annual build rate of 650 dwellings, remains the most appropriate and justified housing figure for Antrim and Newtownabbey over the period 2015 to 2030.

## 5 Housing Baseline

- 5.1 As part of the DPS public consultation, respondents raised a range of issues relating to the housing evidence base. The Council considers that many of these issues are more appropriate for debate at the Local Policies Plan (LPP) stage of the LDP process, particularly around existing housing land supply, deliverability and specific sites. Notwithstanding this and in order to inform the DPS, the Council considered a number of these matters at a strategic level within Evidence Paper 6: Housing, published alongside the DPS. This has provided an early indication that it is anticipated the majority of housing sites likely to form part of the LPP will come through existing commitments within the Borough. In light of ongoing monitoring (as set out below) the Council considers that it would be useful to include within this Topic Paper, updated information which supports its position as set out in the DPS.

### Build Rates

- 5.2 Since the publication of the DPS and its supporting evidence papers, the Council has now published its 2018/2019 and 2019/2020 Annual Housing Monitor reports. These annual surveys which cover the period April to March each year, provide an insight into the level of house building taking place within the Borough and as recognised by DfI (see Annex 3a), build rates are an important consideration in the calculation of the overall housing growth figure.
- 5.3 The 2016-based HGI release indicates a figure of 4,200 new dwellings for the Borough are required in the period 2016 to 2030. The DfI/NISRA HGI paper (see Annex 3b) identifies that this is a 15-year period, which consequently results in an average annual build rate of 280 dwellings within the Borough to fulfil the HGI new dwelling requirement. However, the paper also identifies that an average of 544 dwellings per annum have been built in the 4-year period since 2015, which is significantly in excess of the 280 dwelling annual build rate required to fulfil the 2016-based HGI.
- 5.4 These figures, as well as those highlighted in the Nexus Housing Growth Review Paper (see Annex 4), are also mirrored in the findings derived from the Council's Annual Housing Monitors which provide evidence of a steadily rising build rate across the Borough in recent years. Evidence Paper 6: Housing, published in support of the DPS, included figures for urban and rural areas for the 3 years since the start date of the plan, 2015/2016, 2016/2017 and 2017/2018.
- 5.5 Since then, the Council has updated its evidence base, through the publication of its 2018/2019 and 2019/2020 Annual Housing Monitors, which are available on the Council's [website](#). Updated figures derived from the housing monitor are included within Table 3.
- 5.6 Over the last 5 years there has been a steady increase in the number of dwellings completed, as illustrated by the hatched grey line in Table 3. The 'ANBC Actual Build Rate' details all completions across the Borough, (including rural completions which incorporate replacement dwellings). Based on the trend of the past 5 years, it is anticipated that the rising trend will continue, although the Council acknowledges there will be a need to monitor the situation in light of the potential long-term impacts of Covid-19.

**Table 3: Recent Build Rates within the Borough**

- 5.7 Consequently, both the Council and DfI/NISRA figures on the completion of housing units, are very significantly in excess of the predicted HGI build rate arising from the 2016-based HGI. It would therefore appear to highlight that the 2016-based HGI annual build rate bears little resemblance with the reality of the situation on the ground, relating to the current delivery of housing units across the Borough.

### **Housing Supply 2015 to 2030**

- 5.8 Whilst it is anticipated that the DPS stage of the plan process will primarily consider the overall housing growth figure for the Borough, as well as its allocation to the various settlements and rural area, Table 12 within Evidence Paper 6: Housing, also indicated the level of potential housing supply that could be delivered across the settlements of the Borough.
- 5.9 It is imperative to note that the Council considers this will primarily be a matter for consideration at Local Policies Plan stage and further detailed site investigation work will be undertaken as part of the evidence base to be prepared at that time. Nevertheless, the estimate of potential housing supply in Evidence Paper 6: Housing gives a strategic indication of the sort of yield that may be expected from the settlements across the Borough over the plan period.
- 5.10 Following the results of the 2020 Housing Monitor, Table 12 of Evidence Paper 6: Housing, has been updated and the revised figures are shown in Annex 5.
- 5.11 The SPPS directs that Councils must take into account the level of housing supply remaining within existing settlements as a consequence of:
- allowance for committed housing units; and
  - allowance for those units which could be provided through to the end of the LDP period through windfall provision.

- 5.12 These components of the estimated potential housing supply, are set out in detail within Section 11 of Evidence Paper 6: Housing, which was published alongside the DPS.
- 5.13 When the figures for committed, uncommitted existing zonings/housing land use policy areas and windfall are taken into account, the actual yield from settlements is estimated as approximately 13,084 units. When this is added to the estimated yield from the rural area this equates to a total potential yield for the Borough in the region of 13,834 units.
- 5.14 It is therefore anticipated that for the vast majority of settlements, there is an ample supply of land currently available to meet the housing growth requirement. As a consequence, it is considered there will only be a minimal requirement for the zoning of additional land in the Local Policies Plan, unless location specific needs dictate otherwise.
- 5.15 Outside of existing housing commitments and windfall, there are further categories of sites which the SPPS directs the Council to consider through the use of urban capacity studies. This extra land relates to:
- Uncommitted, underutilised land 0.5ha or greater within the urban footprint of settlements of 5000 population or greater;
  - Uncommitted, greenfield sites outside of the urban footprint but within the settlement development limit of settlements of 5000 population or greater; and
  - Uncommitted, underutilised land, 0.1ha or greater within the settlement development limits of less than 5000 population.
- 5.16 These components of the estimated potential housing supply, are set out in detail within Section 11 of Evidence Paper 6: Housing, which was published alongside the DPS.
- 5.17 As indicated at Annex 5, potential yield from urban capacity sites (identified within the Strategic Urban Capacity Study) is estimated to be in the region of 1,694 units, with potential for a further 1,438 units on uncommitted greenfield sites and 503 units on Development Opportunity Sites.
- 5.18 Consequently, when these figures are added to those estimated for committed, windfall and rural components, the total potential housing supply within the Borough for the LDP period 2015 to 2030 within both existing settlements and the rural area, is estimated to be in the region of 17,469 units.

### **Status of Zoned Land**

- 5.19 Appendix 4 of Evidence Paper 6: Housing, comprises of a series of maps and tables which identified the level of commitment and location of the zoned housing sites within the legacy development plans for the Borough. Following the results of the 2020 Housing Monitor, these have now been updated and also include information in relation to draft BMAP, the Newtownabbey Area Plan and the Belfast Urban Area Plan where relevant (see Annex 6).
- 5.20 This updated evidence base again demonstrates that the vast majority of housing zonings are either built upon or committed in terms of site commencement or extant planning approvals. In relation to those zoned housing sites which are not committed, the vast majority of these are located well within the urban fabric of the settlements. Those uncommitted housing sites which are located on the periphery of settlements, are almost without



exception, subject to current planning applications for housing or subject to Proposal of Application Notices, Pre-Application Discussions or current planning applications.

## **6 Council Position**

- 6.1 Following the publication of its DPS and the subsequent release by the Department for Infrastructure of a revised set of HGIs, the Council has sought to update its evidence base in order to support the level of housing growth identified in the DPS.
- 6.2 In light of the range of evidence set out above, the Council position remains, that the housing growth figure of 9,750 units as indicated in the DPS, is a reasonable, realistic and appropriate response to housing growth to 2030 within the Borough.
- 6.3 It is anticipated at this stage of the LDP process that the majority of the housing requirement across the Borough is likely to be delivered through existing commitments.

## **Annex 1: Extract from DfI response to Preferred Options Paper**

## **5.0 Housing Allocation and Distribution**

### **Stage One – Determining the Amount of Housing Growth**

- 5.1 The Department appreciates that in bringing forward a local development plan a Council must have regard to the provisions of extant development plans and how they manage the transition to the new LDP system, especially in relation to the application of the revised Housing Growth Indicator (HGI). HGIs provide an estimate of the new dwelling requirement for a council area. They are evidence based, using the most robust data available. Data for the indicators has been thoroughly investigated and these are the best, and in some cases only, data available. The HGIs are for guidance; they are not a cap or a target to be achieved. If a Council exceeds the HGI for their area, or falls short, there may occasions when this is deemed acceptable if this can be justified given the particular circumstances of the individual Council. It is important that any local adjustment of the HGI figure is based on robust evidence and the rationale is clearly articulated in the plan. Additionally Council will be aware that housing market areas frequently cross Council boundaries and therefore the potential implications upon neighbouring authorities must be considered when formulating the housing requirement for their area.
- 5.2 The Options in relation to housing allocation are noted. Option 1 is derived from the HGI figure provided by the Department. It is stated that, because this figure is based on statistical trends when household formation was suppressed by market conditions, this slow rate of growth is unlikely to continue into the future. Option 4, the preferred option, assumes an average annual build rate of 650 which is significantly higher than the recent annual build rate for the period 2010 – 2016. The justification for this approach is that there is, in all likelihood, a suppressed latent demand for household formation which may increase the rate of housing growth required to meet the needs of the district. Council is reminded that, where possible, arguments for or against a proposed approach should be based upon evidence. For example, Council should be satisfied that they have the evidential basis for the statement that the Department's HGI would not allow for flexibility as the housing market recovers. The regular monitoring of the plan will assist council in identifying potential changes in the housing market which may necessitate a plan review.
- 5.3 It is noted that the LDP should plan for the anticipated number of dwellings required for a growing population over the plan period plus the maintenance of a 5 year housing land supply at the plan end date. The SPPS provision relating to the maintenance of a 5-year supply of land for housing is to ensure that, within the lifetime of the plan, there is always a 5-year supply of genuinely deliverable housing land available. Council should ensure that the plan incorporates monitoring provisions to ensure that this supply is maintained and the plan reviewed, should monitoring conclude that the housing supply falls below this threshold. The Annual Monitoring Report will assist in identifying where there may be a need for review in order to maintain this 5-year supply. Notwithstanding this, Council will be aware that there is a



requirement for a review of the local development plan every five years and it can be reviewed sooner if necessary.

## **Stage Two - Housing Growth Allocation**

- 5.4 The Department welcomes the statement that the allocation of housing growth to individual locations is shaped by the hierarchy of settlements and influenced by the factors defined in the regional policy context contained in the RDS and SPPS. It is also noted that a full and detailed housing land supply analysis for each settlement in the borough will be carried out as the LDP progresses in accordance with the requirements of the SPPS. It is acknowledged that the options considered may be further revised in light of such a detailed housing land supply analysis.
- 5.5 Council should give consideration to providing clarification in relation to the overall growth allocation figure of 13000, given that the housing land supply as of the plan base date is estimated as capable of delivering 14,153 dwellings and no de-zoning is proposed. For example, Option 1 allocates 1600 units to Ballyclare when the existing housing land supply is estimated as being capable of delivering 3503 units. In light of the above, further clarification would be welcomed on the proposed approach to treating some housing land zonings as a 'long term land reserve beyond the plan end date'.
- 5.6 It is noted that the allocated level of growth for Metropolitan Newtownabbey and the Main Hub of Antrim is the same in all of the four options presented, and that the options for allocation of housing growth focus primarily on the local towns and villages. It is noted that the preferred option includes growth of 16% and 35% for Metropolitan Newtownabbey and Antrim respectively. Council should be satisfied that the evidence base justifies this approach and that it is coherent with the stated spatial growth strategy of 'focusing core growth on the Metropolitan Newtownabbey Area and Major Town/ Main Hub of Antrim'.
- 5.7 In addition, the RDS states that the approach should be one of encouraging compact urban forms, and promoting more housing within existing urban areas. It sets out a regional target of 60% of new housing to be located in appropriate brownfield sites in the urban footprints of settlements greater than 5000 population.

## **Annex 2: Item 12.5 Enclosure, Meeting of Full Council, March 2019**

**Option 1: Proportionate Reduction of the Preferred POP option.**

<b>Location</b>	<b>Allocation in POP</b>	<b>Growth Allocation</b>	<b>% of growth</b>	<b>Existing number of Dwellings 2011</b>	<b>Existing % of Dwellings 2011</b>	<b>% Growth rate</b>
Metropolitan Newtownabbey	4400	<b>3233</b>	33.2	27371	48.6	11.8
Antrim	3500	<b>2578</b>	26.4	9978	17.7	25.8
Ballyclare	1600	<b>1180</b>	12.2	4184	7.4	28.2
Crumlin	650	<b>476</b>	4.8	1847	3.2	25.8
Randalstown	650	<b>476</b>	4.8	2077	3.7	22.9
Ballynure	175	<b>127</b>	1.3	386	0.6	32.9
Ballyrobert	80	<b>57</b>	0.6	242	0.4	23.5
Burnside	150	<b>109</b>	1.1	483	0.8	22.5
Doagh	200	<b>148</b>	1.5	613	1	24.1
Dunadry	60	<b>44</b>	0.5	190	0.3	23.1
Parkgate	60	<b>44</b>	0.5	261	0.4	16.9
Straid	25	<b>17</b>	0.2	154	0.3	11
Templepatrick	280	<b>205</b>	2.1	629	1.1	32.6
Toome	120	<b>87</b>	0.9	265	0.5	32.8
Hamlets	300	<b>219</b>	2.2	549	1	39.9
Countryside	750	<b>750</b>	7.7	7141	12.7	11
<b>TOTAL</b>	<b>13000</b>	<b>9750</b>	<b>100</b>	<b>56370</b>	<b>100</b>	<b>17.3</b>

**Option 2: Retain the level of growth allocated in the Preferred POP option for Metropolitan Newtownabbey and Antrim as the major settlements of the Borough, resulting in a higher proportionate reduction in the allocation to other towns, villages and smaller settlements**

<b>Location</b>	<b>Allocation in POP</b>	<b>Growth Allocation</b>	<b>% of growth</b>	<b>Existing number of Dwellings 2011</b>	<b>Existing % of Dwellings 2011</b>	<b>% Growth rate</b>
Metropolitan Newtownabbey	4400	<b>4400</b>	45	27371	48.6	16
Antrim	3500	<b>3500</b>	36	9978	17.7	35
Ballyclare	1600	<b>650</b>	6.6	4184	7.4	15.5
Crumlin	650	<b>115</b>	1.1	1847	3.2	6.2
Randalstown	650	<b>115</b>	1.1	2077	3.7	5.5
Ballynure	175	<b>25</b>	0.2	386	0.6	6.4
Ballyrobert	80	<b>10</b>	0.1	242	0.4	4.1
Burnside	150	<b>20</b>	0.2	483	0.8	4.1
Doagh	200	<b>45</b>	0.4	613	1	7.3
Dunadry	60	<b>0</b>	0	190	0.3	0
Parkgate	60	<b>0</b>	0	261	0.4	0
Straid	25	<b>0</b>	0	154	0.3	0
Templepatrick	280	<b>40</b>	0.4	629	1.1	6.3
Toome	120	<b>30</b>	0.3	265	0.5	11.3
Hamlets	300	<b>50</b>	0.5	549	1	9.1
Countryside	750	<b>750</b>	7.7	7141	12.7	11
<b>TOTAL</b>	<b>13000</b>	<b>9750</b>	<b>100</b>	<b>56370</b>	<b>100</b>	<b>17.3</b>

**Option 3: Reduce the proportion of growth to all settlements whilst allocating a higher proportion to Metropolitan Newtownabbey and Antrim as the major settlements with the remaining allocation reflecting the current size and role of the other towns, villages and smaller settlements**

<b>Location</b>	<b>Allocation in POP</b>	<b>Growth Allocation</b>	<b>% of growth</b>	<b>Existing number of Dwellings 2011</b>	<b>Existing % of Dwellings 2011</b>	<b>% Growth rate</b>
Metropolitan Newtownabbey	4400	<b>3900</b>	40.0	27371	48.6	14.2
Antrim	3500	<b>2750</b>	28.2	9978	17.7	27.5
Ballyclare	1600	<b>1100</b>	11.3	4184	7.4	26.2
Crumlin	650	<b>350</b>	3.6	1847	3.2	18.9
Randalstown	650	<b>350</b>	3.6	2077	3.7	16.8
Ballynure	175	<b>60</b>	0.6	386	0.6	15.5
Ballyrobert	80	<b>35</b>	0.35	242	0.4	14.4
Burnside	150	<b>50</b>	0.5	483	0.8	10.3
Doagh	200	<b>75</b>	0.75	613	1	12.2
Dunadry	60	<b>10</b>	0.1	190	0.3	5.2
Parkgate	60	<b>10</b>	0.1	261	0.4	3.8
Straid	25	<b>5</b>	0.05	154	0.3	3.2
Templepatrick	280	<b>100</b>	1.0	629	1.1	15.8
Toome	120	<b>55</b>	0.55	265	0.5	20.7
Hamlets	300	<b>150</b>	1.5	549	1	27.3
Countryside	750	<b>750</b>	7.7	7141	12.7	11
<b>TOTAL</b>	<b>13000</b>	<b>9750</b>	<b>100</b>	<b>56370</b>	<b>100</b>	<b>17.3</b>



**The Preferred Option for the Allocation of Housing Growth based on 13,000 units as set out in the Preferred Options Paper (January 2017): Grow Local Towns and Selected Villages**

<b>Location</b>	<b>Growth Allocation Option 1</b>	<b>% of growth</b>	<b>Existing Housing Land Supply 01/04/2015</b>	<b>Balance of Allocation and Supply</b>	<b>Existing number of Dwellings 2011</b>	<b>Option 1 Growth rate</b>
Metropolitan Newtownabbey	4400	33.8	4,434	34	27371	16%
Antrim	3500	26.9	3,509	9	9978	35%
Ballyclare	1600	12.3	3503	1,903	4184	38%
Crumlin	650	5	404	<b>-246</b>	1847	35%
Randalstown	650	5	560	<b>-90</b>	2077	31%
Ballynure	175	1.3	27	<b>-148</b>	386	45%
Ballyrobert	80	0.6	82	2	242	33%
Burnside	150	1.15	152	2	483	31%
Doagh	200	1.5	278	78	613	33%
Dunadry	60	0.46	82	22	190	32%
Parkgate	60	0.46	12	<b>-48</b>	261	23%
Straid	25	0.2	4	<b>-21</b>	154	16%
Templepatrick	280	2.2	220	<b>-60</b>	629	45%
Toome	120	0.9	362	242	265	45%
Hamlets	300	2.3	274	<b>-26</b>	7690	13
Countryside	750	5.8	250	<b>-500</b>		
<b>TOTAL</b>	<b>13000</b>	<b>100</b>	<b>14,153</b>	<b>1,153</b>	<b>56370</b>	

## **Annex 3a: DfI Letter to Heads of Planning, Sept 2019**

## Regional Planning Directorate



Department for

# Infrastructure

An Roinn

## Bonneagair

[www.infrastructure-ni.gov.uk](http://www.infrastructure-ni.gov.uk)

To

Heads of Planning (Councils)

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Your Reference:  
Our Reference:

25 September 2019

Dear Heads of Planning

### RE: HOUSING GROWTH INDICATORS 2016-2030

You will be aware that the Department recently undertook an exercise to refresh the Housing Growth Indicators (HGI) set out in the Regional Development Strategy.

The work is now complete and a 2016-based Housing Growth Indicators (HGI) paper is attached for your information. The paper sets out revised HGIs, taking account of updated data for three of the components which previously made up the HGIs, namely updated NISRA Household Projections, new House Condition Survey data published by NIHE and more recent data from the NISRA Central Survey Unit combined survey sample. The updated HGIs cover the period to 2030, ensuring they better correspond with the timescale for the majority of Local Development Plans (LDPs) currently under preparation.

It is important to note that HGIs do not forecast exactly what will happen in the future. They are policy neutral estimates based on recent trends and best available data on households and housing stock. They assume that recent trends will continue into the future. They do not attempt to model existing policy or societal factors nor predict the impact that future policies, changing economic circumstances or other future events may have on housing requirements in LDPs. For these reasons those preparing LDPs should not regard the HGIs as a cap on housing or a target to be met.

Notwithstanding the above, as the HGIs are based on best available data, they are therefore an important starting point to guide the assessment of the overall housing requirement identified in the LDP. The SPPS identifies a range of further considerations that, in addition to the HGI, should also inform this housing allocation. These include the

E-mail: [planning@infrastructure-ni.gov.uk](mailto:planning@infrastructure-ni.gov.uk)  
Website: [www.planningni.gov.uk](http://www.planningni.gov.uk)

RDS Housing Evaluation Framework; allowance for existing commitments; urban capacity studies; allowance for windfall housing; application of a sequential approach to site identification; Housing Needs Assessment/Housing Market Analysis and transport assessments.

Rather than accepting the HGI estimate as a target to be planned for, Councils should first consider its applicability to local circumstances in the context of the above-mentioned assessments and other relevant local evidence. This may include, for example, other Council strategies/objectives (for instance in relation to urban regeneration or economic growth); the likely impact of corresponding strategies in neighbouring councils; the capacity of existing or planned infrastructure to facilitate development; or other evidence in respect of recent build rates. This is not an exhaustive overview of the types of local evidence that may be relevant.

In summary, LDPs must aim to make provision for the housing requirement considered appropriate as a result of analysis of all relevant sources of evidence, including the HGI estimates provided by this Department. This reflects the reality that appropriate LDP housing requirements are influenced by a complex range of factors within the plan area and beyond.

Councils should now take account of this revised indicator alongside all other relevant evidence gathered to date, to justify the housing requirement in the draft Plan Strategy; depending on the methodology or approach used to arrive at this requirement, this update may have a variable impact. It is important that Council can demonstrate that they have taken this revised indicator into account. I am of the opinion that it is in the interests of both Local Councils and the Department that Plans are prepared using the most up to date estimates available. This reflects the requirement for LDPs to be prepared using a sound evidence base of which the HGIs are an important element.

Yours sincerely



**ANGUS KERR**  
**Chief Planner &**  
**Director of Regional Planning**

**Encl**

**Cc Council Chief Executives**

## **Annex 3b: Housing Growth Indicators, 2016-based, Sept 2019**

# Housing Growth Indicators

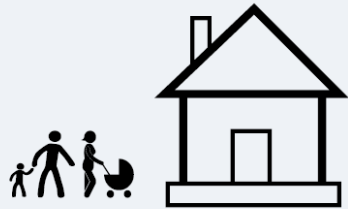
**2016-based**



# Housing Growth Indicators (HGIs)

2016 - 2030

## WHAT INFORMS THE HGIs?



**Household projections  
& current housing stock**



**Vacant stock, conversions,  
closures & demolitions**



**Second homes**

### Background to the HGIs

Housing Growth Indicators (HGIs) provide an indication of future housing need in Northern Ireland.

The indicators have been updated at the request of Regional and Strategic Planning within the Department for Infrastructure and are produced to provide guidance for those preparing development plans.

Household projections produced by NISRA form the basis of the estimate. The estimates are based on current population & household formation trends with the assumption that these trends will continue into the future.



### Using the HGIs

These estimates are purely for guidance & should not be considered as a cap or a target on development, they present a robust starting point which can subsequently be adjusted taking account of the full range of factors that may influence housing requirements over the plan period. Various other factors will also have an influence on housing requirements over longer time periods.

They are intended to support the development process by giving an indication of where development is most likely to be needed given the current trends.



## NI STOCK REQUIREMENT ESTIMATE FOR 2030



**2016 NI Housing  
Stock**



**Stock requirement  
estimate at 2030**



**NISRA**  
Northern Ireland  
Statistics and Research Agency  
Gníomhaireacht Tuairiscíocht Eireann  
um Staitisticí agus Taighde



## **Contents**

	<b>Page</b>
<b>1. Background to the HGIs</b>	<b>5</b>
<b>2. Uses of the HGIs</b>	<b>5</b>
<b>3. Northern Ireland Housing Growth Indicators 2016-2030</b>	<b>6</b>
<b>4. User information – data sources</b>	<b>11</b>
<b>5. Changes to data sources since 2012 based HGIs</b>	<b>13</b>
<b>6. Local Government District (LGD) level figures – 2016 based Housing Growth Indicators</b>	<b>15</b>

## ***Appendices***

<b>1. LGD level Northern Ireland Housing Growth Indicators 2016-20 – estimating each of the 5 key components</b>	<b>16</b>
<b>2. Comparison of LGD level Housing Growth Indicators 2016-30 with recent new dwelling completion rates</b>	<b>19</b>
<b>3. Useful links</b>	<b>20</b>

## **1. Background to the HGIs**

- 1.1. Housing Growth Indicators (HGIs) provide an indication of future housing need in Northern Ireland. Household projections produced by NISRA form the basis of the estimate. The estimates are based on current population/household formation trends with the assumption that these trends will continue into the future.
- 1.2. As population and household formation projections are regularly updated and housing stock data presents the most up to date position annually, the HGIs should be used for guidance. The estimate does not take account of any future policy development or social factors and, as such, should not be considered a target or seen as a cap on housing development in the area.
- 1.3. Following a public consultation, an agreed methodology was established in 2005. This methodology has been replicated as closely as possible for all HGI updates since, including this latest 2016 based update. The variables that make up the HGI calculations have been updated using the most recently available information from robust sources. The 2012 based update of the HGIs contains more detailed information on the earlier applications of the methodology and can be found at <https://www.infrastructure-ni.gov.uk/publications/2012-based-housing-growth-indicators-hgis-and-methodology-paper>.
- 1.4. In addition to the household projections which are considered the main component of the HGIs, data on vacant housing stock, second homes and net conversions/closures/demolitions (net stock loss) are also used to produce the final estimates. As new, updated data was available for household projections, housing stock, vacant stock and second homes, updating the HGIs at this time is in line with the commitment to refresh estimates when updated household projections are published. This update ensures that any decision making or planning taken forward can be supported by the most robust, up-to-date information as evidence.
- 1.5. A number of updates of the HGIs have been produced, including being part of the first Regional Development Strategy which was published in 2001. Housing Growth Indicators were last published in May 2016 for the time period 2012-2025. The household projections used for these HGIs were based on 2012 data. The latest HGIs use 2016 based household projections and have been calculated for the time period 2016-2030 to align with the timeframe for the majority of Local Development Plans.
- 1.6. The HGIs have been calculated for Northern Ireland and also for each of the 11 Local Government Districts (LGDs). Further detail on how the HGIs are calculated, user information and methodology is presented throughout this document.

## **2. Uses of the HGIs**

- 2.1. The indicators have been updated at the request of the Department for Infrastructure Planning Group and in line with the commitment to refresh estimates when updated household projections are published. They are produced primarily to provide guidance for those preparing development plans. They are intended to support the development process by giving an indication of where development is

most likely to be needed given the current understanding of population, current data on the housing infrastructure and expected population growth. As mentioned above, these estimates are purely for guidance and should not be considered as a cap or a target on development and, as such, represent a robust starting point which can be considered while also taking account of the full range of factors that may influence housing requirements over the plan period in terms of how many houses are needed in any area.

### 3. Northern Ireland Housing Growth Indicators 2016-2030

- 3.1. Following a period of gathering the required data from a variety of sources (detailed on paragraph 3.7 and also section 4); examining the previous methodology; confirming with Planning representatives on a way forward for the 2016-based update; and engaging in various meetings and conversations with subject experts, Analysis, Statistics and Research Branch within the Department for Infrastructure took forward HGI calculations using the most recent available data.
- 3.2. Once the data analysis was complete, the updated HGI figures calculated for the period 2016-2030 show that the estimated new dwelling requirement in Northern Ireland for the period is:

**84,800**

- 3.3. As well as calculating an updated estimate for Northern Ireland, estimated dwelling requirements for the 11 Councils were also produced.

**Table 1: Estimate of total housing need in Northern Ireland by Council 2016-2030<sup>1</sup>**

<b>Council</b>	<b>2030 estimated dwelling requirement</b>
Antrim and Newtownabbey	4,200
Ards and North Down	5,500
Armagh City, Banbridge and Craigavon	17,200
Belfast	7,400
Causeway Coast and Glens	5,600
Derry City and Strabane	4,100
Fermanagh and Omagh	4,300
Lisburn and Castlereagh	10,700
Mid and East Antrim	5,400
Mid Ulster	10,300
Newry, Mourne and Down	10,000
<b>Northern Ireland</b>	<b>84,800</b>

<sup>1</sup> Estimates are rounded to the nearest hundred. Totals may not add due to rounding.

- 3.4. This report and its appendices provide further detail on the methodologies, data used and further insight into how these estimates have been produced. As mentioned previously, these estimates are an indication of likely need and should not be considered as a definitive target. The social and policy environment is likely to be subject to much change over the next decade and these estimates are modelled from currently available data. There has been no attempt to model future events into these estimates, so the data presented should be considered 'policy neutral'.
- 3.5. However, these should be considered as 'a best estimate' given the data available at this point in time. Data used has been obtained from professional, reliable sources and the updated HGIs have been developed by NISRA statisticians based on an agreed methodology, in consultation with subject experts. A number of

potential sources were considered and a sound, consistent rationale was employed to make the decisions that formed the final estimate calculations.

- 3.6. The variables informing the calculation of the Northern Ireland estimate are shown in Table 2 and this largely reflects the methodology that was used in the 2012 based HGIs.

**Table 2: Variables that comprise 2016-2030 HGIs<sup>1</sup>**

Variable	Year of data	Value	Notes
(A) Number of households	2030	<b>784,600</b>	2016 based NISRA household projections (occupied stock)
(B) Second homes	2030	<b>8,700</b>	1.11% of occupied housing stock. NISRA Central Survey Unit combined survey sample
(C) Vacant stock	2030	<b>57,000</b>	6.70% of total housing stock. NISRA Central Survey Unit combined survey sample
(D) Net conversions/ closures/ demolitions	2016 to 2030	<b>11,100</b>	Net stock loss estimated using LPS housing stock and new dwelling completions data. Based on 9 year average.
(E) New stock requirement estimate at end of period	2030	<b>861,400</b>	Sum of (A), (B), (C), & (D)
(F) Total stock at start of period	2016	<b>776,500</b>	LPS Northern Ireland Housing Stock data <a href="http://www.finance-ni.gov.uk/publications/annual-housing-stock-statistics">www.finance-ni.gov.uk/publications/annual-housing-stock-statistics</a> - stock at beginning of 2016/17
(G) Projected new dwelling requirement	2016 to 2030	<b>84,800</b>	(E) minus (F)
(H) Projected new annual dwelling requirement		<b>5,700</b>	

<sup>1</sup> Estimates are rounded to the nearest hundred. Totals may not add due to rounding.

- 3.7. Further information on the data sources used and changes compared to the previous 2012 based HGIs is available in 'User Information – data sources' (page 9) and 'Changes to data since 2012 HGIs' (page 11). However, at a basic level, the detail of each variable listed above is as follows.

*Number of households 2030 (A)*

The estimate of the number of households in 2030 of 784,600 comes from the 2016 based household projections produced by NISRA, available at [this link](#).

*Second homes 2030 (B)*

The term 'second home' used in this calculation relates to a dwelling, not permanently occupied, whose owner resides principally in another dwelling. This includes holiday homes and residences used for easy access to business, but excludes dwellings privately rented to other tenants. Following review of the previous potential sources for this update only one robust data source for second homes data was identified: the NISRA Central Survey Unit (CSU) combined survey sample 2016-17, which provides a factor of 1.11% (see 'Changes to data since

2012 HGIs' section (page 11)). Applying the CSU second homes factor (1.11%) to the data gives an estimated second homes figure of 8,700 in 2030.

#### Vacant stock 2030 (C)

Two possible data sources were identified for these data: the NI House Condition Survey 2016 (NIHCS) and the CSU combined survey sample 2016-17 (see 'User Information – data sources' (page 9)). In the NIHCS 2016, the proportion of vacant properties was 3.65%. In the CSU combined survey sample 2016-17, this proportion was 6.70%.

To maintain consistency with the data used for second homes, the NISRA CSU data was also used as the source for this variable and this results in an estimated vacant stock figure of 57,000 in 2030.

#### Net conversions/closures/demolitions 2016 to 2030 (D)

Estimates were produced, using housing stock numbers and new dwelling completions data from Land and Property Service (LPS) (see 'Calculation of estimates' section on page 12). These estimates suggest a figure of 741 stock loss per annum.

#### New stock requirement estimate 2030 (E)

This is calculated by adding the estimated number of second homes (B), vacant stock (C) and stock loss adjustment (D) to the estimated number of households (A). This results in a stock requirement estimate of 861,400 in 2030.

#### Total stock 2016 (F)

The LPS publication 'Northern Ireland Housing Stock' reports on data from the NI Valuation List (see 'User Information – data sources' on page 9). At April 2016, total NI housing stock was 776,500.

#### Projected new dwelling requirement 2016 to 2030 (G)

This is calculated by subtracting the 2016 total stock figure (F) from the 2030 total stock estimate (E).

- 3.8. Development of the updated HGIs based on the variables as outlined above results in a projected new dwelling requirement of 84,800 between 2016 and 2030 (approximately 5,700 per annum). While past trends are not necessarily an indicator of future trends and house building is not a linear, constant development, it is worth considering the projected annual requirement against recent numbers of new dwelling completions in Northern Ireland. In the past 9 years these are as follows (<https://www.finance-ni.gov.uk/publications/new-dwelling-statistics-report>):

2010-11	6,213
2011-12	5,719
2012-13	5,526
2013-14	5,315
2014-15	5,501
2015-16	5,771
2016-17	6,463
2017-18	7,096
2018-19	7,809

So a figure of around 5,700 per annum is a broadly central point amongst these nine annual figures and as such the updated HGI figure sits within the recent trend of completions over the past decade.

## **4. User Information – data sources**

- 4.1. This section describes the data sources that were used or considered as part of the development process for the latest 2016 based HGIs. The decision was made early on in this refresh process to replicate the agreed methodology that was used for the 2012 based HGIs and, as far as possible, this is the process that has been employed. However, due to data quality or data availability at the time of this refresh, it is important to note that some data sources may have changed since the previous 2012 based HGIs were derived. This is fully discussed in the section 'Changes to data sources since 2012 based HGIs' on page 11. Generally any changes are due to lack of availability of the original data source or considerations related to consistency of data use across HGI variables.

### ***4.1.1. NISRA household projections***

Household projections are formed using population projections and household formation trends. The projected population is assigned into household groups using the trends in household formation from one Census to the next. The 2016 based household projections are based on the most up-to-date trend data on household formation between the 2001 and 2011 Census. 2016 based household projections data have been calculated for the 11 new LGDs.

The 2016 based data were used as the starting point for the HGI calculations.

### ***4.1.2. NI Housing Executive House Condition Survey***

The NIHCS is conducted by the NI Housing Executive (NIHE). A detailed technical survey is carried out on the interior and exterior of properties and, in addition, a short interview is conducted with the householder or their partner. The data are weighted and grossed to ensure final figures reflect the actual housing stock. The achieved sample size in 2016 was 2,023.

Data from the NIHCS 2016 were considered as a potential source to estimate the proportion of second homes and proportion of vacant houses. Advice was also sought from the research team in NIHE in support of the development of these updated HGIs and the producers of this report are grateful for that support and expert advice. During the conversations with NIHE, the advice provided was that due to small sample sizes, NIHCS data on second homes was not robust enough to be used to inform the HGIs. Therefore NISRA CSU data was used for second homes estimates. In the interests of consistency across the calculations, this provided a rationale for also using the NISRA CSU data for vacant stock estimates.

### ***4.1.3. Land and Property Services (LPS) publications***

#### ***Building Control new dwelling completions data***

Figures are collected quarterly by LPS from Building Control offices in each council on the number of new dwellings that have been completed during that quarter. The date of a new dwelling completion is the date on which the building control completion inspection takes place. New dwellings include both houses and apartments.

New dwelling completions data were used in the calculations to estimate net stock loss.



#### *Housing stock data - NI Domestic Valuation List*

LPS publish housing stock figures based on their domestic valuation list. The data represents housing stock at a point in time usually in April. The download is taken on the first working day of the month. Housing stock data are available from 2008 to 2019 for the 11 LGDs.

Total housing stock data is one of the elements of the HGIs model. The data were also used in the calculations to estimate net stock loss.

#### **4.1.4. NISRA Central Survey Unit combined survey sample**

Central Survey Unit (CSU) has amalgamated samples from their main surveys which took place over each financial year from 2013-14. These are the complete samples that were selected from the LPS address database and so the data include properties that were found to be vacant or second homes when the interviewer went to visit. The combined sample for the year used in the HGI calculations (2016-17) includes 25,400 properties.

A sample size of 25,400 allows for data analysis at LGD level. Data on second homes and vacant properties have been used in the HGI calculations at LGD level and to confirm data used at Northern Ireland level. The data source is not an official estimate of data on second homes or vacant properties. It is a by-product of survey research and it is considered to be a representative sample of houses at Northern Ireland level and LGD level.

## 5. Changes to data sources since 2012 based HGIs

- 5.1. The changes outlined in this section include where a new data source has been used to calculate the HGIs and also if there have been any significant changes to a data source since the last HGIs were calculated. Looking at each of the 5 key elements in the Northern Ireland level HGI calculations:

### **5.1.1. Number of households**

*Data source:* NISRA household projections (2016 based).

#### *Changes to data*

The latest household projections (2016 based) replaced the previous household projections (2012 based).

The 2016 based figures are lower than the 2012 based figures. As stated in NISRA's methodological paper, the main driving force behind the 2016-based projections being lower than the 2012 based projections is due to a lower population base. Similar findings are also found in household projections for countries in the rest of the UK and indeed for areas within Northern Ireland.

For further details of differences between the 2012 based household projections and 2016 based household projections, see [the methodology report](#) on the NISRA website ('Useful links' section on page 19).

### **5.1.2. Second homes/Vacant stock**

*Data source:* NISRA CSU Combined Survey Sample 2016/17.

#### *Changes to data*

2016/17 figures from the NISRA CSU Combined Survey Sample replace the figures from the 2011 NIHCS. 2016/17 was considered the most relevant year for the 2016 based HGI update.

NIHE advice was that the NIHCS sample was considered too small to provide robust data for the second homes variable. Given that issue with regards to second homes and NIHCS data, it was considered that the preferred approach was to ensure consistency of data source across the calculations/relevant variables and as NISRA CSU data informed the second homes variable, the NISRA CSU data was also chosen to inform the vacant stock variable. Additionally, using vacant stock estimates provided by NIHCS and LPS lead to an overall gain in some LGDs, which would lead to an indicator suggesting no additional requirement of homes within these areas over the HGI estimate period. This issue also occurred in aspects of the 2012 based update and was a driver for variable decision making at that time. As this is a refresh of that 2012 method, the issue has been handled similarly.

### **5.1.3. Net conversions/closures/demolitions**

*Data source:* Estimates produced using published LPS data on new dwelling completions and housing stock.

#### *Changes to data*

NIHE advice obtained on net demolitions, conversions and closures across NIHE stock suggested a figure of 200 per annum. Advice was also sought from LPS on available data. The LPS figures that were available represent all Northern Ireland housing stock so the decision was taken to give precedence to these estimates. The latest net stock loss estimate based on the average of the time series available (9 years (2010-11 to 2018-19) is 741 per annum. This results in an estimated stock loss of 11,100 dwellings over the period to 2030. The previous 2012 based HGIs used a 2 year average and an annual estimated stock loss of 1,000 but this update has used the full time series available to provide a more robust average to smooth out any volatility across the period.

#### *Calculation of estimates*

Housing stock numbers and new dwelling completions data from LPS were used to give some guidance on approximating net stock loss data. Estimates were produced as follows:

- Take housing stock at the beginning of the year (LPS NI Housing Stock publication) and add in new dwellings completed during the year (LPS NI Building Control Starts and Completions publication). If no net stock loss, this figure would be the total housing stock at the end of the year.
- Compare this estimated 'housing stock if no loss' figure with the actual housing stock at the beginning of the next year (LPS NI Housing Stock publication). If the actual housing stock is less than the estimated 'housing stock if no loss', this would suggest that some stock has been lost during the year.
- Subtract actual housing stock at the beginning of the next year from estimated 'housing stock if no loss' to get an estimate for net stock loss during the year.

Due to the nature of the data and considering these figures are estimates, there can be wide variation from year to year. Therefore, averages have been taken over nine years to smooth the variations in the data and look at longer term trends.

### **5.1.4. Total stock**

*Data source:* LPS Northern Ireland Housing Stock publication

#### *Changes to data*

The LPS NI Housing Stock publication remains the source of housing stock statistics with the most recent statistics available up to 2019. This HGI update has used the relevant data available at the time of update.

## 6. Local Government District (LGD) level figures – 2016 based Housing Growth Indicators

### 6.1. Background to LGD level estimates

Each time the HGIs have been calculated, estimates at LGD level have been produced. These are produced by using existing data or estimating LGD level data for each of the key components of the HGIs detailed in Table 2: number of households, second homes, vacant stock, net conversions/closures/demolitions (net stock loss) and total housing stock for start year. The individual components are then combined to produce the HGIs at LGD level.

- 6.2. Data sources for each of the 5 key components are the same as those listed for the NI HGI figure (see 'User Information – data sources' on page 9) and more detail on the LGD calculations can be found in Appendix 1, page 15.

**Table 3: Estimate of total housing need in Northern Ireland by Council 2016-2030<sup>1</sup>**

<b>Council / Region</b>	<b>2030 estimated dwelling requirement</b>
Antrim and Newtownabbey	4,200
Ards and North Down	5,500
Armagh City, Banbridge and Craigavon	17,200
Belfast	7,400
Causeway Coast and Glens	5,600
Derry City and Strabane	4,100
Fermanagh and Omagh	4,300
Lisburn and Castlereagh	10,700
Mid and East Antrim	5,400
Mid Ulster	10,300
Newry, Mourne and Down	10,000

<sup>1</sup> Estimates are rounded to the nearest hundred.

- 6.3. These figures have been used as a starting point for allocating housing land as part of the Local Development Plan process. The figures presented here at LGD level are solely based on the data, are 'policy neutral' and use similar methodology to that used to produce the NI HGI estimate.

#### 6.3.1. Issues when producing LGD level data

There are fewer data sources available to calculate the HGIs at LGD level. Some data that are robust for Northern Ireland are not robust when broken down to LGD level. In addition, some data that were used in the past may no longer be available or not available at suitable quality levels (see 'User Information – data sources' on page 9).

## Appendix 1

### LGD level Northern Ireland Housing Growth Indicators 2016-2030 - estimating each of the 5 key components

**Table A1: Estimate of housing need by Local Government District 2016-2030**

District Council	Household projection 2030	Second Homes 2030	Vacant Stock 2030	Net Conversions Closures and Demolitions 2016-2030	New Stock Estimate 2030	Housing Stock at April 2016	Projected New Dwelling Requirement 2016-2030
<b>Antrim and Newtownabbey</b>	59,200	400	3,200	-400	62,400	58,300	4,200
<b>Ards and North Down</b>	70,100	900	4,500	200	75,800	70,300	5,500
<b>Armagh City, Banbridge and Craigavon</b>	90,500	900	6,300	2,000	99,700	82,500	17,200
<b>Belfast</b>	148,200	1,500	13,000	900	163,500	156,100	7,400
<b>Causeway Coast and Glens</b>	58,300	2,700	5,200	2,400	68,600	62,900	5,600
<b>Derry City and Strabane</b>	60,000	200	4,300	100	64,600	60,500	4,100
<b>Fermanagh and Omagh</b>	46,200	500	4,300	1,300	52,400	48,000	4,300
<b>Lisburn and Castlereagh</b>	63,500	400	3,700	1,100	68,700	58,000	10,700
<b>Mid and East Antrim</b>	59,200	200	3,600	1,000	64,100	58,700	5,400
<b>Mid Ulster</b>	57,000	200	3,500	2,300	63,000	52,600	10,300
<b>Newry, Mourne and Down</b>	72,300	800	5,300	300	78,700	68,600	10,000
<b>Northern Ireland</b>	<b>784,600</b>	<b>8,700</b>	<b>57,000</b>	<b>11,100</b>	<b>861,300</b>	<b>776,500</b>	<b>84,800</b>

Cells are rounded to the nearest 100. Calculations have been worked out using unrounded data. Therefore summing individual figures in the table above may not add to total.

## ***Household projection 2030***

*Data source:* 2016 based household projections

*To produce LGD level data:* Household projections data have been calculated for the new 11 LGDs.

*Changes to data*

The latest household projections (2016 based) replaced the 2012 based household projections. The 2016 based figures are lower than the 2012 based figures (see 'Number of households' section on page 11 for some of the reasons why the figures are lower).

## ***Second homes 2030***

*Data source:* Central Survey Unit combined survey sample 2016-17

*To produce LGD level data:* As with the NI HGI calculation, the term 'second home' relates to a dwelling, not permanently occupied, whose owner resides principally in another dwelling. This includes holiday homes and residences used for easy access to business, but excludes dwellings privately rented to other tenants. Following review of the previous sources for this update only one robust data source for second homes data was identified: the NISRA CSU combined survey sample 2016-17. The overall NI second homes figure was apportioned across each of the 11 Councils to reflect the distribution present in the NISRA CSU combined survey sample data.

*Changes to data source*

No change

## ***Vacant stock 2030***

*Data source:* Central Survey Unit combined survey sample 2016-17

*To produce LGD level data:*

As with the NI HGI calculation, to maintain consistency with the data used for second homes, the NISRA CSU data was also used as the source for this variable. Again, similar to the second homes calculations, the overall NI vacant stock figure was apportioned across each of the 11 Councils to reflect the distribution present in the NISRA CSU combined survey sample data.

*Changes to data source*

For the 2012 based HGIs, NIHCS data was used. However, as detailed previously, for this 2016-based HGI update it was decided to maintain consistency across data used to ensure a more robust estimate using figures obtained from one source where possible and so, given only one suitable source was available for estimating second homes, that same source was used for vacant stock estimation. Therefore the source for vacant stock estimation has changed from NIHCS to NISRA CSU Combined Survey Sample.

## ***Net conversions/closures/demolitions 2016 to 2030***

*Data source:* Estimates produced using published LPS data on new dwelling completions and housing stock.

*To produce LGD level data:* Approximations were produced for each LGD as per the estimation of the NI level figure (see 'Calculation of estimates' section on page 12). These LGD level data have been used to apportion the NI level net conversions/closures/demolitions figure of 11,100.

*Change to data source*

No change

*Issues to note*

- *Using average over 9 years*

As per the NI level figure, due to the nature of the data there can be wide variation from year to year. Therefore averages have been taken over a number of years to smooth the variations in the data and look at longer term trends.

Previously a 4 year average was used to calculate LGD level estimates. For this refresh, to produce a more robust estimate, the full data available covering the period 2010-11 to 2018-19 was used.

### ***New stock estimate 2030***

The new stock estimate for 2030 is calculated by adding the estimated number of second homes, vacant stock and stock loss adjustment to the estimated number of households for each Local Government District area.

### ***Total stock 2016***

*Data source:* LPS NI Housing Stock publication

*To produce LGD level data:* Data are available for the new 11 LGDs from this publication

### ***Projected new dwelling requirement by LGD for 2016 to 2030***

This is calculated by subtracting total stock estimate for 2016 from total stock estimate for 2030 for each LGD.

## Appendix 2

**Table A2: Comparison of LGD level Housing Growth Indicators 2016-2030 with recent new dwelling completion rates**

Local Government District	Projected new dwelling requirement 2016-2030 <sup>1</sup>	Comparison 15 year figure using recent completion rates <sup>2</sup>
<b>Antrim and Newtownabbey</b>	4,200 dwellings	8,160 (544 x 15)
<b>Ards and North Down</b>	5,500 dwellings	10,275 (685 x 15)
<b>Armagh, Banbridge and Craigavon</b>	17,200 dwellings	13,755 (917 x 15)
<b>Belfast</b>	7,400 dwellings	10,065 (671 x 15)
<b>Causeway Coast and Glens</b>	5,600 dwellings	8,565 (571 x 15)
<b>Derry City and Strabane</b>	4,100 dwellings	7,680 (512 x 15)
<b>Fermanagh and Omagh</b>	4,300 dwellings	4,935 (329 x 15)
<b>Lisburn and Castlereagh</b>	10,700 dwellings	11,580 (772 x 15)
<b>Mid and East Antrim</b>	5,400 dwellings	6,405 (427 x 15)
<b>Mid Ulster</b>	10,300 dwellings	10,680 (712 x 15)
<b>Newry, Mourne and Down</b>	10,000 dwellings	9,690 (646 x 15)

<sup>1</sup> Estimate of housing need by Local Government District 2016-2030 (see Table 1 and Table 3 on pages 6 and 13 respectively) - derived by estimating each of the key components at LGD level and combining to form the HGI for each LGD.

<sup>2</sup> An approximate figure of new dwelling completions per annum (given in brackets) has been worked out using LPS new dwelling completions data over the time period 2015-16 to 2018-19 (the full time series available at 11 LGD level). 2016 to 2030 is a 15 year period so the calculated average figure has been multiplied by 15 to give a figure that can be compared with the projected new dwelling requirement 2016-2030.



## Appendix 3

### Useful links

2012 based Housing Growth Indicators and methodology paper are available on the DfI website at:

<https://www.infrastructure-ni.gov.uk/publications/2012-based-housing-growth-indicators-hgis-and-methodology-paper>

Details of the household projections data and methodology are available on the NISRA website at:

<https://www.nisra.gov.uk/sites/nisra.gov.uk/files/publications/HP16-bulletin.pdf>

RDS 2035 available on the DfI website at:

<https://www.infrastructure-ni.gov.uk/publications/regional-development-strategy-2035>

Details on the NI Housing Executive Northern Ireland House Condition Survey (including results from the survey) are available on the NIHE website:

<https://www.nihe.gov.uk/Working-With-Us/Research/House-Condition-Survey>

Land and Property Services NI Building Control Starts and Completions publication is available on the DoF website:

<https://www.finance-ni.gov.uk/publications/new-dwelling-statistics-report>

Land and Property Services NI Housing Stock publication is available on the DoF website:

<https://www.finance-ni.gov.uk/publications/annual-housing-stock-statistics>

## **Annex 4: Housing Growth Review, Nexus Planning, Apr 2020**

# Antrim and Newtownabbey

## Housing Growth Review, April 2020

### Introduction

1. The draft Plan Strategy (dPS) for Antrim and Newtownabbey proposes a housing figure of 9,750 dwellings for the 15-year period 2015 to 2030 ("the dPS period"). This equates to an annual average over the dPS period of 650 dwellings per annum (dpa).
2. As set out in detail within the dPS evidence base<sup>1</sup>, the housing figure of 650 dpa is based on an average taken from:
  - a) The 2012-based Housing Growth Indicators (2012HGI) prepared by the Northern Ireland Statistics and Research Agency (NISRA) on behalf of the Department for Infrastructure (DfI) (554 dpa); and
  - b) Long-term and pre-global downturn / recessionary influenced housing completion trends between 1995 and 2010 (748 dpa).
3. At the time the dPS was prepared the 2012HGI projected an estimated demographic trend-based housing requirement for Antrim and Newtownabbey of 7,200 dwellings between 2012 and 2025 (554 dpa over the 13-year period covered by the HGI). However, in September 2019 the DfI released the 2016-based HGI (2016HGI) which estimated a new demographic trend-based housing requirement between 2016 and 2030 of 4,200 dwellings (280 dpa over the 15-year period covered by the HGI<sup>2</sup>). Although the 2012HGI and the 2016HGI have different base-years and cover different time periods, the difference between the 2012HGI and 2016HGI is meaningful.
4. The Chief Planner and Director of Regional Planning letter accompanying the 2016HGI confirms that they are projections, which do not take into account policy or other relevant planning factors, and therefore provide a starting point to guide the assessment of the overall housing requirement. However, although a starting-point, the letter also states that it is important that local councils can demonstrate they have had regard of the 2016 HGI when preparing their respective Local Development Plans (LDPs).

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<sup>1</sup> Section 9 of [Evidence Paper 9: Housing](#)

<sup>2</sup> Although the period 2016 to 2030 appears to be a 14 year period, NISA have confirmed to Antrim and Newtownabbey that the 2016HGI covers a 15 year period.

5. In light of the above, the principal purpose of the Antrim and Newtownabbey Housing Growth Review has been to have regard to the 2016HGI and consider any arising implications to the housing figure contained within dPS.

### Regional Development Strategy

6. Under the provisions of the Planning (NI) Act 2011 the dPS is required to take account of the Regional Development Strategy (RDS). The current Regional Development Strategy (RDS) 2035, prepared by the Department for Regional Development (DRD) and launched in March 2012, rolls forward the strategic planning framework balance of future housing growth across Northern Ireland from the previous RDS 2025. This being to distribute 52% of growth in North, South and West of the region and 48% of growth in the Belfast Metropolitan Urban Area<sup>3</sup> (BMUA), its rural hinterland and hinterland districts<sup>4</sup>.
7. Delivering and supporting economic growth and reversing the trend of population decline within the City of Belfast is one of the key aims of the RDS spatial housing growth distribution (i.e. focusing 48% of new housing growth in the BMUA and its hinterland). Indeed the RDS 2035 confirms (paragraph 2.42) that the 2012HGI were calculated on the basis of growing the population of Belfast, not on the projected population decline.
8. As illustrated within Table 1 below with HGIs prepared in support of the RDS 2025 and RDS 2035 have all up until the 2016HGI apportioned 48% of the estimated housing growth figure across Northern Ireland to the BMUA and its hinterland. However, and contrary to the RDS strategic planning framework, the 2016HGI only apportions 41% of estimated housing growth to the BMUA and its hinterland.

Table 1: BMUA and its hinterland HGI Apportionment of the Northern Ireland Total				
RDS	HGI	Northern Ireland Total HGI Figure	BMUA and Hinterland HGI Figure	Proportion of Northern Ireland Total HGI Figure
RDS 2025	1998-based	160,000	77,500	48%
RDS 2025	1998-based uplifted	208,000	98,800	48%
RDS 2035	2008-based	190,000	91,200	48%
RDS 2035	2012-based	94,000	44,806	48%
RDS 2035	2016-based	84,700	34,643	41%

9. To ensure the continued delivery of the longstanding spatial planning framework for Northern Ireland set out within the RDS, and taking account of potential impact on existing infrastructure and the provision of services across the Region, the level of housing growth attributed to Local Government Districts associated with the BMUA and its hinterland should therefore be higher than that estimated within the 2016HGI.

<sup>3</sup> The RDS defines the BMUA as 'the continuous built up area centred on Belfast with an arc from Jordanstown to Knocknagoney and includes the city of Lisburn and towns of Bangor, Carrickfergus and Hollywood'. Part of Antrim and Newtownabbey District, particularly Newtownabbey therefore falls within the BMUA.

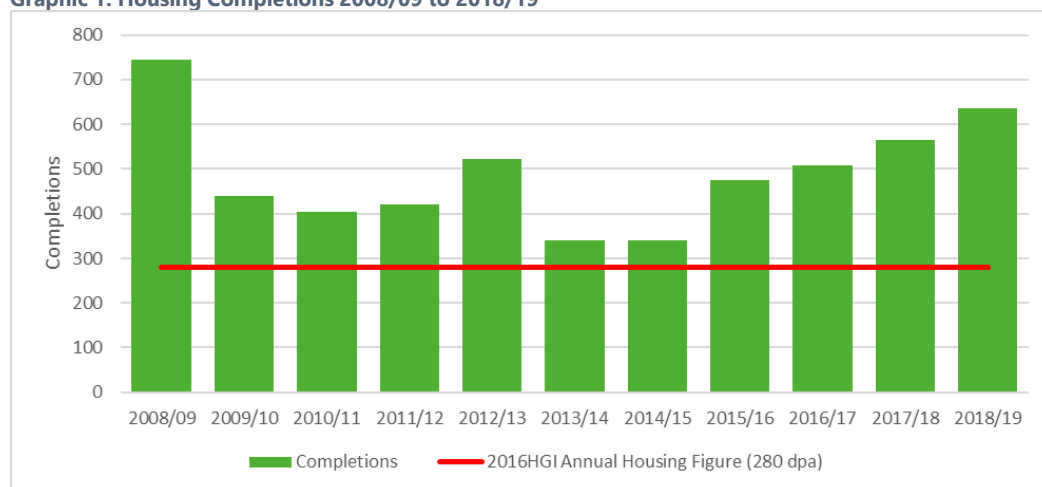
<sup>4</sup> BMA hinterland districts are comprised of the legacy Antrim, Larne, Ards and Down local government districts.

## Housing Completions

As referred above, the housing figure within the dPS is partly informed by analysis of long-term housing completions trends between 1995 and 2010. This being a 15-year period prior to the adverse short-term housing delivery issues associated with the 2008/09 global downturn and subsequent recessionary period. Within the 1995 to 2010 period, Antrim and Newtownabbey achieved annual average net additional housing completions of 748 dpa<sup>5</sup>.

10. As illustrated within Graphic 1 below, it is noted that since 2015/16, even during Brexit related uncertainty, housing completions have consistently risen above the demographic-based starting-point housing figure indicated within 2016HGI. Housing completion rates provide a clear indication of housing demand within a given area. As Graphic 1 makes demonstrably clear, over the past 11 years<sup>6</sup> housing demand has always been greater than that estimated as the annual housing requirement within the 2016HGI for Antrim and Newtownabbey over the period covered by the dPS. Furthermore, it is noted that the most recent year for which monitoring data is available (2018/19), Antrim and Newtownabbey achieved 635 housing completions, which is broadly the same dPS housing requirement figure (650 dpa).

**Graphic 1: Housing Completions 2008/09 to 2018/19**



Source: LPS NI Building Control Starts and Completions

11. Whilst it is accepted that the emerging global economic crisis associated with the Covid-19 virus will have short and potentially longer-term implications on Antrim and Newtownabbey and the wider Northern Ireland housing market generally, it is too early to draw any meaningful conclusions over how this will affect housing delivery rates over the dPS period. However, given that housing completion rates within Antrim and Newtownabbey during the previous global recession remained consistently above the 2016HGI figure it is reasonable to conclude that even with any current Covid-19 economic uncertainty, the 2016HGI starting point figure is too low to meet market demand for housing over the dPS period.

<sup>5</sup> Based on LPS NI Building Control Starts and Completions data

<sup>6</sup> 2008/09 to 2018/19 being the period over which LPS Building Control data for Antrim and Newtownabbey is available.

## 2012 and 2016 HGI Differences

12. A comparison of the components of change that underpin the 2012HGI and 2016HGI estimates of new housing required for Antrim and Newtownabbey is set out within Table 1 below:

Table 1: HGI Comparison							
HGI	A	B	C	D	E	F	G
	Household Projection	Second Homes	Vacant Stock	Net Conversions / Closures / Demolitions	New Stock Estimate <sup>1</sup>	Housing Stock at Base Year	Projected New Dwelling Requirement <sup>2</sup>
2012	58,400	400	4,600	200	63,600	56,400	7,200
2016	59,200	400	3,200	-400	62,400	58,300	4,200
Difference	800	0	-1,400	-600	-1,200	1,900	-3,000

<sup>1</sup>E = A+B+C+D

<sup>2</sup>G = E-F

13. Notwithstanding the differing base-year and time period covered<sup>7</sup>, as illustrated within Table 1 above, there are two key areas of difference between the 2012HGI and the 2016HGI which appear to have strongly influenced the reduced projected housing requirement:
- (i) The household projection (column A)
  - (ii) Net Conversions / Closures / Demolitions (column D).
14. Each of these factors are considered further below:

### Household Projections

15. The 2016HGI is underpinned by the 2016-based household projections (2016-based HHPs), whereas the 2012HGI were underpinned by the 2012-based household projections (2012-based HHPs). The respective HHPs are underpinned by the sub-national population projections (SNPP), which are translated into households through the application of trends in household formation by age and gender. Consideration is therefore given below to the 2016-based SNPP:

### *Population Change*

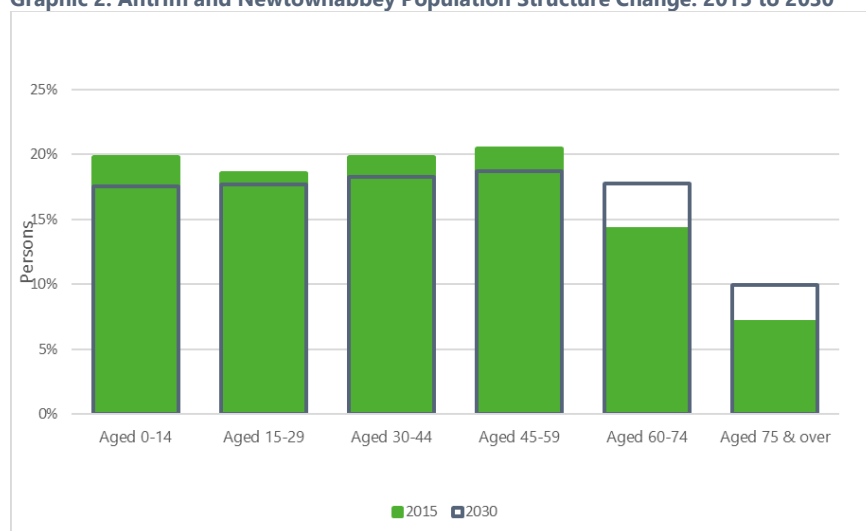
16. Over the dPS period the 2016-based SNPP projects population change to be 5,536 persons (0.3% growth per annum). However, it is noted that the majority of population change is projected to be those of retirement age<sup>8</sup> (4,680 persons). Population change for those of working age is projected to marginally increase (2,842 persons). The Borough's dependent children population is expected to decline by -1,986 persons.

<sup>7</sup> 2012HGI: Base year 2012 covering the period to 2025 (13-years) 2016HGI: Base year 2016, covering the period to 2030

<sup>8</sup> The 2016 SNPP outlines working age and pensionable age populations are based on State Pension age (SPA) for given year. Between 2026 and 2027 SPA will increase to 67 years for both sexes (Pensions Act 2014). SPA will increase to 68 years for both men and women between 2044 and 2046 (Pensions Act 2007).

17. As illustrated within Graphic 2 below, based on the continuation of demographic trends, the Borough is projected over the dPS period to have an increasingly ageing population structure. The proportion of the Borough's population aged 0-59 will decrease from 79% in 2015 to 72% in 2030, but conversely the proportion of the Borough's population aged 60+ will increase from 21% in 2015 to 28% in 2030. Looking further ahead to 2040, this trend is projected to continue with 69% of the Borough's population being 0-59 and 31% (broadly a third of the Borough population) being 60+.

**Graphic 2: Antrim and Newtownabbey Population Structure Change: 2015 to 2030**

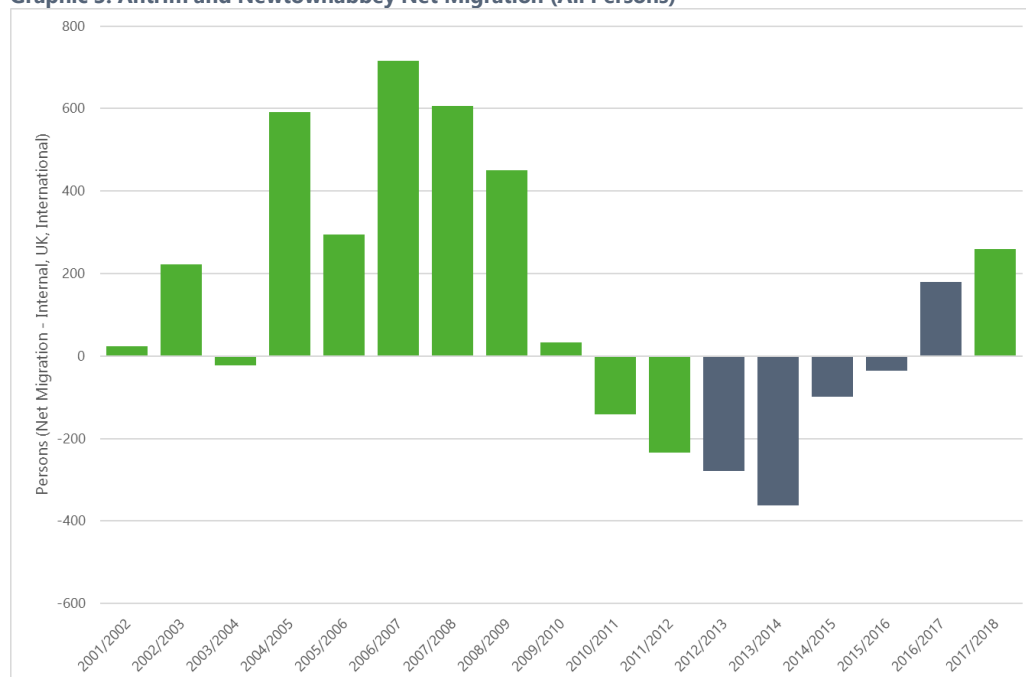


18. Without policy intervention seeking to retain the Borough's existing and future working age population to stay within the Borough and / or attracting new working age population to move into the Borough, the projected increasingly ageing population structure will have wider housing and social infrastructure policy implications for the Borough.
19. Furthermore, as outlined within the section on 'balancing homes and jobs' below, there is also a fundamental question as to whether the continuation of demographic trends will support projected / planned job growth over the dPS period, particularly given (as illustrated within Graphic 2) the greatest proportion of working age population change over the dPS period is within the 60-74 age group – an age group potentially less suited to more manual jobs.

### Migration

20. The NISRA methodology paper associated within the 2016-based SNPP<sup>9</sup> confirms that migration trends underpinning the projections are based on 5-year trends (between 2012/13 and 2016/17) and applied throughout the projection period. However, as illustrated within Graphic 3 and Table 2 below, annual net migration estimates for Antrim and Newtownabbey (the period shown in grey) over this 5-year period were lower than the most recent 5-year trend period (2013/14 to 2017/18) and longer term (10- or 15-year) trends which capture pre-recession years.

<sup>9</sup> [Methodology Paper –Population Projections for Areas within Northern Ireland: 2016-based](#)

**Graphic 3: Antrim and Newtownabbey Net Migration (All Persons)**

**Table 2: Antrim and Newtownabbey Net Migration Trends**

Trend Period	Annual Net Migration
5-year trend 2007/08 to 2011/12 (2012 SNPP trend period)	+143 persons
5-year trend 2012/13 to 2016/17 (2016 SNPP trend period)	-119 persons
10-year trend 2007/08 to 2016/17	-12 persons
15-year trend 2002/03 to 2016/17	+128 persons
5-year trend 2013/14 to 2017/18	-23 persons

21. Within demographic modelling for housing and plan-making, longer term (typically 10-year) trends are often preferred as they are less susceptible to short-term shock factors, such as a recession. Short-term trend projections are more preferable for use within education and healthcare planning, which are services that need to be more responsive to short-term shock changes. In recognition of this, the UK statistical agencies are increasingly producing short-term (5-year trend) and longer-term (10-year trend) based projections<sup>10</sup>.
22. The 5-year annual net migration trend for Antrim and Newtownabbey underpinning the 2012-based SNPP (2007/08 to 2011/12) and consequently the 2012HGI was +143 persons per annum. A level of annual net migration meaningfully higher than the trend period informing the 2016-based SNPP (-119 persons). The greater net migration is into a given area, the greater the demand and need for housing.

<sup>10</sup> The Office for National Statistics has started producing 10-year trend variants in response to user demand and the Greater London Authority have a long established track record of preparing 5-, 10-and 15-year trend projections and using the 10-year (central-trend) as the preferred scenario.



23. Analysis of recent short-term and long-term migration trends for Antrim and Newtownabbey would suggest that the 5-year trend period underpinning the 2016-SNPP was to an extent recessionary influenced and therefore unlikely to accurately represent typical annual net migration for the Borough over the dPS period. In view of this, it is therefore considered that the population and therefore household projection starting point for Antrim and Newtownabbey over the period covered by the 2016HGI is potentially too low (59,200 households by 2030). The consequence of this being an underestimation of demographic-based household change and therefore dwellings required over the HGI period.
24. Notwithstanding this, even if the 2016-SNPP and the projected 2016HGI housing change were taken as the starting point, then a housing figure above that estimated within the 2016HGI would be appropriate and justified for Antrim and Newtownabbey in order to help rebalance the Borough's projected aging population structure and reduce the social, economic and infrastructure issues associated with an ageing population.

### Net Conversions, Closures and Demolitions

25. The 2016HGI assumes that between 2016 and 2030 there are likely to be 400 net conversions through changes of use etc. which will add to Antrim and Newtownabbey's housing stock (approximately 26 dwellings per annum).
26. It is understood that the net conversions, closures and demolitions figure applied within the 2016HGI is based on trend analysis of LPS NI Housing Stock data and LPS NI Building Control Starts and Completions data. To smooth out annual fluctuations, a nine year average is taken (2010/11 to 2018/19). As illustrated within Table 3 below, Antrim and Newtownabbey is unusually the only authority to have a trend based net gain figure as a result of conversions. The robustness of the data is potentially questionable given no reason or evidence has been identified to demonstrate why the net conversions, closures and demolitions position within Antrim and Newtownabbey is out-of-kilter with the rest of Northern Ireland.

**Table 3: Local Government District - Net Conversions, Closures and Demolitions 2016HGI Trend Analysis**

Year	Antrim and Newtownabbey	Ards and North Down	Armagh City, Banbridge and Craigavon	Belfast	Causeway Coast and Glens	Derry City and Strabane	Fermanagh and Omagh	Lisburn and Castlereagh	Mid and East Antrim	Mid Ulster	Newry, Mourne and Down	Northern Ireland
2010/11	-22	82	112	196	47	86	-115	-255	-173	-77	204	85
2011/12	-200	-299	-757	-243	-508	-124	-32	-334	-364	-498	-487	-3,846
2012/13	-177	-95	-386	-319	-233	-178	107	-211	37	-80	-166	-1,701
2013/14	193	-122	-30	-103	-166	-198	-110	-23	-15	-91	383	-282
2014/15	50	-145	-127	-184	-324	-33	-323	-309	-99	-202	-50	-1,746
2015/16	183	23	-206	167	-211	48	-114	-3	44	-248	-98	-415
2016/17	43	32	110	16	66	126	-76	205	-6	-185	-48	283
2017/18	45	-30	64	78	-93	121	-121	50	-55	-70	-29	-40
2018/19	115	426	-13	-151	9	101	-42	231	54	69	36	835
2010/11-2018/19 avg	26	-14	-137	-60	-157	-6	-92	-72	-64	-154	-28	-759

Net conversions      Net stock loss (closures and demolitions)

27. As part of the Tower Block Strategy, the future of the six tower blocks in Antrim and Newtownabbey is currently being considered. In January 2020, the Northern Ireland Housing Executive identified the tower blocks at Monkscoole House and Abbotscoole House for demolition within the dPS period.

Collectively this would result in a loss of at least 130 dwellings over the period covered by the 2016HGI.

28. Notwithstanding questions over the robustness of the 2016HGI net conversions, closures and demolitions data for Antrim and Newtownabbey, given that it is a trend methodology, no account has been given to committed or planned development or regeneration projects, such as the Tower Block Strategy, over the HGI period. The figure of 400 net conversions therefore appears unjustified and should be as a minimum zero.

### **Balancing Homes and Jobs**

29. The Council's Economic Strategy has a baseline job growth of 4,100 jobs over the Plan period with an upper scenario of creating between an additional 4,000 to 5,000 new jobs (total job creation of between 8,100 and 9,100 new jobs). The dPS (Strategic Policy 2) correctly plans to deliver the higher optimistic, but deliverable, 9,000 new jobs scenario (600 new jobs per annum over the dPS period). This is based on a proactive approach by the Council to encourage jobs focused on the key sectors identified in its Economic Strategy and prioritising growth in Strategic Employment Locations, as well as economic growth associated with the Belfast Region City Deal.
30. However, as previously referred, without policy-on intervention, working age population within Antrim and Newtownabbey is projected to only increase by circa. 190 persons per annum over the dPS period. Once factors such as economic activity and employment rates are taken into account there is unlikely to be sufficient resident working age population growth to support projected / planned job growth over the dPS period.
31. Where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns and could reduce the resilience of local businesses and act as a significant barrier to delivering the Borough's economic potential. In such circumstances, it is appropriate for plan-makers to consider how the location of new housing or infrastructure development could help address these problems.
32. It is noted that the Belfast City Council draft Plan Strategy proposes a job-led housing figure of 31,600 new homes over the 2020 to 2035 period (2,106 dpa), which represents planned housing growth significantly higher than both the 2012HGI (1,054 dpa) and the 2016HGI (493 dpa). Given Belfast's functional economic market area inter-relates with Antrim and Newtownabbey, particularly areas of Metropolitan Newtownabbey, an element of the new housing required to support Belfast's planned economic growth is likely to be required within Antrim and Newtownabbey over the plan period.
33. Overall, to support planned economic growth within Antrim and Newtownabbey and also help support planned economic growth within the wider functional economic area associated with the Belfast Metropolitan Urban Area, a level of housing growth above the 2016HGI demographic-based starting point figure will be required.

## Summary Conclusion

34. The dPS housing figure (650 dpa) is based on an average taken from the 2012HGI (554 dpa) and long-term and pre-global recessionary influenced housing completion trends between 1995 and 2010 (748 dpa).
35. However, in September 2019 the 2016HGI proposed a lower demographic trend-based housing requirement of 280 dpa. Although the 2012HGI and the 2016HGI have different base-years and cover different time periods, the difference between the 2012HGI and 2016HGI is meaningful.
36. The guidance accompanying the 2016HGI confirms that they are starting-point projections as they do not take into account policy or other relevant planning factors. However, although a starting-point, local councils still need to demonstrate they have had regard of the 2016HGI when preparing their respective Local Development Plans (LDPs). In view of this, the Antrim and Newtownabbey Housing Growth Review has considered the 2016HGI within the context of following relevant factors which influence the demand and need for housing over the dPS period:

(a) Regional Development Strategy

The longstanding strategic planning framework for Northern Ireland set out within the Regional Development Strategy has been to distribute 52% of housing growth in North, South and West of the region and 48% of growth in the Belfast Metropolitan Urban Area (BMUA) and its hinterland. Up until the 2016HGI previous HGIs (1998, 1998 uplifted, 2008 and 2012) have applied this apportionment within the estimated housing requirement figures. However, contrary to the RDS 2035, the 2016HGI only distributes 41% of the total Northern Ireland estimated housing figure to the BMUA and its hinterland. To align with the RDS 2035 an upward adjustment to the 2016HGI starting-point housing figure is considered necessary and justified for Antrim and Newtownabbey.

(b) Housing Completions

Within the pre-global recessionary influenced period between 1995 and 2010, Antrim and Newtownabbey achieved annual average net additional housing completions of 748 dpa. A level significantly higher than both the 2012HGI (554 dpa) and the 2016HGI (280 dpa).

Since 2015/16, even during Brexit related uncertainty, housing completions have constantly risen above the starting point demographic based housing figure indicated within 2016HGI. Over the past 11 years (2008/9 to 2018/19) for which consistent Local Government District housing completion data is available, housing completions for Antrim and Newtownabbey have always been greater than that estimated within the 2016HGI over the period covered by the dpa (the lowest completions being 340 in the 2013/14 and 2014/15 monitoring years).

With housing completion rates providing a clear indication of housing demand within a given area longer term housing completion data for Antrim and Newtownabbey indicate that the 2016HGI starting-point housing figure is too low to meet demand. An upward adjustment is necessary and justified.

(c) Household Projections

2016-based sub national population projections which underpin the demographic-based household change starting point within the 2016HGI projects population change to be 5,536 persons over the period covered by the dPS. However, the majority of population change (85%) is projected to be those of retirement age (4,680 persons).

A demographic based housing figure above that estimated within the 2016HGI is therefore an appropriate and justified for Antrim and Newtownabbey in order to help rebalance the Borough's projected ageing population structure and reduce the social, economic and infrastructure issues associated with an ageing population.

Analysis of recent short-term and long-term migration trends for Antrim and Newtownabbey would suggest that the 5-year trend period underpinning the 2016-SNPP was to an extent recessionary influenced and therefore unlikely to accurately represent typical annual net migration for the Borough over the dPS period. In view of this, it is therefore considered that the demographic-based household projection starting point for Antrim and Newtownabbey over the period covered by the 2016HGI is potentially too low (59,200 households by 2030). The consequence of this being an underestimation of demographic-based household change and therefore dwellings required over the HGI period.

(d) Net Conversions, Closures and Demolitions

The 2016HGI assumes through analysis of trend data that there are likely to be approximately 26 dpa added to Antrim and Newtownabbey's housing stock through net conversions (i.e. changes of use etc.). However, the trend analysis for Antrim and Newtownabbey appears to be out-of-kilter with all other Local Government Districts who experienced net losses through housing closures and demolitions. No evidence has been identified which would support the trends in Antrim and Newtownabbey being different to the rest of Northern Ireland.

Notwithstanding any uncertainty over why the trend data for Antrim and Newtownabbey is out-of-kilter with the rest of Northern Ireland, given the 2016HGI net conversions, closures and demolitions figure is based on trend analysis, no account has been given to committed or planned development or regeneration projects, such as the Northern Ireland Housing Executive Tower Block Strategy, over the HGI period. The figure of 26 net conversions therefore appears unjustified and should be as a minimum zero, or like all other Local Government Districts, a net closure and demolition figure.

(e) Balancing Jobs and Housing

Underpinned by the Council's Economic Strategy, the dPS seeks to support the delivery of 600 jobs per annum over the dPS period. However, the 2016HGI housing figure is only projected to support the increase in working age population by circa. 190 persons per annum. Once factors such as economic activity and employment rates are taken into account there is unlikely to be sufficient resident working age population growth to support projected / planned job growth

over the dPS period. Without an upward adjustment to the housing figure, this could result in unsustainable commuting patterns and or failure to deliver planned economic growth.

Furthermore, to support planned job growth within the wider City of Belfast functional economic area, an increased level of new housing above demographic-based trends will be required within Antrim and Newtownabbey, particularly within Metropolitan Newtownabbey given the area strong connection with the City of Belfast.

To support planned and projected job growth, an upward adjustment to the 2016HGI demographic starting point housing figure is therefore necessary and justified.

37. As set out above, the Antrim and Newtownabbey Housing Growth Review has had regard to the 2016HGI and having considered the HGI against numerous factors influencing the demand and need for housing, it is evident that the 2016HGI demographic-based starting point figure for Antrim and Newtownabbey is too low. In view of this, the housing figure within the dPS (650 dpa) remains to be the most appropriate and justified housing figure for Antrim and Newtownabbey over the period 2015 to 2030.

## Annex 5: Estimated Housing Supply 2015 to 2030

Location	Housing Allocation	COMMITTED RESIDENTIAL UNITS						POTENTIAL ADDITIONAL UNITS				TOTAL POTENTIAL UNITS	
		Built since 2015	Extant Units - Site Commenced	Extant Units - Site Not Started	Uncommitted Zoning	Windfall	Sub-total	Urban Capacity	Uncommitted Greenfield	DOS	Sub-total	TOTAL	TOTAL
Metropolitan Newtownabbey	3900	1027	1522	632	790	548	4519	720	30	n/a	750	5269	5269
Antrim	2750	535	1544	827	100	323	3329	766	1264	n/a	2030	5359	5359
Ballyclare	1100	385	325	2118	430	120	3378	44	85	n/a	129	3507	3507
Crumlin	350	120	166	8	0	98	392	25	0	n/a	25	417	417
Randalstown	350	24	124	179	68	45	440	139	59	n/a	198	638	638
Ballynure	60	21	2	1	0	n/a	24	n/a	n/a	0	0	24	24
Ballyrobert	35	50	20	0	0	n/a	70	n/a	n/a	12	12	82	82
Burnside	50	27	1	0	33	n/a	61	n/a	n/a	60	60	121	121
Doagh	75	20	168	9	70	n/a	267	n/a	n/a	0	0	267	267
Dunadry	10	4	1	19	0	n/a	24	n/a	n/a	0	0	24	24
Parkgate	10	11	6	13	0	n/a	30	n/a	n/a	23	23	53	53
Straid	5	0	0	0	0	n/a	0	n/a	n/a	3	3	3	3
Templepatrick	100	54	63	43	0	n/a	160	n/a	n/a	53	53	213	213
Toome	55	49	136	43	0	n/a	228	n/a	n/a	219	219	447	447
Hamlets	150	44	72	46	n/a	n/a	162	n/a	n/a	133	133	295	295
Countryside	750	750 (2015-30)	n/a	n/a	n/a	n/a	750	n/a	n/a	n/a	n/a	750	750
<b>TOTAL</b>	<b>9750</b>	<b>3121</b>	<b>4150</b>	<b>3938</b>	<b>1491</b>	<b>1134</b>	<b>13834</b>	<b>1694</b>	<b>1438</b>	<b>503</b>	<b>3635</b>	<b>17469</b>	<b>17469</b>

## **Annex 6: Status of Land Zoned in Legacy Area Plans**

The tables and maps below (for villages and above in the proposed settlement hierarchy, with an existing housing zoning or housing land use policy area) provide an illustration of the level of commitment and location of each housing zoning. These are as designated in the legacy Antrim Area Plan 1984 – 2001; and Belfast Metropolitan Area Plan 2015, version as published 2014, draft Belfast Metropolitan Area Plan 2015, version as published 2004 and the Newtownabbey Area Plan, Belfast Urban Area Plan where relevant.

## Metropolitan Newtownabbey

As indicated below, within Metropolitan Newtownabbey, the majority of housing zonings are either built; committed through approval, site commencement or are ongoing housing schemes. The uncommitted zoned housing sites are either located well within the urban fabric of the settlement and those on the periphery of the settlement are subject to a Proposal of Application Notice/Pre-Application Discussion.

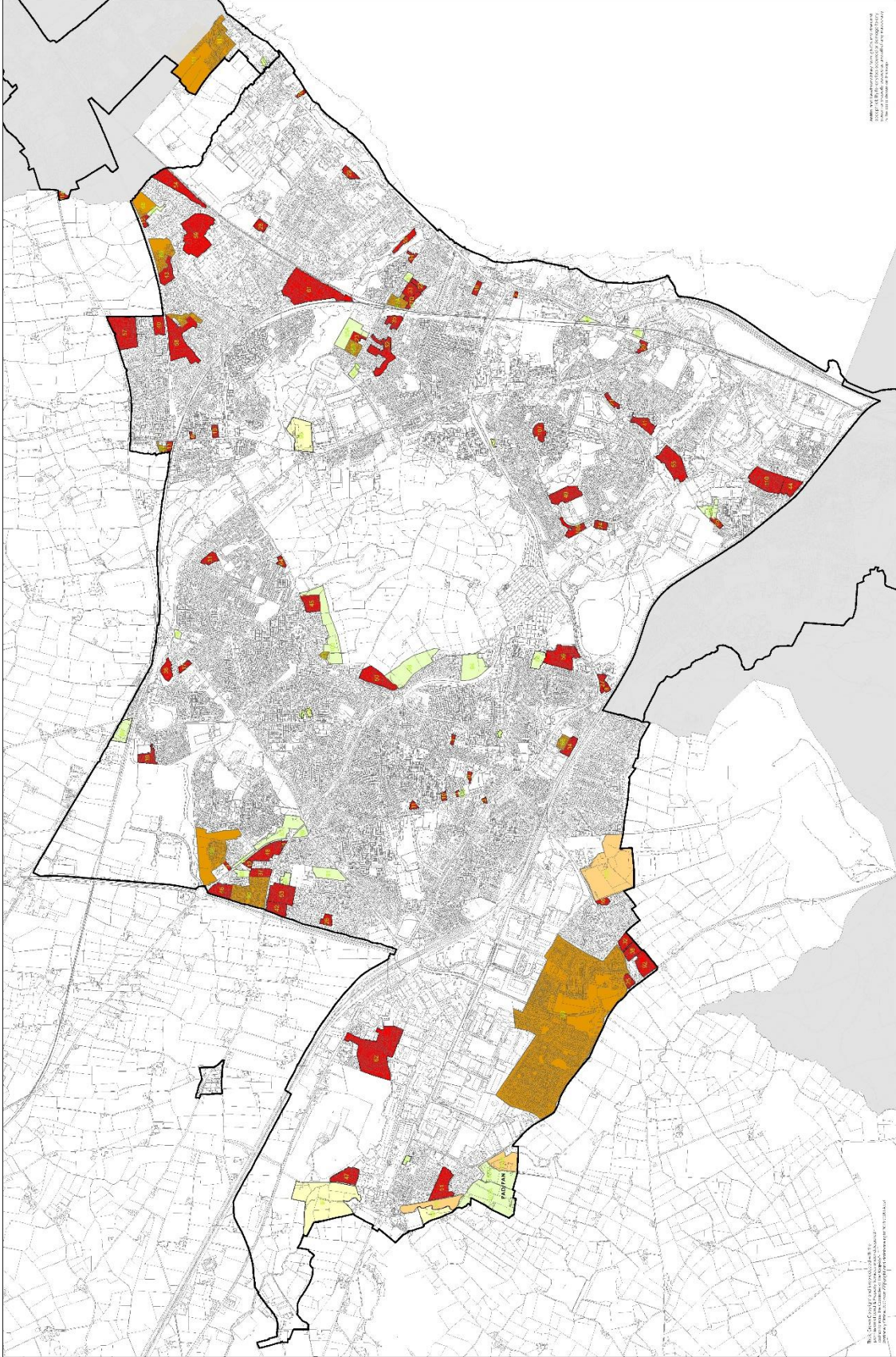
NEWTOWNABBEY ZONED LAND 2020					
Map Ref	BMAP 2014 REF	DRAFT BMAP 2004 REF	BUAP REF	STATUS	NOTES
1	MNY 02/01	none, within DL	none, within DL	Built	
2	MNY 02/02	MNY 03/01	none, within DL	Built	
3	MNY 02/03	MNY 02/01	none, within DL	Built	
4	MNY 02/04	MNY 02/02	none, within DL	Built	
5	MNY 02/05	MNY 02/03	none, within DL	Built	
6	MNY 02/06	MNY 03/03	none, within DL	Built	
7	MNY 02/07	MNY 03/04	none, within DL	Built	
8	MNY 02/08	MNY 04/01	none, within DL	Built	
9	MNY 02/09	MNY 04/03	none, within DL	Built	
10	MNY 02/10	MNY 04/04	none, within DL	Built	
11	MNY 02/11	MNY 03/07	none, within DL	Built	
12	MNY 02/12	MNY 04/06	none, within DL	Built	
13	MNY 02/13	MNY 02/04	none, within DL	Built	
14	MNY 02/14	MNY 05/08	none, within DL	Built	
15	MNY 02/15	MNY 05/06	zoned	Built	
16	MNY 02/16	MNY 03/09	none, within DL	Built	
17	MNY 02/17	MNY 02/07	none, within DL	Built	
18	MNY 02/18	MNY 02/08	none, within DL	Built	
19	MNY 02/19	MNY 03/10	none, within DL	Built	
20	MNY 02/20	MNY 02/10	none, within DL	Built	
21	MNY 02/21	none, within DL	none, within DL	Built	
22	MNY 02/22	MNY 02/11	none, within DL	Built	
23	MNY 02/23	MNY 03/11	none, within DL	Built	
24	MNY 02/24	MNY 02/12	none, within DL	Built	
25	MNY 02/25	MNY 02/14	none, within DL	Built	



26	MNY 02/26	MNY 02/13	zoned	Built	
27	MNY 02/27	MNY 03/12	none, within DL	Built	
28	MNY 02/28	MNY 02/15	none, within DL	Built	
29	MNY 02/29	MNY 03/13	none, within DL	Built	
30	MNY 02/30	MNY 02/18	none, within DL	Built	
31	MNY 02/31	MNY 03/14	none, within DL	Built	
32	MNY 02/32	MNY 02/16	none, within DL	Built	
33	MNY 02/33	MNY 02/17	none, within DL	Built	
34	MNY 02/34	MNY 02/19	none, within DL	Built	
35	MNY 02/35	MNY 02/20	zoned	Built	
36	MNY 02/36	MNY 02/21	none, within DL	Built	
37	MNY 02/37	MNY 02/22	none, within DL	Built	
38	MNY 02/38	MNY 02/23	none, within DL	Built	
39	MNY 02/39	MNY 03/16	none, within DL	Built	
40	MNY 02/40	MNY 02/24	zoned	Built	
41	MNY 02/41	MNY 05/14	none, within DL	Built	
42	MNY 02/42	MNY 03/17	zoned	Built	
43	MNY 02/43	MNY 02/25	none, within DL	Built	
44	MNY 02/44	none, within DL	none, within DL	Built	
45	MNY 02/45	MNY 02/26	zoned	Built	
46	MNY 02/46	MNY 04/10	none, within DL	Built	
47	MNY 02/47	MNY 02/07	none, within DL	Built	
48	MNY 02/48	MNY 02/29	none, within DL	Built	
49	MNY 02/49	MNY 02/28	none, within DL	Built	
50	MNY 02/50	MNY 02/30	none, within DL	Built	
51	MNY 02/51	MNY 02/31	none, within DL	Built	
52	MNY 02/52	MNY 02/33	zoned	Built	
53	MNY 02/53	MNY 02/32	none, within DL	Built	
54	MNY 02/54	MNY 02/34	zoned	Built	
55	MNY 02/55	MNY 02/35	none, within DL	Built	
56	MNY 02/56	MNY 04/12	none, within DL	Built	
57	MNY 02/57	MNY 02/36	zoned	Built	
58	MNY 02/58	MNY 02/37, MNY 02/05	zoned (partially)	Built	
59	MNY 02/59	MNY 02/38	zoned	Built	
60	MNY 02/60, MNY 02/62, MNY 03/08, MNY 03/09	MNY 03/19, 03/20, 02/41, 02/39	zoned (partially), remainder within DL	Development On-Going	
61	MNY 02/61	MNY 02/40	none, within DL	Built	
62	MNY 02/63	MNY 02/42	none, within DL	Built	
63	MNY 03/01	MNY 05/04	zoned	Development On-Going	
64	MNY 03/02	MNY 03/06	none, within DL	Built	
65	MNY 03/03	zoned emp/ind	none, within DL	Built	
66	MNY 03/04	MNY 04/09	none, within DL	Built	

67A	MNY 03/05	MNY 04/11	none, within DL	Development On-Going	
67B	MNY 03/05	MNY 04/11	none, within DL	Built	
68	MNY 03/06	MNY 05/16	zoned	Development On-Going	
69	MNY 03/07	MNY 03/18	zoned	Development On-Going	
70	MNY 03/10	none, within DL	none, within DL	Site Commenced	
71	MNY 03/11	MNY 05/16	none, within DL	Development On-Going	
72	MNY 03/12	MNY 04/07	none, within DL	Development On-Going	
73	MNY 04/01	MNY 05/01	none, within DL	Uncommitted	
74	MNY 04/02	MNY 05/02	none, within DL	Live Approval - Not Started	
75	MNY 04/03	MNY 05/03	none, within DL	Uncommitted	
76	MNY 04/04	MNY 04/02	none, within DL	Built	
77	MNY 04/05	MNY 04/05	none, within DL	Uncommitted	mobile classroom on site
78	MNY 04/06	MNY 05/05	none, within DL	Uncommitted	
79	MNY 04/07	MNY 05/06	none, within DL	Uncommitted	
80	MNY 04/08	MNY 05/16	zoned	Uncommitted	
81	MNY 04/09	MNY 05/08	none, within DL	Uncommitted	outline approval for care home
82	MNY 04/10	MNY 05/07	none, within DL	Uncommitted	
83	MNY 04/11	MNY 05/09	none, within DL	Uncommitted	
84	MNY 04/12	MNY 05/10	none, within DL	Uncommitted	
85	MNY 04/13	MNY 05/11	none, within DL	Uncommitted	
86	MNY 04/14	MNY 05/12	none, within DL	Uncommitted	
87	MNY 04/15	MNY 04/08	none, within DL	Uncommitted	new church hall on site
88	MNY 04/16	MNY 03/15	none, within DL	Uncommitted	
89	MNY 04/17	none, within DL	none, within DL	Live Approval - Not Started	
90	MNY 04/18, MNY 04/22	MNY 05/18 partially	none, within DL	Development On-Going	
91	MNY 04/19	MNY 05/15	none, within DL	Uncommitted	
92	MNY 04/20	outside DL	outside DL	Built	
93	MNY 04/21	MNY 05/17	none, within DL	Uncommitted	part of site subject to S76 as transfer in conjunction with LA03/2019/0615/F
94	MNY 04/23	MNY 05/19	zoned	Uncommitted	
95A	MNY 04/24	zoned emp/ind	none, within DL	Uncommitted	
95B	MNY 04/24	zoned emp/ind	none, within DL	Development On-Going	
96	MNY 04/25	MNY 04/13	none, within DL	Live Approval - Not Started	
97	MNY 04/26	outside DL	outside DL	Live Approval - Not Started	
98	MNY 04/27	none, within DL	none, within DL	Uncommitted	
99	MNY 04/28	outside DL	outside DL	Live Approval - Not Started	
100	MNY 04/29	none, within DL	none, within DL	Uncommitted	

101	MNY 04/30	MNY 05/20	none, within DL	Development On-Going	
102	MNY 04/31	MNY 05/21	open space	Site Commenced	
103A	MNY 04/32	outside DL	outside DL	Uncommitted	PAN/PAD
103B	MNY 04/32	none, within DL	none, within DL	Site Commenced	
103C	MNY 04/32	none, within DL	none, within DL	Uncommitted	PAN/PAD
104	MNY 04/33	MNY 03/05	none, within DL	Live Approval - Not Started	
105	MNY 04/34	MNY 03/08	none, within DL	Uncommitted	
106	MNY 04/35	none, within DL	none, within DL	Uncommitted	
107	MNY 04/36	none, within DL	none, within DL	built	
108	MNY 04/37	none, within DL	none, within DL	Built	
109	MNY 04/38	none, within DL	none, within DL	Uncommitted	
110	MNY 04/39	none, within DL	none, within DL	Built	
111	GD 04/08	MNY 05/11	zoned	Development On-Going	
112	GD 03/06	MNY 05/11	zoned	Development On-Going	
113	GD 04/01	MNY 05/01	none, within DL	Uncommitted	new road line reduces site
114	GD 04/10	outside DL	outside DL	Built	



**Newtownabbey Zoned Land 2020**  
(Revised Metropolitan Area Plan 2014)

Map of Newtownabbey Zoned Land 2020. The map shows the following zones and planning status:

- Built** (Red)
- On-going** (Orange)
- Live Approval - Not Started** (Yellow)
- Uncommitted** (Green)
- Neighbourhood Council Area** (Light Grey)

Scale: 0 to 1000m

North Arrow

Map of Newtownabbey Zoned Land 2020. The map shows the following zones and planning status:

- Built** (Red)
- On-going** (Orange)
- Live Approval - Not Started** (Yellow)
- Uncommitted** (Green)
- Neighbourhood Council Area** (Light Grey)

Scale: 0 to 1000m

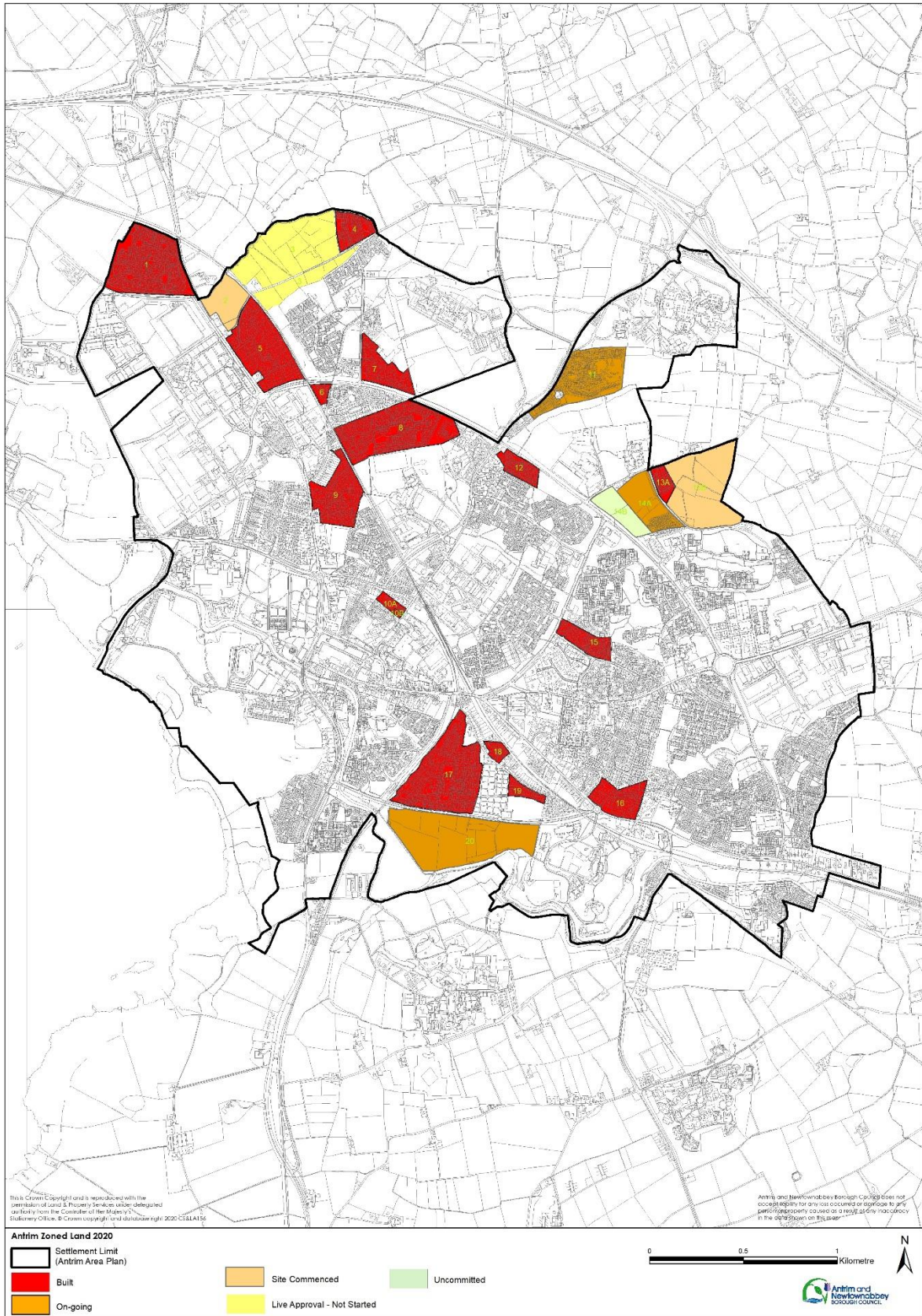
North Arrow

## Antrim

As indicated below, within Antrim, the majority of housing zonings are committed. The single uncommitted zoned housing site is located well within the urban fabric of the settlement.

ANTRIM Zoned Land 2020		
Map Ref	STATUS	NOTES
1	Built	
2	Site Commenced	
3	Live Approval - Not Started	
4	Built	
5	Built	
6	Built	
7	Built	
8	Built	
9	Built	
10A	Built	
10B	Built	
11	Development On-Going	
12	Built	
13A	Built	
13B	Site Commenced	
14A	Development On-Going	
14B	Uncommitted	
15	Built	
16	Built	
17	Built	
18	Built	
19	Built	
20	Development On-Going	





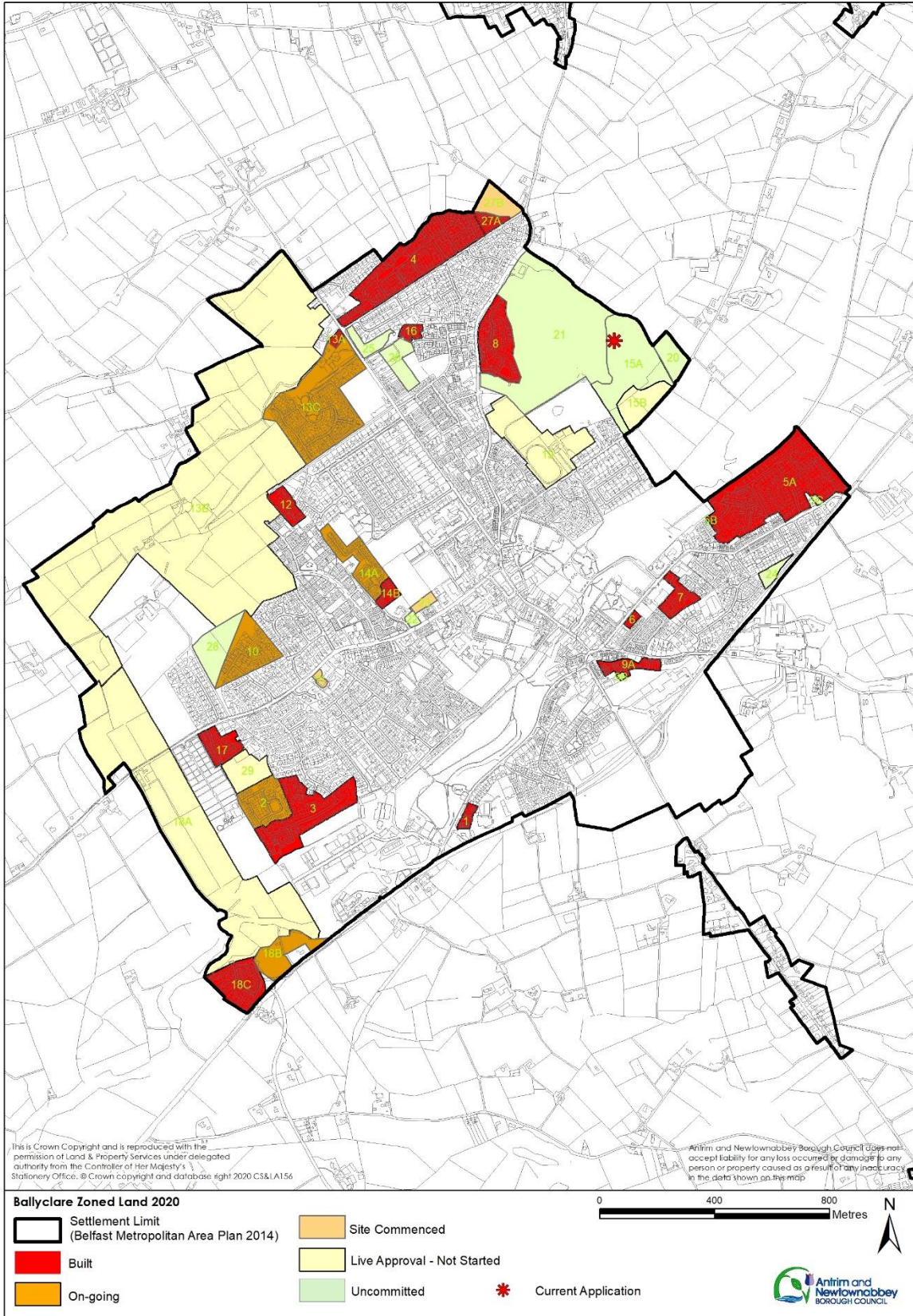
## Ballyclare

As indicated below, within Ballyclare, the majority of housing zonings are committed. Of the 10 uncommitted zoned housing sites, these are either located well within the urban footprint of the settlement or are subject to a current planning application.

<b>BALLYCLARE Zoned Land 2020</b>					
<b>MAP REF</b>	<b>BMAP 2014 REF</b>	<b>DRAFT BMAP 2004 REF</b>	<b>NEWTOWNABBY AREA PLAN REF</b>	<b>STATUS</b>	<b>NOTES</b>
1	BE 02/01	BE 02/01	none, within DL	Built	
2	BE 02/02	BE 02/03	H5	Development on-going	
3	BE 02/03	BE 02/05	H5	Built	
4	BE 02/04	BE 02/06	H6	Built	
5A	BE 02/05	BE 02/07	H7	Built	
5B	BE 02/05	BE 02/07	none, within DL	Built	
5C	BE 02/05	BE 02/07	H7	Uncommitted	
6	BE 02/06	BE 03/01	none, within DL	Built	
7	BE 02/07	BE 03/03	none, within DL	Built	
8	BE 02/08	BE 03/04	none, within DL	Built	
9A	BE 03/01	BE 02/02	none, within DL	Built	
9B	BE 03/01	BE 02/02	none, within DL	Uncommitted	
10	BE 03/02	BE 02/03	H2	Development on-going	
11	BE 03/03	BE 03/02	none, within DL	Site Commenced	
12	BE 03/04	BE 04/01	none, within DL	Built	
13A	BE 03/05	BE 04/04	H3	Built	
13B	BE 03/05	BE 04/04, partly outside DL	H3, H4 and outside DL	Live Approval -Not Started	
13C	BE 03/05	BE 04/04	H3	Development on-going	
14A	BE 03/06	BE 05/08	none, within DL	Development on-going	
14B	BE 03/06	BE 05/08	none, within DL	Built	
15A	BE 03/07	BE 04/03	none, within DL	Uncommitted	current application
15B	BE 03/07	BE 04/03	none, within DL	Live Approval -Not Started	
16	BE 03/08	BE 05/05	none, within DL	Built	
17	BE 03/09	BE 05/09	none, within DL	Built	
18A	BE 03/10	none, partly outside DL	none, partly within DL	Live Approval -Not Started	
18B	BE 03/10	none, within DL	none, within DL	Development on-going	
18C	BE 03/10	outside DL	outside DL	Built	
19	BE 04/01	BE 04/02	none, within DL	Live Approval -Not Started	
20	BE 04/02	BE 04/03	none, within DL	Uncommitted	current application
21	BE 04/03	BE 04/03	none, within DL	Uncommitted	current application

22	BE 04/04	BE 05/01	none, within DL	Uncommitted	
23	BE 04/05	BE 05/02	none, within DL	Site Commenced	
24	BE 04/06	BE 05/03	none, within DL	Uncommitted	
25	BE 04/07	BE 05/04	none, within DL	Uncommitted	
26	BE 04/08	BE 05/05	none, within DL	Uncommitted	
27A	BE 04/09	BE 05/06	H6	Built	
27B	BE 04/09	BE 05/06	H6	Site Commenced	
28	BE 04/10	BE 05/07	H2	Uncommitted	
29	BE 04/11	BE 05/09	none, within DL	Live Approval -Not Started	

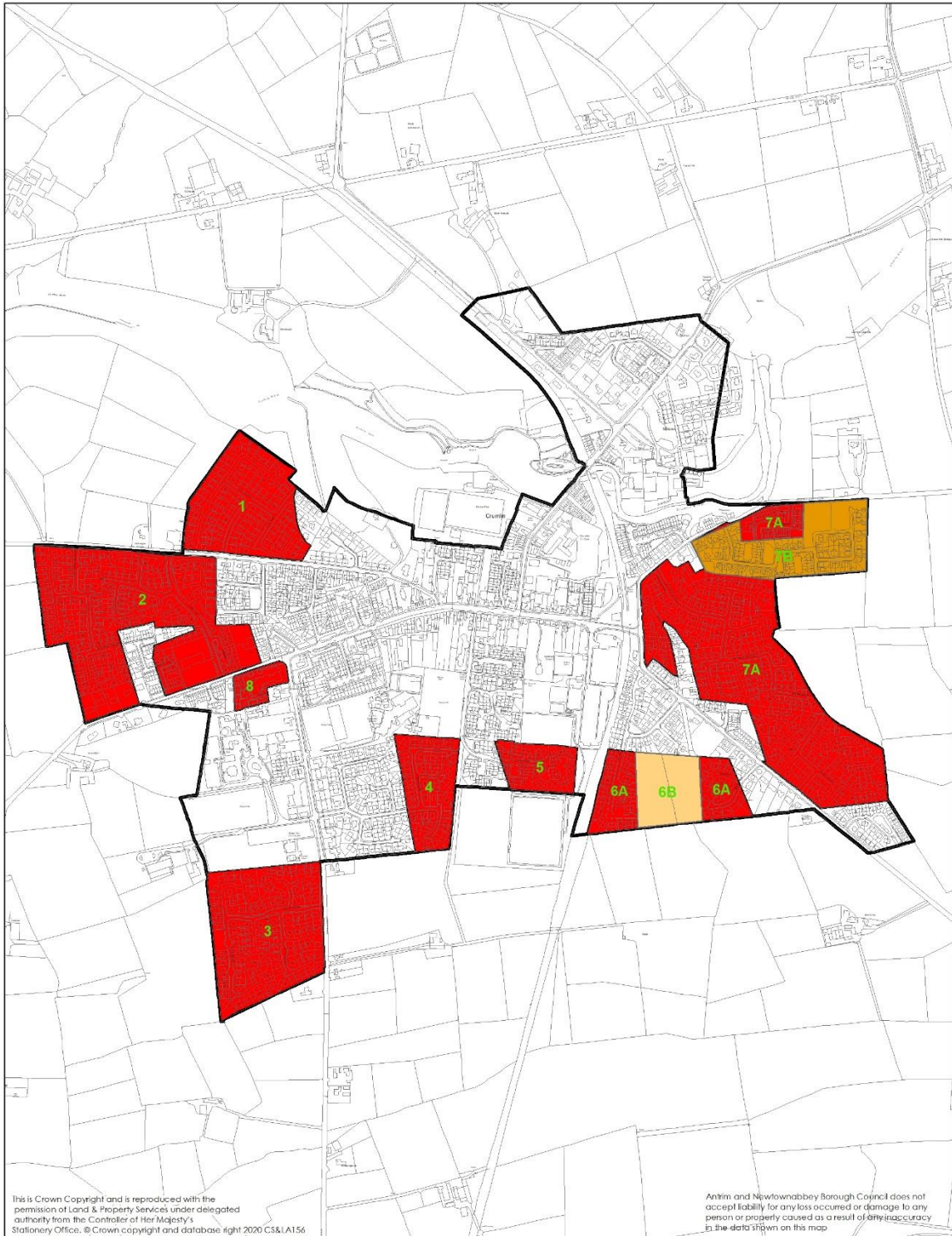




## Crumlin

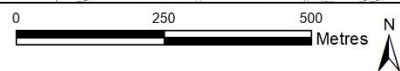
As indicated below, within Crumlin, all housing zonings are committed.

CRUMLIN Zoned Land 2020		
MAP REF	STATUS	NOTES
1	Built	
2	Built	
3	Built	
4	Built	
5	Built	
6A	Built	
6B	Site Commenced	found in on adjacent unzoned site which is the same approval
7A	Built	
7B	Development On-going	
8	Built	



# **Crumlin Zoned Land Status 2020**

- Settlement Limit  
(Antrim Area Plan)
- Built
- Site Commenced
- On-going

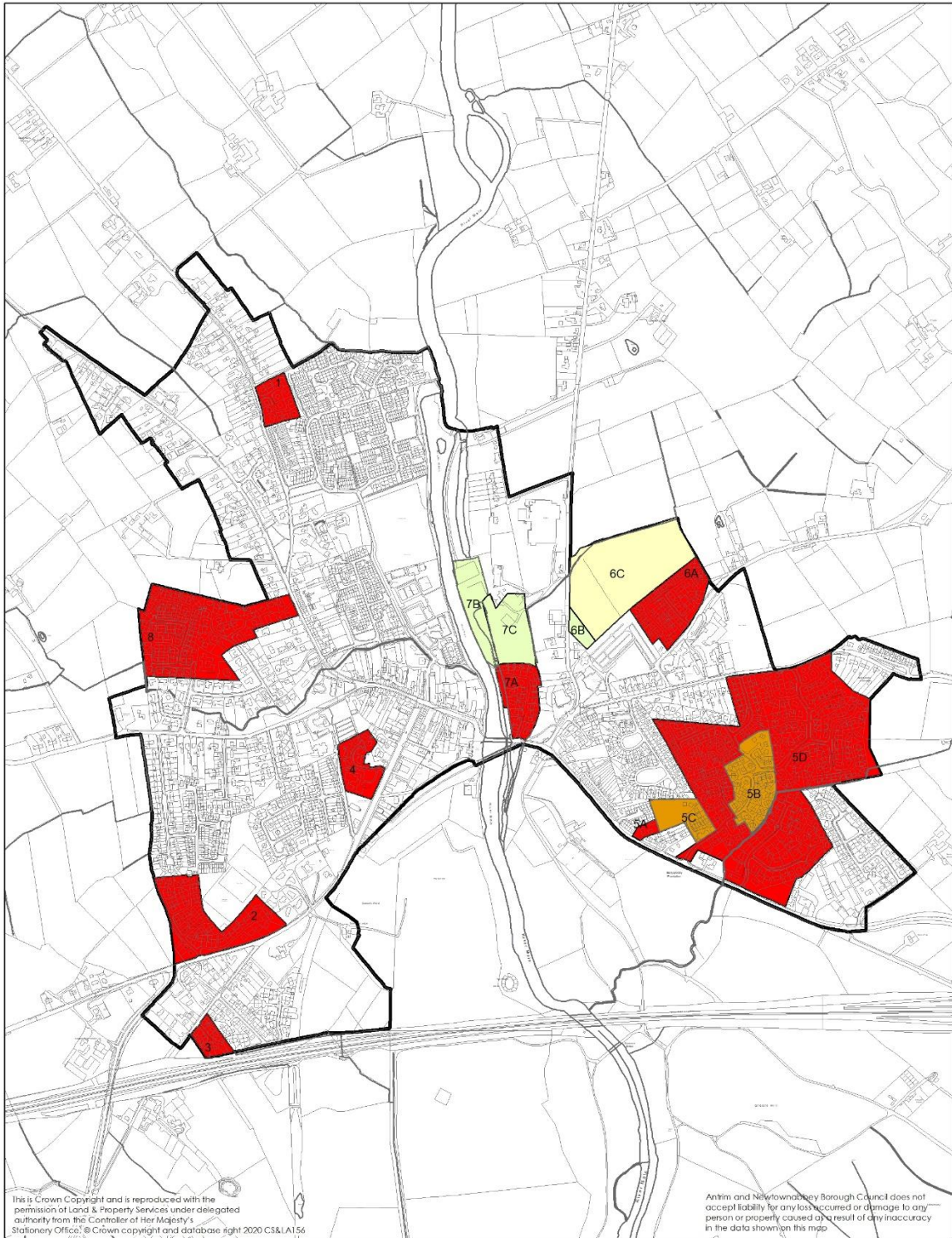


## Randalstown

As indicated below, within Randalstown, the majority of housing zonings are committed, while the 3 uncommitted sites are located well within the urban footprint of the settlement.

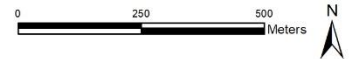
RANDALSTOWN Zoned Land 2020		
MAP REF	STATUS	NOTES
1	Built	
2	Built	
3	Built	
4	Built	
5a	Built	
5b	Development On-going	
5c	Development On-going	
5d	Built	
6A	Built	
6B	Uncommitted	
6C	Live Approval -Not Started	
7A	Built	
7B	Uncommitted	majority of site is water
7C	Uncommitted	
8	Built	





# **Randalstown Zoned Land Status 2020**

- Settlement Limit  
(Antrim Area Plan)
- Built
- Live Approval - Not Started
- On-going
- Uncommitted



## Ballynure

As indicated below, within Ballynure, the majority of housing land use policy areas are committed and the 1 remaining uncommitted site has been identified in a representation to the dPS as being unavailable for housing. It is also subject to an application for extension to the existing car park.

BALLYNURE ZONED LAND 2020					
MAP REF	BMAP 2004 REF	DRAFT BMAP 2014 REF	NEWTOWNABBEY AREA PLAN REF	STATUS	NOTES
1	BNE 02/01	BNE 02/01	none, within DL	Built	
2	BNE 02/02	BNE 02/02	none, within DL	Built	
3	BNE 02/03	BNE 02/03	none, within DL	Built	
4	BNE 03/01	BNE 03/01	none, within DL	Uncommitted	Identified in representation to dPS as not coming forward for housing and car park extension also approved.

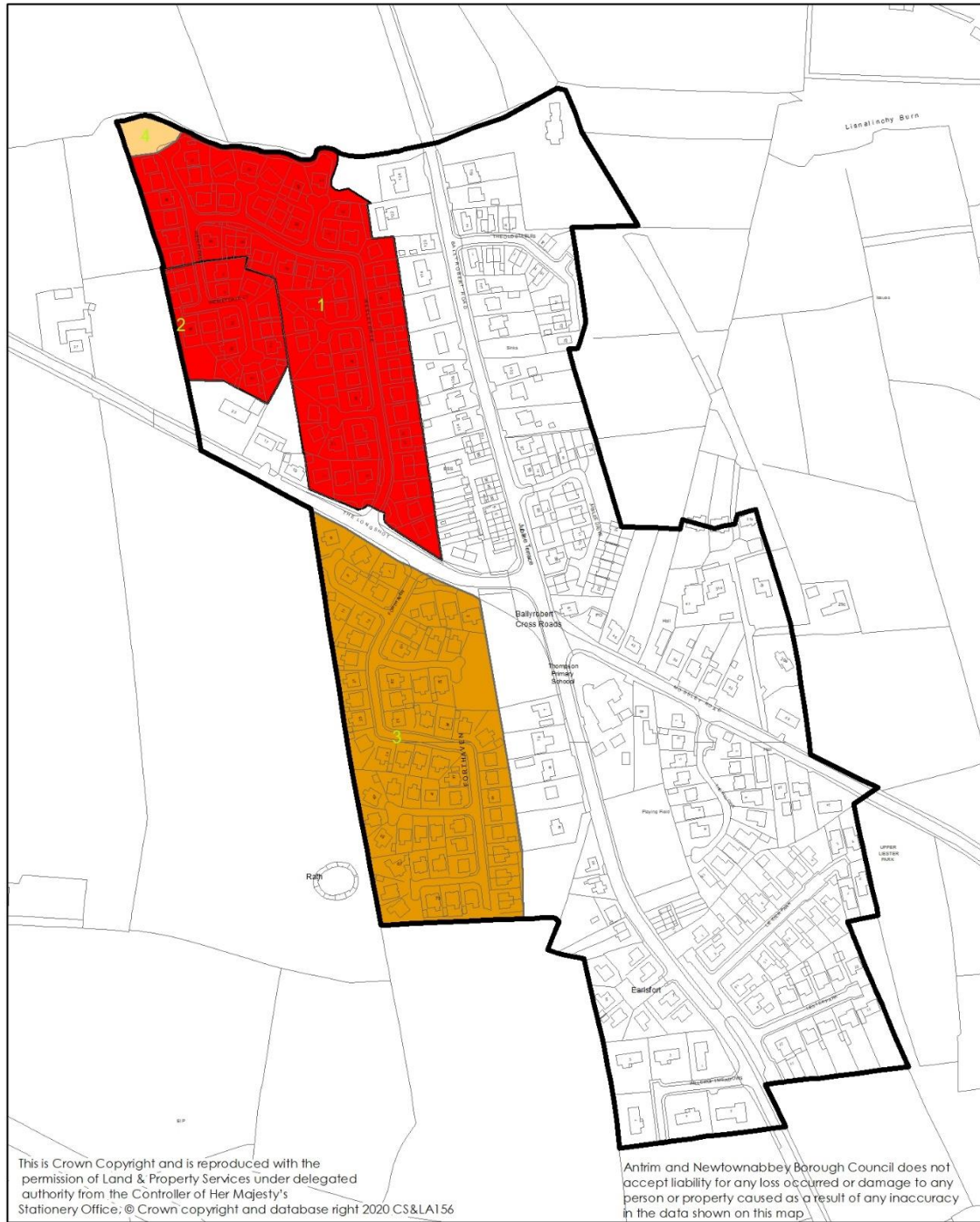


## Ballyrobert





As indicated below, within Ballyrobert, all of the housing land use policy areas are committed.

BALLYROBERT ZONED LAND 2020					
Map Ref	BMAP 2014 REF	DRAFT BMAP 2004 REF	NEWTOWNABBEY AREA PLAN REF	STATUS	NOTES
1	BT 02/02	BT 02/02	none, within DL	Built	
2	BT 02/01	BT 02/01	none, within DL	Built	
3	BT 03/01	BT 03/01	none, within DL	Development On-Going	
4	BT 02/02	BT 02/02	none, within DL	Site Commenced	





### Ballyrobert Zoned Land Status 2020

-  Settlement Limit  
(Belfast Metropolitan Area Plan 2014 version)
-  Built
-  On-going
-  Site Commenced

0 100 200  
Metres



## Burnside

As indicated below, within Burnside, the majority of housing land use policy areas are committed and the 2 remaining uncommitted are both zoned in dBMAP 2004 version and located within the settlement limit as designated in the Newtownabbey Area Plan.

Burnside ZONED LAND 2020					
MAP REF	BMAP 2014 REF	DRAFT BMAP 2004 REF	NEWTOWNABBEY AREA PLAN REF	STATUS	NOTES
1	CY 02/01	CY 02/01	none, inside DL	Built	
2	CY 02/02	CY 02/02	none, inside DL	Built	
3	CY 03/01	CY 03/03	none, inside DL	Built	
4	CY 04/02	CY 03/02	none, inside DL	Uncommitted	
5	CY 04/01	CY 03/01	none, inside DL	Uncommitted	

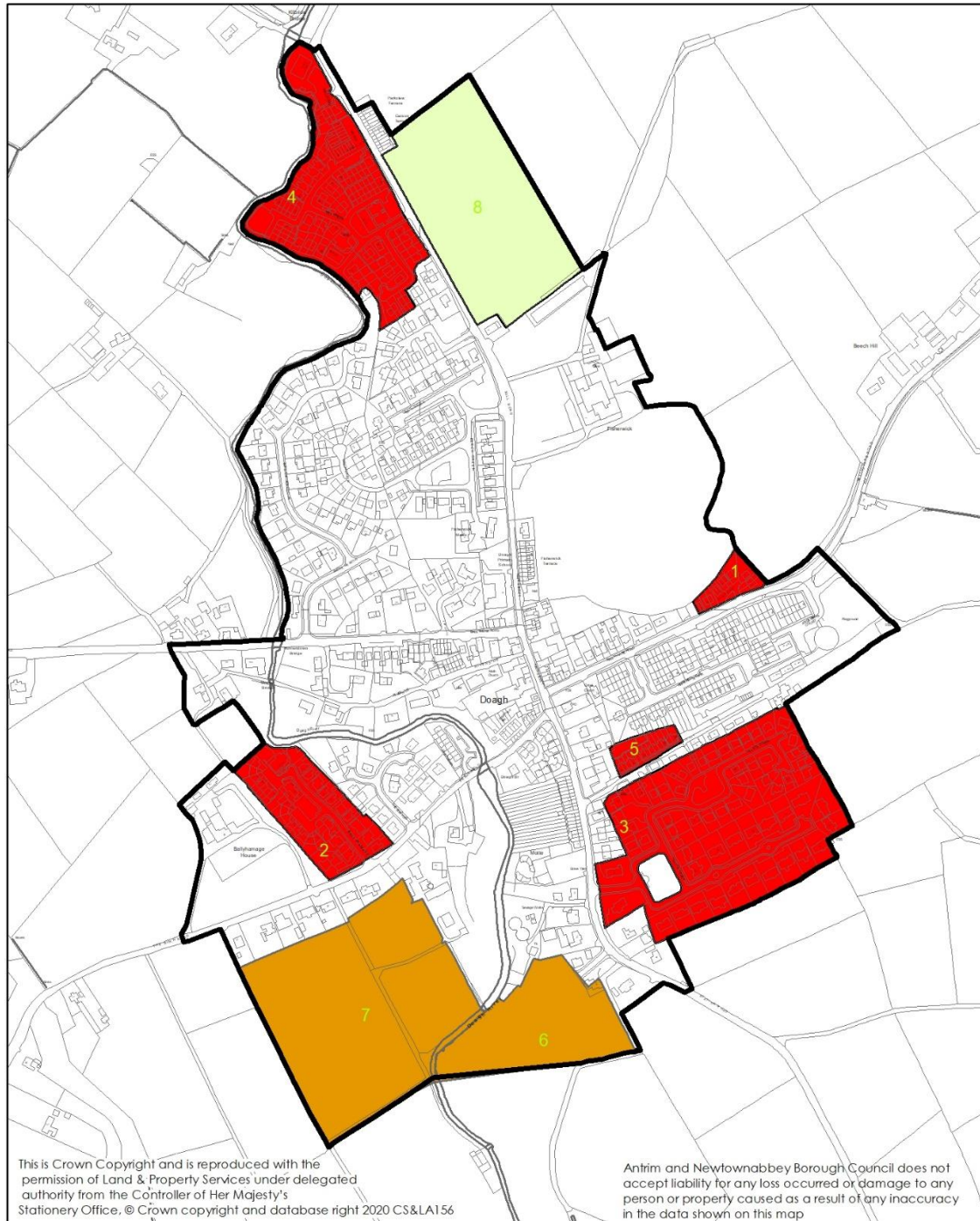


## Doagh





As indicated below, within Doagh, the majority of housing land use policy areas are committed and the 1 uncommitted is subject to a Pre Application Discussion, zoned in dBMAP 2004 version and located within the settlement limit as designated in the Newtownabbey Area Plan.

DOAGH ZONED LAND 2020					
MAP REF	BMAP 2014 REF	DRAFT BMAP 2004 REF	NEWTOWNABBEY AREA PLAN REF	STATUS	NOTES
1	DH 02/01	DH 02/01	none, inside DL	Built	
2	DH 02/03	DH 03/02	none, inside DL	Built	
3	DH 02/02	DH 02/02	none, inside DL	Built	
4	DH 03/02	DH 03/03	none, inside DL	Built	
5	DH 03/01	DH 03/01	none, inside DL	Built	
6	DH 03/03	DH 04/02	none, inside DL	Development On-Going	
7	DH 04/02	DH 04/02	none, inside DL	Development On-Going	
8	DH 04/01	DH 04/01	none, inside DL	Uncommitted	subject to PAD





### Doagh Zoned Land Status 2020

-  Settlement Limit  
(Belfast Metropolitan Area Plan 2014 version)
-  Built
-  On-going
-  Uncommitted

0 125 250  
Metres

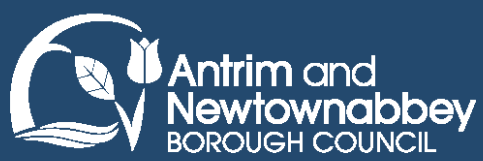


## Straid

As indicated below, within Straid, all housing land use policy areas are committed.

STRAID ZONED LAND 2020					
MAP REF	BMAP 2014 REF	DRAFT BMAP 2004 REF	Newtownabbey Area Plan REF	STATUS	NOTES
1	SD 02/01	SD 02/01	none	Built	
2	SD 02/02	SD 02/02	none	Built	





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