

MID & EAST ANTRIM DISTRICT LOCAL DEVELOPMENT PLAN PREPARATORY STUDIES

PAPER 1: POPULATION & GROWTH

JUNE 2014





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PURPOSE OF THE PAPER

To provide the Shadow Council with baseline information on population and population growth in the Mid & East Antrim District Area, to consider population projections and to assist in identifying the key issues for accommodating balanced growth up to 2030. The paper concludes with an analysis of existing growth strategies and a proposed settlement strategy for accommodating growth.

Members are reminded that no formal decisions can be made until plan making power transfers to local government. Equally, any future decision making will need to be made within the context of a Sustainability Appraisal under the provision of Planning (Northern Ireland) Act 2011. This paper is therefore intended to generate members' ideas on how planning can best meet the needs of a growing community and different groups within the community.

It is important to stress to members that in compiling the report the best information available has been used. However, much of the data from the 2011 Census has not yet been released and it is anticipated that much of the area data will become available in Spring 2015. Accordingly, it is recommended that the report is reviewed at that time to establish whether this will result in any significant changes to the conclusions.

Future papers will address land availability for housing, employment and economic development, town centres and town centre opportunities. Together these papers will provide a foundation on which work can commence by the Shadow Council on a Community Plan and a new planning strategy for Mid & East Antrim District to replace that contained in the existing Area Plans.

AIMS

- To build the capacity of members to make informed planning decisions, particularly within the plan making context;
- To provide baseline information which will inform planning policy making at local level;
- To assess the land use needs of a growing population in the Mid & East Antrim District Area and to consider the adequacy of the existing growth strategy; and
- To link with important ongoing work in relation to the development of a Community Plan and other strategic work being undertaken by the Council.

CONTENT OVERVIEW

The paper provides information on:-

- i. a profile of the population including different Section 75 groups of people, identifying those which the plan is likely to have an impact on;
- ii. a profile of the existing population, past population trends and population projections up until 2030;
- iii. a proposed settlement strategy for accommodating growth.

RECOMMENDATION

That the Shadow Council notes the findings and considers how to achieve balanced growth across Mid & East Antrim District.

SECTION 1

POPULATION PROFILE

INTRODUCTION

SECTION 75 GROUPS

SPATIAL DEPRIVATION

URBAN – RURAL DIVIDE

CONCLUSIONS

1.0 POPULATION PROFILE

INTRODUCTION

1.1 The purpose of the planning system is to secure the orderly and consistent development of land to facilitate sustainable patterns of growth and development whilst protecting and, where appropriate enhancing the natural and man-made environment. To achieve this aim it is essential that the development needs of society are properly identified.

1.2 This paper therefore examines the existing population profile for the new Mid & East Antrim Local Government District and for each of the constituent districts; additionally, for the purposes of comparison, data for the whole of Northern Ireland is also included. The paper explores the groups identified in Section 75 of the Northern Ireland Act 1998, spatial deprivation and the urban/rural divide. Population trends and population projections up until 2030 are then examined.

1.3 Information has been derived from the Northern Ireland Statistics and Research Agency (NISRA) and the Electoral Office NI.

POPULATION OF MID & EAST ANTRIM DISTRICT

1.4 The new District comprises all of the existing districts of Ballymena, Carrickfergus and Larne save for a small area of the existing Carrickfergus District in the vicinity of Greenisland which will be transferred to Antrim & Newtownabbey District. Unfortunately, it has not been possible to obtain reliable statistics for the area subject to the boundary change, therefore the data used includes this small area. At the 2011 Census, the Mid & East Antrim District (MEAD) had a combined population of 135,338, distributed between the three existing council areas as follows:

- 64,044 in Ballymena (47.3%)
- 39,114 in Carrickfergus (28.9%)
- 32,180 in Larne (23.8%)

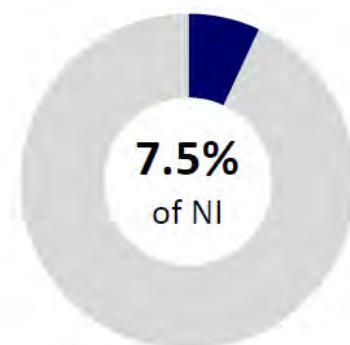
Fig.1.1: Mid & East Antrim District



1.5 The new district accounts for 7.5% of the total Northern Ireland population and extends to 104,570 hectares (1046 km²) and this equates to a population density of 1.29 just below the Northern Ireland average of 1.34 (number of usual residents per hectare) (Appendix A: Table A2). In 2011, the district had 54,314 households. The majority of usual residents lived in a household (99.09%); the remaining 0.91% were in a communal establishment which is below the Northern Ireland average of 1.24%.

Fig.1.2: Population in Mid & East Antrim District

Population



135,300 population

Source: NISRA Census 2011

SECTION 75 GROUPS

1.6 The Northern Ireland Act 1998 places a statutory duty on public authorities to have due regard to the need to promote equality of opportunity between:

- persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
- between men and women generally;
- between persons with a disability and persons without; and
- between persons with dependants and persons without.

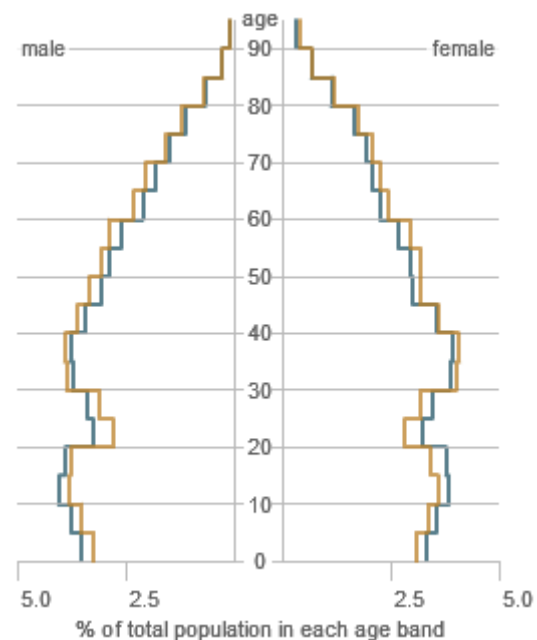
In addition, without prejudice to the above obligations, public authorities are required to have regard to the need to promote good relations between persons of different religious belief, political opinion, racial group.

1.7 The principle of promoting equality of opportunity and good relations between people must be a key objective behind the plan and will be a central theme of the sustainability assessment. In land use planning terms this means ensuring everyone benefits from quality housing, employment, and access to public services and recreation facilities. These themes will be addressed in more detail in later papers. However, this paper begins the process of identifying issues and needs facing different groups within our area over and above the general population, so that these can be considered at every stage of the plan making process. If an aim of the plan is also to help build a cohesive society then it must also be recognised that this can only be achieved by “sharing space” and “accessing opportunities”. Therefore, the paper also examines the extent to which segregation occurs and the pattern of multiple deprivation.

(A) AGE STRUCTURE

1.8 The age structure of a population has implications for planning. A growing young population will impact on the demand for and provision of childcare facilities, nursery, primary and secondary schools. A growing working aged population would necessitate that planning provides adequate housing especially for those entering the housing market and employment opportunities. For a growing elderly population, adequate services and housing to meet their specific needs must also be considered.

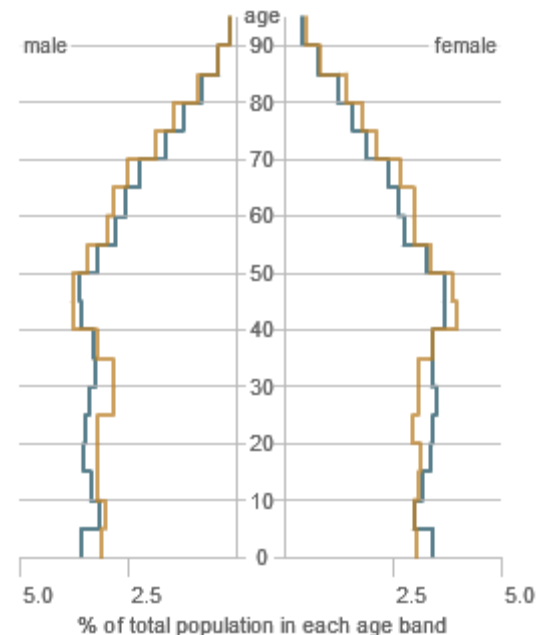
Fig. 1.3: Age Structure Northern Ireland and Mid & East Antrim- 2001



NORTHERN IRELAND **Mid and East Antrim (LGD 2014)**
Total population: 1,685,267 Total population: 127,101

Source: NISRA Census 2001

Fig. 1.4: Age Structure Northern Ireland and Mid & East Antrim- 2011



NORTHERN IRELAND **Mid and East Antrim (LGD 2014)**
Total population: 1,814,318 Total population: 135,338

Source: NISRA Census 2011

1.9 Since 2001, in Northern Ireland the number of children under the age of 16 has slightly decreased while both the working age population and the number of pensioners have slightly increased (Tables 1.1 & 1.2 & Appendix

B). In Mid & East Antrim District the number of children also declined slightly, but the overall proportion of children under the age of 16 remains just below the NI level. The working population has remained quite level since 2001 and is now slightly below the NI level. Since 2001, the number of pensioners in Mid & East Antrim has been above the NI average and numbers have increased and are also projected to rise by 20.67% between 2008 and 2023 (Appendix M: Table M1).

Table 1.1: Age Structure of Population- 2001

	0-15 years	16-64 years	65+ years
Northern Ireland	23.62%	63.13%	13.25%
Mid and East Antrim	22.13%	63.70%	14.18%
Ballymena	21.98%	63.58%	14.44%
Carrickfergus	22.62%	64.11%	13.27%
Larne	21.80%	63.41%	14.79%

Source: NISRA Census 2001 Usually Resident Population by broad age bands (administrative geographies)

Table 1.2: Age Structure of Population- 2011

	0-15 years	16-64 years	65+ years
Northern Ireland	20.95%	64.49%	14.56%
Mid and East Antrim	19.76%	63.69%	16.54%
Ballymena	20.08%	63.29%	16.64%
Carrickfergus	19.70%	64.31%	15.99%
Larne	19.21%	63.75%	17.04%

Source: NISRA Census 2011 Usually Resident Population by broad age bands and sex (administrative geographies)

1.10 Closer examination of the Super Output Areas (SOAs) within the new council area indicates that some have slightly older populations than the district average and some have much younger populations. A higher proportion of children under 16 years can be found in Kilwaughter 1, Dunclug, Eden 1 and Northland. In contrast, the proportion of people aged 65 and over is significantly higher than district level in Gardenmore, Boneybefore, Academy, Ballyloughan, Central and Craig Hill (Appendix J: Tables J1,J2,J3 & Map J4 & J5).

1.11 These variations between areas will require more targeted responses in regard to the type of services needed. The growing number of elderly is a key factory in declining average household size, projected to drop for Ballymena,

Carrickfergus & Larne from 2.52, 2.39 & 2.36 respectively in 2008 to 2.35, 2.16 & 2.19 in 2023 (NISRA Average Household Size Projections, 2008). This has been taken into account by DRD when formulating the Regional Development Strategy 2035 Housing Growth Indicators. A Local Development Plan has a role in providing development land to meet these indicators (which will be discussed in the following paper) and facilitate housing units to meet the needs of the elderly, particularly nursing homes, sheltered accommodation and smaller sized units. It also has a role in ensuring such units are accessible. Building control ensures design compliance, however planning needs to ensure that housing for the elderly is sited where it is accessible to local services and transportation. These services include health and other community facilities together with recreation and shops. A rising elderly population will also increase demand for health and community services, the development of which will also need to be accommodated.

1.12 In 2011, around one fifth of the population was under 16. Young people do not have independent use of a car. Therefore, safe and sustainable access to community and recreation facilities, including play parks and sports grounds, remains high on the agenda.

(B) GENDER & LIFE EXPECTANCY

Table 1.3: Gender balance of Mid & East Antrim Population- 2011

	Males (%)	Females (%)
Northern Ireland	49.00%	51.00%
Mid and East Antrim	48.70%	51.30%
Ballymena	49.03%	50.97%
Carrickfergus	48.20%	51.80%
Larne	48.66%	51.34%

Source: NISRA Census 2011 Sex: Q5105NI (admin geographies)

1.13 The usual resident population in NI and Mid & East Antrim is broadly split on a 50/50 basis between men and women, with slightly more females in 2011. Within the existing districts, the trend is similar, with Carrickfergus having the highest percentage of females (Table 1.3 & Appendix C).

Fig.1.3: Illustration of gender balance in MEAD



1.14 Life expectancy continues to improve for both males and females. Over the period 1998-2000 to 2008-2010, life expectancy for males improved at a slightly faster rate than for females, with the highest rate of change in Ballymena District. Ballymena District also had the highest life expectancy of all three districts in both periods for both males and females. Although the gap between the two genders has reduced, females live just over 4 years longer than males (4.26 years), a differential which is slightly below the N. Ireland level of 4.45 years (Table 1.4, Fig. 1.6 & Appendix C). In the UK, life expectancy at birth is expected to increase by around 5 years between 2012 and 2037 (Office of National Statistics) for both men and women and it is therefore anticipated that life expectancy will similarly increase in Mid & East Antrim District.

(C) MARITAL STATUS

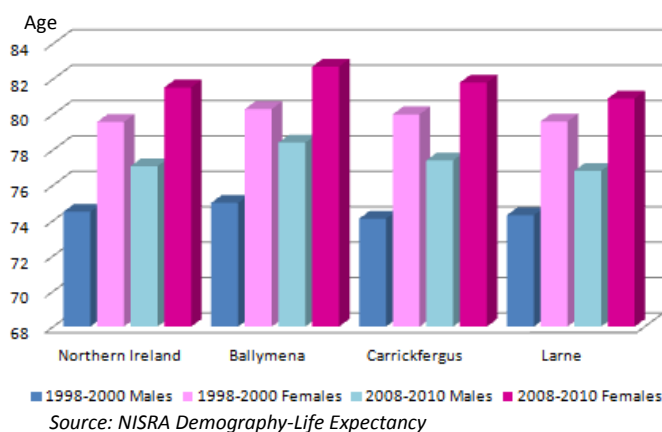
1.15 The marital status of the population influences the composition of households and therefore the demand for housing. Since 2001, there has been an increase in the percentage of divorced people, a decrease in the percentage of people married and an increase in the proportion of single people in N. Ireland. In the Mid & East Antrim District, the trend is similar but the proportion of married people is above the regional average and the number of single people is below this average (Table 1.5 & 1.6). However, whilst the statistics suggest a decline in the number of people who are married, it masks the number of couples (unmarried) who are co-habiting.

Table 1.4: Life Expectancy by Gender- Mid & East Antrim Population- 1998-2000 & 2008-2010

	1998-2000		2008-2010	
	Males (years)	Females (years)	Males (years)	Females (years)
N. Ireland	74.49	79.57	77.07	81.52
Ballymena	75.0	80.3	78.4	82.7
Carrickfergus	74.1	80.0	77.4	81.8
Larne	74.3	79.6	76.8	80.9

Source: NISRA Demography-Life Expectancy

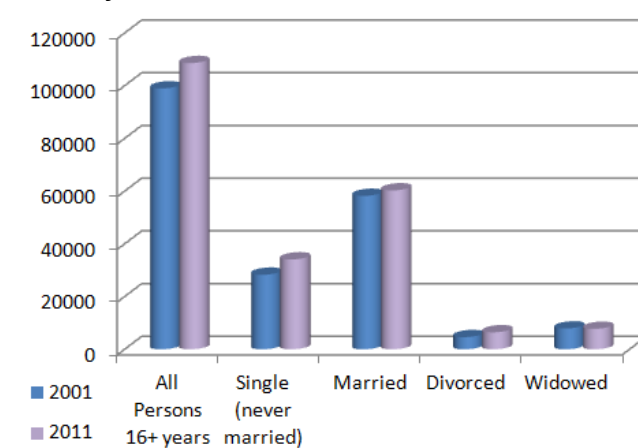
Fig.1.6: Life Expectancy by Gender- Mid & East Antrim Population



Source: NISRA Demography-Life Expectancy

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Fig.1.7: Marital Status change in Mid & East Antrim from 2001-2011



Source: NISRA Census 2011

Table 1.5: Marital Status- 2001

	All persons 16+ years	Single (never married) %	Married %	Divorced %	Widowed %
Northern Ireland	1,287,211	33.11%	54.96%	4.12%	7.81%
Mid & East Antrim	98,975	28.57%	58.80%	4.65%	7.97%
Ballymena	45,726	29.34%	58.78%	4.15%	7.73%
Carrickfergus	29,140	27.23%	59.58%	5.28%	7.90%
Larne	24,109	28.70%	57.92%	4.84%	8.54%

Source: NISRA Census 2001 Marital Status (administrative geographies)

Table 1.6: Marital Status- 2011

	All persons 16+ years	Single (never married) %	Married* %	Divorced %	Widowed** %
Northern Ireland	1,431,540	36.14%	51.62%	5.45%	6.78%
Mid & East Antrim	108,593	31.40%	55.52%	5.92%	7.16%
Ballymena	51,185	31.60%	56.07%	5.48%	6.85%
Carrickfergus	31,409	30.34%	55.74%	6.49%	7.43%
Larne	25,999	32.29%	54.18%	6.11%	7.42%

Source: NISRA Census 2011 Marital and Civil Partnership Status: KS103NI (administrative geographies)

*2011 Married- This includes people who were remarried; those who are separated but still legally married; and those in a same-sex civil partnership. **2011 Widowed-includes surviving partner from a same-sex civil partnership

(D) HOUSEHOLDS WITH OR WITHOUT DEPENDENT CHILDREN

1.16 A 'dependent child' is defined as 0-15 years or aged 16-18 who is a full-time student and living in a family with his or her parent(s) or grandparent(s) (Census 2011). In both, Northern Ireland and Mid & East Antrim District the proportion of households (including lone parent households) with dependent children has declined since 1981 (Table 1.7 & Appendix D).

Table 1.7: Percentage of Households with Dependent Children 1981 & 2011

Households	% with dependent children 1981	% with dependent children 2011
Northern Ireland	45.98%	33.86%
Mid & East Antrim	46.86%	32.14%
Ballymena	47.04%	32.54%
Carrickfergus	48.80%	32.52%
Larne	44.60%	30.95%

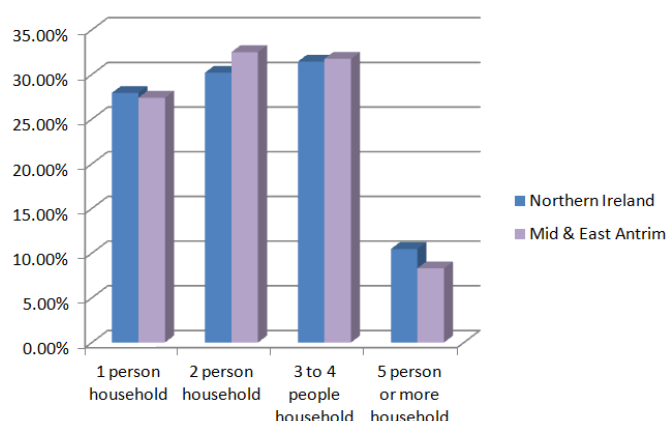
Source: NISRA Census 1981 & 2011

1.17 A closer examination of the Super Output Areas within each district reveals that many have much higher proportions of households

with children than the district level. In Ballymena District these include Ahoghill 2 (40.97%), Grange (40.16%), Glenravel (39.61%) and Dunclug (38.53%). In Carrickfergus District these include Bluefield 2 (51.02%), Eden 1 (46.98%), Woodburn (39.98%) and Clipperstown (38.99%). In Larne, Kilwaughter 1 (47.73%) and Carnlough (36.34%) are amongst those SOAs with significantly higher proportions than the district average (Appendix J: Tables J1, J2, J3 & Map J6).

1.18 Since 1981, the average household size has steadily declined in N. Ireland and this trend is reflected in Mid & East Antrim District. In 1981, the average household size in Mid & East Antrim was 3.15 and this decreased to 2.47 in 2011, which is below the NI average (Appendix D: Tables D2 & D3). This has been due to a decrease in the percentage of households with dependent children and a move towards more single adult and mature single person households as well as households comprising two people. By 2011, over 50% of all households in N. Ireland and the Mid & East Antrim District were composed of 1 or 2 person households (Fig. 1.8 & Appendix D).

Fig.1.8: % Household Composition Northern Ireland and Mid & East Antrim District- 2011



Source: NISRA Census 2011

1.19 The Local Development Plan has a role in providing a range of houses types to meet the needs of different household sizes and to provide policy to facilitate those wishing to expand their houses to meet changing needs, providing it does not harm other interests of acknowledged importance.

(E) RACIAL GROUP & ETHNICITY

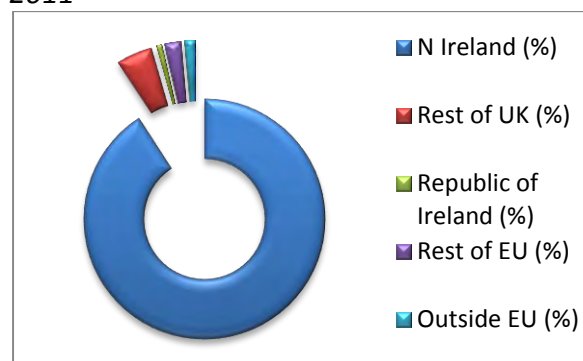
1.20 In 2001, 9% of Northern Ireland's population were born outside the region and this was similar to Carrickfergus District however both Ballymena and Larne Districts had smaller percentages (6% and 7% respectively) (Appendix E: Table E1). By 2011, this proportion had increased to 11.16% for N. Ireland compared to 9.12% of the Mid & East Antrim population. The majority of non-indigenous people were born either in the rest of the UK or the rest of the EU. The remainder comprises of people born in the Republic of Ireland and countries outside the EU (Table 1.8 & Figure 1.9 and Appendix E: Table E2).

Table 1.8: Country of Birth Mid & East Antrim- 2011

	N. Ireland (%)	Rest of UK (%)	Rep of Ireland (%)	Rest of EU (%)	Outside EU (%)
Northern Ireland	88.84%	4.57%	2.09%	2.51%	1.99%
Mid and East Antrim	90.88%	4.75%	0.81%	2.19%	1.37%
Ballymena	90.57%	3.84%	0.79%	3.48%	1.31%
Carrickfergus	90.41%	5.77%	0.85%	1.20%	1.77%
Larne	92.05%	5.33%	0.77%	0.83%	1.02%

Source: NISRA Census 2011 Country of Birth: QS207NI (administrative geographies)

Fig.1.9: Country of Birth Mid & East Antrim- 2011



Source: NISRA Census 2011

1.21 Racial ethnicity remains predominantly 'white' with 98.97% in the district described in this category. Other ethnic groups including Mixed, Asian, Chinese and Black comprise very small numbers (Appendix E: Table E3) and as a consequence it is unlikely that the Local Development Plan will have a particular impact on these groups, however, it is important to monitor changes over time as this may have implications particularly in relation to equality of access to homes and jobs.

1.22 An exception may be Irish Travellers who have been described as a different ethnic group. Their needs can be distinctive in terms of providing sites or supported housing for travellers. The housing needs assessment undertaken by the NIHE addresses this matter and will be considered in a later housing paper.

(F) SEXUAL ORIENTATION

1.23 There are no specific figures available on how many people may be Gay, Lesbian, Bi-sexual or Trans-gender or Trans-sexual in Mid & East Antrim District. People in this group often feel neglected or marginalised in society. More importantly, they can also fall victim of discrimination and threat of physical violence from the less tolerant in society. Whilst the Plan is unlikely to bring forward specific proposals and policies for them, it is anticipated that many of the measures in a Local Development Plan aimed at providing a range of house types, creating employment and accessible services as well as improving safety and security will benefit this group.

(G) DISABILITY & HEALTH

1.24 A person is described as having a limiting long-term health problem if they have a health problem or disability which limits their daily activities an which has lasted, or expected to last, at least 12 months. This includes problems that are due to old age (Census 2011). In 2011/12, 6% of children in Northern Ireland were disabled compared to 14% of adults of working age and 44% of adults over State Pension age (DSD, 2013). Overall the health of the area is improving but around one in five people in Mid & East Antrim District suffer from some form of limiting illness and this proportion has slightly increased since 2001 (Tables 1.9 & 1.10 & Appendix F).

Table 1.9: Health in Mid & East Antrim- 2001

	Limiting long-term illness (%)	Good General Health (%)	Persons providing unpaid care (%)
N. Ireland	20.36%	70.00%	10.98%
Mid & East Antrim	18.36%	71.43%	10.58%
Ballymena	17.70%	72.63%	9.66%
Carrickfergus	18.90%	70.36%	11.38%
Larne	19.00%	70.47%	11.33%

Source: NISRA Census 2001 Health and Provision of Unpaid Care

Table 1.10: Health in Mid & East Antrim- 2011

	Limiting long-term illness (%)	Good or Very Good General Health (%)	People providing unpaid care (%)
N. Ireland	20.69%	79.51%	11.82%
Mid & East Antrim	20.01%	80.17%	11.91%
Ballymena	19.00%	81.27%	11.15%
Carrickfergus	20.95%	79.20%	12.70%
Larne	20.90%	79.14%	12.46%

Source: NISRA Census 2011 Health& Provision of Unpaid Care: KS301NI

1.25 Areas within towns tend to have more elderly people and people with a long term illness e.g. Sunnylands and Killycrot in Carrickfergus, Craigy Hill in Larne and Moat, Castle Demesne and Harryville in Ballymena (Appendix J: Tables J1,J2,J3 & Maps J1 & J2). In general, where there are higher levels of long term limiting illness, there are lower levels of people who described their health as being good or very good and vice versa.

1.26 An alternative way of measuring disability is to consider the number of recipients of

Disability Living Allowance and Multiple Disability Benefit. Within Mid & East Antrim District in 2011, the percentage of persons receiving these disability benefits was just under 2.5% lower than the NI average and equated to around 8% in the district receiving Disability Living Allowance and around 13% receiving Multiple Disability Benefit (Appendix F: Table F3).

1.27 In 2011/2012, 6% of the population were informal carers and that figure included 7% of working age adults, 9% of State Pension age adults and 1% of children. Some 62% of reported carers are women. The time spent caring varies from 42% of adult carers providing care for less than 20 hours per week, to 22% caring for 50 hours or more per week. (DSD, 2013). In Mid & East Antrim District just over one in ten people describe themselves as providing unpaid care for others with Carrickfergus and Larne Districts above the NI level (Tables 1.9 & Table 1.10 & Appendix F). There are also areas with slightly higher proportions of people providing unpaid care including in Boneybefore, Craigy Hill, Glynn, Milebush, Burleigh Hill 2, Knockagh and Greenisland (Appendix J: Tables J1,J2,J3 & Map J3).

1.28 The link between health and wealth is well rehearsed as is the relationship between mobility and health. Therefore, as with other groups planning has a role in accommodating accessible housing, employment and services. Planning also has a role in helping to improve the health and well-being of people by avoiding development which would result in a deterioration in air or water quality; safeguarding and facilitating open space, sport and outdoor recreation; managing the adverse impacts of noise and nuisance by influencing the location, layout and design of new development. Planning also has a role in recognising and facilitating development to meet the needs of carers, by facilitating houses for those with special circumstances or extension of homes to include "granny annexes".

(H) RELIGION

1.29 The designation of settlements and provision of development opportunities needs to be carefully considered against the needs and spatial distribution of people of different religion or political opinion to prevent prejudice of any religious or political group and thus meet the requirements of Section 75 of the Northern Ireland Act.

1.30 The Mid & East Antrim population has a predominantly Protestant/Other Christian background, amounting to a little over 70%, much higher than the percentage for the region as a whole (Table 1.11 & Appendix G: Table G2). However, some Super Output Area (SOAs) within the district are predominantly Catholic (Appendix J: Tables J5, J7, J9 & Map J7). Care needs to be taken when examining mix across the wide area as this can conceal the stark differences between neighbourhoods in towns and villages. The 2011 Census indicated that the religion of the districts population mirrored that of religion brought up in. However, in the case of each religious group the actual number was less, with a corresponding increase in the number of people indicating they have no religion (Table 1.12).

(I) POLITICAL OPINION

1.31 In Northern Ireland, political opinion is viewed as being closely associated with religious belief in that Catholics will usually vote for Nationalist parties while in general Protestants vote for Unionist parties. Figure 1.10 illustrates that 67% of the 1st preference votes cast in 2011 in Mid & East Antrim District were for Unionist parties, this high percentage is consistent with the percentage of the population in the district who are Protestant/Other Christian. Within the new district only 12% of the votes were for Nationalist parties however this rose to 16% in Ballymena District. Of the votes cast across the Mid & East Antrim District 20% were for Alliance or Independent candidates and this was significantly higher in Carrickfergus District (41%), where no candidates from Nationalist parties stood for election (Appendix H).

1.32 Care needs to be taken when making comparisons between communities of different religious/political persuasion as this can be extremely divisive and can unravel the definite

Table 1.11: Percentage of People & Religion belonging to or Religion in which they were brought up- 2011

	All persons	% Catholic	% Protestant and Other Christian	% No religion
N. Ireland	1,810,863	45.14%	48.36%	5.59%
Mid & East Antrim	135,338	19.34%	72.88%	6.97%
Ballymena	64,044	22.55%	71.36%	5.24%
Carrickfergus	39,114	9.56%	79.27%	10.26%
Larne	32,180	24.87%	68.16%	6.40%

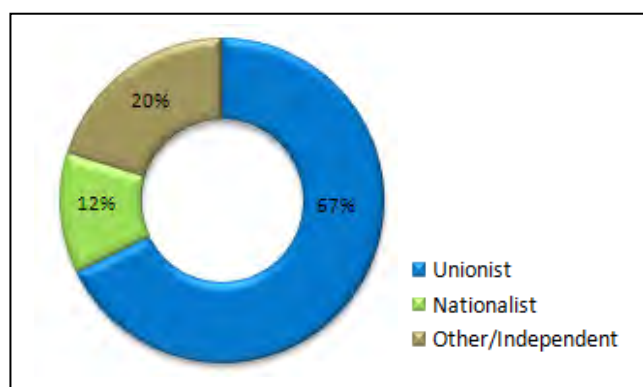
Source: NISRA Census 2011 Religion or Religion Brought Up In: KS212NI (administrative geographies)

Table 1.12: Religious composition- 2011

	% Catholic	% Protestant and Other Christian	% No Religion
N. Ireland	40.76%	41.56%	10.11%
Mid & East Antrim	17.02%	63.56%	12.64%
Ballymena	20.41%	63.29%	9.28%
Carrickfergus	7.56%	67.20%	18.03%
Larne	21.78%	59.68%	12.03%

Source: NISRA Census 2011 Religion: KS211NI (administrative geographies)

Fig.1.10: Mid & East Antrim Local Government Election Results- 2011



Source: Electoral Office NI (1st preference votes in each DEA)

progress made in bringing the two communities together. However, there are certain facts which need to be addressed. The proportion of Catholics in low income groups in Northern Ireland is much higher than their Protestant counterparts, 26% compared with 16% (DSD, 2010). Those areas where deprivation is greatest can be identified spatially using the Northern Ireland Multiple Deprivation Measure (NIMDM) 2010.

SPATIAL DEPRIVATION

1.33 Planning is required to be undertaken having regard to the need to promote equality of opportunity and to promote good relations. An important means to promoting good community relations and equal opportunity is to tackle social deprivation and inequalities in the labour market and public health. The Northern Ireland Multiple Deprivation Measure (NIMDM) 2010, identifies small area concentrations of multiple deprivation across Northern Ireland, and updates and replaces the NIMDM 2005 as the official measure of deprivation in Northern Ireland (May 2010).

1.34 The NIMDM 2010 provides a **relative** measure of deprivation in small areas across Northern Ireland. The main NIMDM 2010 results are presented at the Super Output Area geography which contain an average of 2,000 people. There are 890 Super Output Areas in Northern Ireland which are ranked from most deprived (Rank 1) to least deprived (Rank 890). Many of these SOAs coincide with existing ward boundaries particularly the rural wards.

1.35 The NIMDM 2010 is constructed from 52 different indicators relating to seven domains of deprivation: Income, Employment, Health, Education, Proximity to Services, Living Environment and Crime & Disorder. These are combined to create the overall NIMDM.

1.36 Within the context of the average rankings for the existing 26 LGDs in Northern Ireland where ranks range from 1 (most deprived) to 26 (least deprived), Ballymena is ranked 11, Larne 13 and Carrickfergus 14, however within each district there are areas and neighbourhoods which are very deprived. Whilst the NIMDM 2010 cannot be used to compare absolute changes in deprivation with the NIMDM 2005 (Appendix I Table I1), these rankings suggest a declining picture since 2005 when Ballymena had a rank of 20, Larne a rank of 14 and Carrickfergus a rank of 24. The MDM 2010 also shows that 12% of the Ballymena, 11% of the

Larne and 10% of the Carrickfergus population live in the most deprived Super Output Areas in Northern Ireland. The figure for the new council area of Mid & East Antrim is 11% (ranked 6 out of the 11 new Local Government Districts) and this area also contains two SOAs which are amongst the top 11% most deprived in Northern Ireland – Northland (Rank 93) in Carrickfergus and Ballee (Rank 94) in Ballymena (Appendix I: Table I2 & Map I1).

1.37 The advantage of this spatially led approach is that it identifies disparities between urban and rural areas and adjoining neighbourhoods. Generally speaking, the urban centres of Ballymena, Carrickfergus and Larne have the more deprived SOAs. Within Carrickfergus the most deprived SOA is Northland, within Ballymena it is Ballee and within Larne, Ballyloaran is the most deprived SOA.

1.38 A closer examination of the domains of deprivation reveals further disparities between areas. The highest concentrations of deprivation with respect to proximity to services (i.e. long distances to key services e.g. A & E hospitals, GP premises, supermarkets, leisure centres) occur in Glenarm, Island Magee and Carnlough in Larne and Glenravel, Grange, Glenwhirry, Dunminning and Slemish in Ballymena.

1.39 For the living environment domain which contains indicators on housing quality and housing access, small pockets appear within Ballymena and Larne towns with Castle Demesne, in Ballymena being the most deprived SOA in the Mid & East Antrim District. Across N. Ireland, the most deprived SOAs for crime and disorder are in towns and cities. In Ballymena, Dunclug (Ranked 16 in NI) and Castle Demesne are most deprived along with Killycrot in Carrickfergus and Ballyloran in Larne town.

1.40 In Mid and East Antrim District, SOAs with high levels of income deprivation affected children more than older people. Deprivation in employment, health and disability, education, skills and training is more concentrated in Northland and Ballee.

1.41 Deprivation is also reflected in economic activity. In 2011, the proportion of people who were economically active was slightly higher in Mid & East Antrim District than the NI average (Table 1.13 & Appendix I: Tables I1, I2, I3) and conversely a slightly lower proportion than the NI average were economically inactive.

Table 1.13: Economic Activity of the Population (16-74 year olds)- 2011

	% Economically Active	% Economically Inactive	% Unemployed
N. Ireland	66.22%	33.78%	4.96%
Mid & East Antrim	68.57%	31.43%	4.17%
Ballymena	69.10%	30.90%	3.99%
Carrickfergus	68.38%	31.62%	4.45%
Larne	67.74%	32.26%	4.19%

Source: NISRA Census 2011 Economic Activity: KS601NI (administrative geographies)

1.42 Below district level, 26 of the 65 SOAs in Mid & East Antrim District had levels of unemployment higher than the district average, 20 of which were above the NI average. Love Lane (8.72%) and Dunclug (8.17%) had significantly higher proportions of unemployed persons (Appendix J: Table J10). In 2013 the Claimant Count in NI stood at 5.4% of the workforce. In the same year the claimant count averaged 4.2% in Ballymena, 4.7% in Carrickfergus and 4.6% in Larne (Appendix I: Table I6).

1.43 Whilst the largest percentage of jobs in Mid & East Antrim in 2011 were in the service sector which was similar to the N. Ireland trend, a significantly higher percentage of the jobs within the district were in manufacturing than in N. Ireland as a whole (Table 1.14 & Appendix I: Table 1.7). This can be attributed to large companies such as Wrightbus, Michelin, JTI (Gallagher Group), Moy Park and FG Wilson which have factories within the district. Also in Carrickfergus three large industrial estates vacated in the 1980s now house vibrant industrial zones, providing commercial and manufacturing facilities to both small indigenous businesses as well as globally recognised brands such as Schrader International, Ryobi and Douglas and Grahame. Ballymena District also had a slightly higher

percentage employed in the construction section than both the district and NI level.

1.44 Of the total number of employee jobs in Mid & East Antrim in 2011, 14,739 (34.84%) were part-time. Women mainly in the Services sector occupied 77.87% of these part-time jobs. Of the female population that were economically active and living in Mid & East Antrim on Census day in 2011, 38.53% were in part-time employment, this compared to 8.95% of economically active males in the district in part-time employment.

Table 1.14: Employee Jobs by Industry- 2011

	Total No. of Jobs	Jobs in Construction (%)	Jobs in Manufacturing (%)	Jobs in Services (%)
N. Ireland	681,641	4.83%	10.86%	83.06%
Mid & East Antrim	42,306	5.29%	21.02%	71.55%
Ballymena	25,602	6.67%	23.03%	69.56%
Carrickfergus	8,419	3.20%	13.34%	80.39%
Larne	8,285	3.17%	22.61%	68.75%

Source: NISRA Employee Jobs (administrative geographies)

1.45 Education has also an important role in promoting economic well-being. Better education improves access to employment opportunities and improves the quality of people's lives, leading to broad social benefits to individuals and society. Education raises people's productivity and creativity and promotes entrepreneurship and technological advances. In addition, it plays a crucial role in securing economic and social progress and improving income distribution.

Table 1.15: Qualifications of Population over 16 years of age in Mid & East Antrim District- 2011

	Usual residents aged 16 & over	No or Low qualification (%)*	Degree or Higher qualification (%)
N. Ireland	1,431,540	40.63%	23.65%
Mid & East Antrim	108,593	40.69%	22.11%
Ballymena	51,185	42.31%	22.00%
Carrickfergus	31,409	38.30%	23.32%
Larne	25,999	40.40%	20.85%

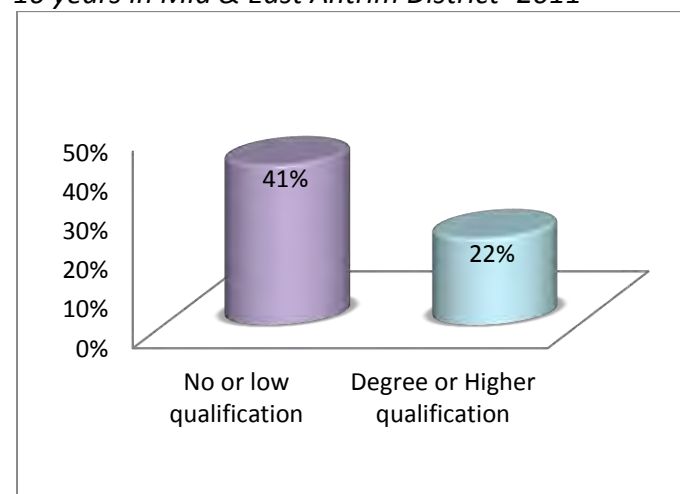
Source: NISRA Census 2011 Highest Level of Qualification by Age LC5101NI (administrative geographies) *No academic or professional qualifications or Level 1:1-4 O Levels/CSE/GCSEs, Entry Level, Foundation Diploma, NVQ level 1, Foundation GNVQ, Basic/Essential Skills

1.46 When compared with the N. Ireland level in 2011, the Mid & East Antrim District had a

similar proportion of people aged 16 years old and over who had no or low qualifications and slightly lower proportions of those with a degree or higher qualification (Table 1.15 & Appendix I: Table I8). Educational achievement in parts of the main towns remains low, particularly Ballee, Ballykeel and Moat (Appendix J: Tables J11, J12, J13 & Map J8).

1.47 Whilst a Local Development Plan does not deliver educational services, it can assist in making such services more accessible either by facilitating new state-of-the-art facilities or providing travel options.

Fig.1.11: Qualifications of Population over 16 years in Mid & East Antrim District- 2011



URBAN - RURAL POPULATION SPLIT

Table 1.16 Urban - Rural Population Split in Mid & East Antrim District- 2001

	Ballymena District	Larne District	Carrickfergus District	Mid & East Antrim
Main Towns	28,717 49.0%	18,228 59.1%	27,201 69.5%	74,147 57.7%
Local Towns	n/a	n/a	8,752 22.4%	8,752 6.8%
Total Towns	28,717 49.0%	18,228 59.1%	35,953 91.9%	82,899 64.5%
Villages	11,304 19.3%	5,143 16.7%	n/a	16,447 12.8%
Small Settlements	567 1.0%	930 3.0%	141 0.4%	1,638 1.3%
Total Urban	40,588 69.3%	24,301 78.8%	36,094 92.3%	100,983 78.6%
Rural Remainder	18,022 30.7%	6,531 21.2%	3,020 7.7%	27,573 21.4%
District Total	58,610	30,832	39,114	128,556

Source: NISRA Census 2001 Key Statistics for Settlements Tables & Tables: KS01, STU500 & KS21

1.48 In 2001, the Mid & East Antrim District was relatively urban with over three quarters of the population living in designated settlements while the remainder lived in the open countryside (Table 1.16 & Appendix K: Tables K1, K2, K3). Almost half of the population in Ballymena District lived in Ballymena town and this urban bias is even greater in Larne town and Carrickfergus town within their respective districts. Carrickfergus District had the highest percentage of the population living in towns with only 7.7% living in the open countryside. Ballymena District had the highest percentage

of rural dwellers. Comparable statistics at settlement level are not yet available from the 2011 Census.

1.49 From this analysis it is clear that the towns need to develop in order to fulfil their roles as regional hubs and, in the case of Larne, a regional gateway. This said, the needs of those people living in the rural area cannot be forgotten and if those populations are to be sustained they will also require their share of housing and employment opportunities. These themes will be picked up in later papers.

CONCLUSIONS

1.50 From the analysis above it has been demonstrated that a local development plan can assist building inclusive and cohesive communities addressing everyone's needs by providing equality of opportunity, facilitating employment and wealth creation, providing accessible services, increasing transportation options and promoting shared space. Decisions must be made based on targeting deprivation and being aware of the consequences for Catholic and Protestant communities. The policy areas where a local development plan is likely to have an impact on Section 75 groups is summarised in Table 1.17. With members agreement this could serve as an initial screening for an Equality Impact Assessment.

1.51 From the evidence gathered, several community needs can be identified which should form the basis of further discussion with relevant stakeholders and community groups in formulating the Community Plan and which in turn can inform the Local Development Plan. These are summarised below alongside suggested approaches that planning should adopt to address them:

- a. Over the period, the demand for facilities to cater for the needs of older people will grow. Many older people have to live on reduced incomes, have disabilities and reduced mobility. This influences not only the number of new houses required but also the design (e.g. suitability for disabled residents); the need for more retirement homes, nursing and care homes and the need for housing support services. Ease of access to community facilities, general recreation and shops will also be important.
- b. An increase in pension age will increase the number of people of working age, resulting in the need for more jobs, particularly for women. The Plan should provide sufficient employment land to meet the expected employment needs.
- c. The community is not ethnically diverse with 98.97% described as 'white'. However, the needs of minority groups such as Irish Traveller must be taken into account. This may be in the form of identifying facilities such as Traveller Accommodation.
- d. Although recent trends would suggest that the proportion of children under 16 years is set to decline slightly, this group will influence the demand for and provision of childcare facilities, nursery, primary and secondary schools as well as accessibility to community and leisure facilities. Any such facilities identified by education providers will be reflected in the Plan.
- e. There are some communities within the Council District which have problems of multiple deprivation particularly in the 3 main towns where income and employment are the key concerns. The Plan can help tackle social deprivation and inequalities in the labour market by providing enough employment land which is accessible to the majority of people; improve local provision and access to social and community facilities.
- f. The location and design of development is likely to have a significant impact on equality of opportunity and community relations between different groups based on religion, political opinion, age, gender, disability and people with and without dependants. The new Local Development Plan will need to have regard to these groups and their needs and any impact upon them examined through an Equality Impact Assessment.
- g. Overall, the health of the area is improving with people living longer. However, there are inequalities in health across the area with long term disability a particular problem. The Plan has a role in helping to improve the health and well-being of people by avoiding development which would result in a deterioration in air or water quality; safeguarding and facilitating open space, sport and outdoor recreation; managing the adverse impacts of noise and nuisance by influencing the location, layout and design of new development; supporting provision of jobs and services.

h. Household size is expected to decrease with more single and mature single formations, particularly with an older population. This will influence the number, type and size of houses

needed. The Plan has a role in identifying appropriate sites for housing and can specify where the development of certain house types or a mix of house types will be required.

**QUESTION:**

Members are asked to consider if and how the local development plan could meet the needs of:

- people from different age groups.
- men and women
- people with different marital status
- people with dependents and those without
- people from different racial groups
- people with different sexual orientations
- people with a disability and those without
- people with different religious beliefs
- people with different political opinions

Do you consider points a-h to be appropriate responses?

If no, please advise why as the Department values members' views on these issues.

Table 1.17: A preliminary identification of local planning policy likely to have an impact on community relations and social equality

POLICY TYPE	Religious Belief	Political Opinion	Racial group	Age	Marital status	Sexual Orientation	Gender	Disability	Dependency	Comments – Nature of policies and likely impact of policies on Section 75 Groups
Settlement	√	√	X	X	X	X	X	X	X	Designation and status of settlements and identification of development opportunities and limits may impact on groups of religious belief / political opinion due to the spatial distribution of such groups
Housing	√	√	√	√	X	X	X	√	√	Quantum and distribution of zoned housing lands could have a differential impact on religious / political groups. The amount whether it is urban / rural, accessible, social / private will also have differential impacts on the ethnic groups, elderly persons/ house-forming people, persons with disabilities and those with dependents.
Business and Industry	√	√	√	√	X	X	√	X	X	Quantum and distribution of employment land could result in differing access to employment for certain groups i.e. religion, race, gender and age
Open Space & Recreation	√	√	X	√	X	X	X	√	√	Quantum and distribution of open space and recreation facilities could result in differing levels of access for identified groups i.e. Religion / political. Also Disability, Gender, Dependency and Age.
Retailing and town centres	√	√	X	X	X	X	√	√	X	The hierarchy of commercial/town centres, development opportunities and control policies could result in differing levels of accessibility to retailing and leisure related services for identified groups. Town centres tend to be relatively neutral areas.
Community Uses	√	√	X	√	X	X	X	√	√	Spatial and physical accessibility to community uses can have particularly on religious groupings / political opinion, age and disability.
Transportation	√	√	X	√	X	X	√	√	X	Differing levels of accessibility to all services depending on location/quality of infrastructure for identified groups.
Environment	√	√	X	X	X	X	X	X	X	Location of protected areas for conservation, archaeology or landscape could have differential impacts, positive or negative, for different groupings.
Minerals	√	√	X	X	X	X	X	X	X	The location of areas protected for / constrained from minerals proposals could have differential impacts, for different religion / political groups.
Countryside	√	√	X	√	X	X	X	X	X	The location of policy areas and resultant protection / restrictions on development, could have differential impacts, positive or negative, for different groupings - religion / political. Also persons of house-forming age.
Services and Utilities	√	√	X	X	X	X	X	X	X	Differing levels of accessibility to public services and utilities depending on location of facilities provided - religion / political.
Tourism	√	√	X	X	X	X	X	X	X	Location of areas protected for and constraining tourism proposals could have differential impacts on different religious / political groups.
Design	X	X	X	√	X	X	X	√	√	Design both in terms of appearance and physical access affects everyone but has a particular impact on people with mobility difficulties such as the disabled, elderly and people with young children.
Totals	12	12	2	7	0	0	3	6	4	

Note: All policies affect everyone in the community in some way. Potential impacts have been identified where they are particularly pertinent to the special needs of a particular group



SECTION 2

POPULATION GROWTH & POPULATION PROJECTIONS

INTRODUCTION

POPULATION TRENDS

POPULATION PROJECTIONS



2.0 POPULATION GROWTH & PROJECTIONS

INTRODUCTION

2.1 Population does not remain static, and while the Census 2011 provides us with a wealth of data regarding the profile of the District at that time, it cannot be used in isolation to determine the future needs of the area. It is therefore prudent to consider both past growth rates and projections for the future.

POPULATION TRENDS

2.2 An examination of past trends indicates that the population of the District has increased by 27.8% over this 40 year period, almost 10% higher than the NI rate of growth (Table 2.1). However, growth has not been uniform by either time nor broad location. For example, the Larne part of the district experienced a population decline of 2.7% between 1971 and 1981 and had a much lower rate of growth over the 40 year period than both Ballymena and Carrickfergus districts.

2.3 The Mid-Year Population Estimates released in March 2014 by NISRA indicate that since 2005 Mid & East Antrim District has increased at a rate generally lower than the NI average, this can mainly be attributed to Larne and Carrickfergus Districts where there was population decreases during some years and

only small increases in others. In 2012, only Ballymena showed a percentage change in Mid-Year Population Estimates slightly above the regional figure (Fig.2.1 & Appendix L: Table L1) At SOA level, Kilwaughter_1, in Larne was within the top 4 SOAs in NI with the largest percentage increase in population between 2002-2012, this was due to considerable domestic housing development within Larne West (Appendix L: Tables L2, L3, L4).

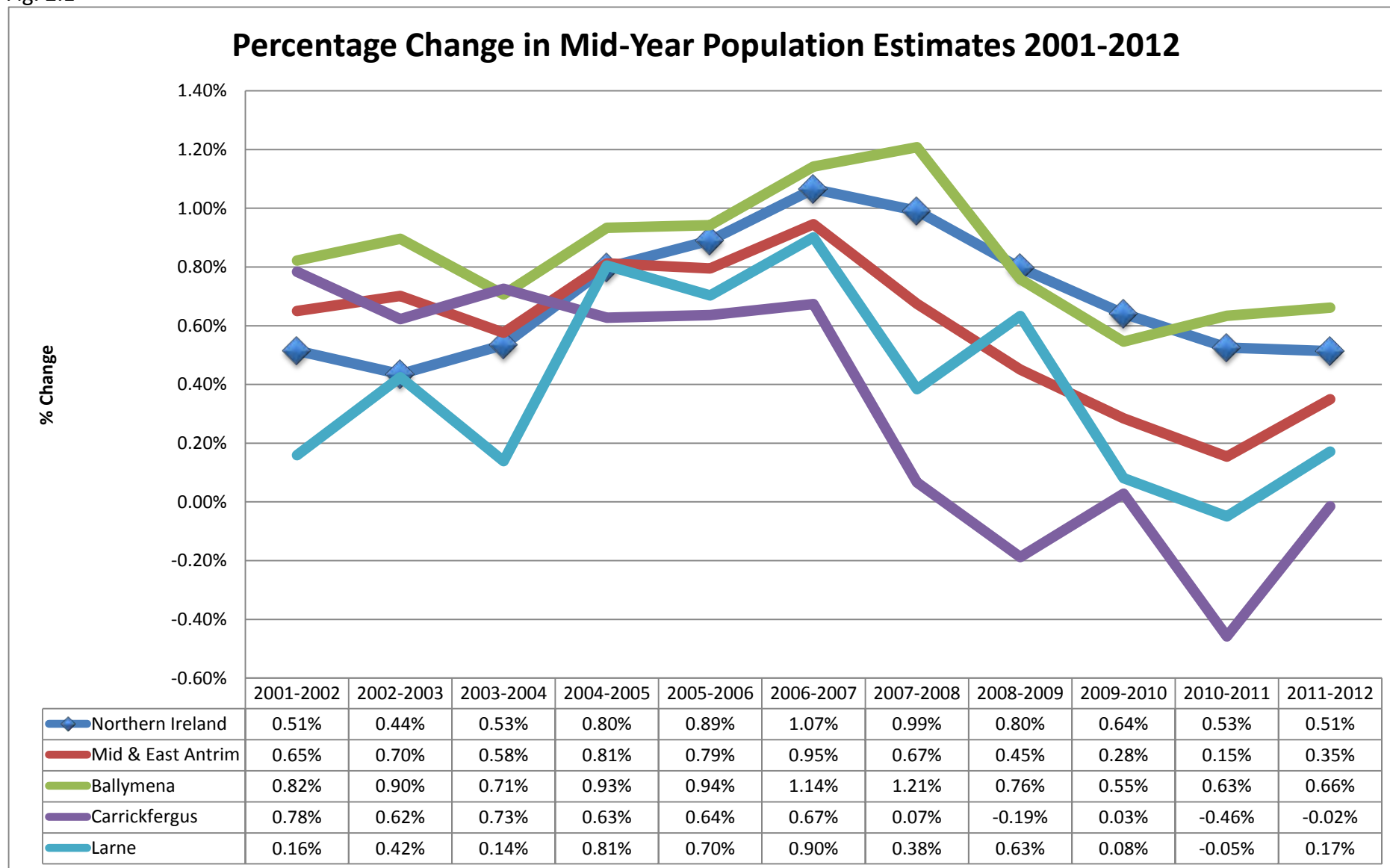
2.4 Population changes occurs due to the combined effect of net migration (both in and out migration) and the level of natural increase which is the difference between the number of births and deaths. Migration has had a significant impact on the population of NI and to a lesser extent the population of Mid & East Antrim District. After a long period through the 1970s and 1980s of emigration from Northern Ireland exceeding immigration and a period of balanced migration flows during the 1990s, the recent period since 2004 has seen significant population growth due to migration from the expanded EU. Thus, in 2011, some 2.19% of the new Council area's population (rising to 3.48% of the population in Ballymena District) were from EU countries, (other than Ireland). However, recent evidence suggests that since the economic downturn, the number of migrants has been declining and that natural growth is the main influence on population change (NISRA).

Table 2.1 Population Trends in Ballymena, Carrickfergus and Larne Districts 1971-2011

Year	Ballymena District	Carrickfergus District	Larne District	Mid & East Antrim	N.I
1971	48,998	27,044	29,897	105,939	1,536,065
1981*	54,814	28,625	29,076	112,515	1,532,196
1991	56,641	32,750	29,419	118,810	1,577,836
2001	58,610	37,659	30,832	127,101	1,685,267
2011	64,044	39,114	32,180	135,338	1,810,863
%change 1971-1981	+11.9%	+5.8%	-2.7%	+6.2%	-0.25%
%change 1981-1991	+3.3%	+14.4%	+1.2%	+5.6%	+3.0%
%change 1991-2001	+3.5%	+15.0%	+4.8%	+7.0%	+6.8%
%change 2001-2011	+9.3%	+3.9%	+4.4%	+6.5%	+7.5%
%change 1971-2011	+30.7%	+44.6%	+7.6%	+27.8%	+17.9%

Source: NISRA Census 1971, 1981, 2001 & 2011 * 1981 figures, as revised, take account of non-response

Fig. 2.1



Source: NISRA Population Statistics for new 11 Local Government Districts in NI (LGD2014) 2001-2012 & Local Government District Population 1981-2012 released March 2014

POPULATION PROJECTIONS

2.5 Every two years NISRA publishes population projections and the most recently available at local government level are the 2008-based projections. These population projections take into account a number of factors including migration and natural increase. The 2008-based projections took into account population growth as a result of mainly natural growth and an element of net migration, the latter reflecting the inward migration of people from other part of the European Union. It was therefore predicted that the total population in N. Ireland would increase by 4% from 1.775M in 2008 to 1.839M in 2013 and by 5.8% between 2013 and 2023 to 1.945M. However, the recently published 2012-based population projections

for N. Ireland indicate lower levels of growth taking into account the 2011 Census results, the decline in inward migration due to the economic downturn so that natural growth is now the driver of projected population increase. Therefore, the projected figure for N. Ireland's population in 2023 is now just under 1.927M. It is therefore anticipated that the 2012-based population projections at district level will be revised downwards. This is also likely to have an effect on household projections. Population projections become increasingly uncertain further in time and as the plan period to 2030 extends beyond the period of the NISRA 2008 based projections, the figures provided here are for indicative purposes only.

Table 2.2 Population Projections 2008-2030

	2008	2010	2015	2020	2025*	2030*
Northern Ireland	1,779,152	1,804,833	1,851,573	1,900,393	1,942,704	1,974,611
Mid & East Antrim	134,061	135,456	138,453	141,183	143,565	145,912
Ballymena	62,738	63,618	65,616	67,405	69,019	70,641
Carrickfergus	40,031	40,326	41,017	41,643	42,171	42,677
Larne	31,292	31,512	31,820	32,135	32,375	32,602

Source: NISRA Northern Ireland Population Projections Data (2012 based) & Sub-Northern Ireland Population Projections (2008 based) Local Government District Population Totals. *The projections for 2025 and 2030 were calculated using the percentage increase of 2022-2023 (Mid & East Antrim=0.32%, Ballymena=0.47%, Carrickfergus=0.24%, Larne=0.14%)

Table 2.3: Household Projections 2008-2030

	2008	2010	2015	2020	2025*	2030*
Northern Ireland	688,700	706,400	749,200	786,800	826,500	861,600
Mid & East Antrim	54,100	55,400	58,200	60,700	63,518	66,667
Ballymena	24,500	25,100	26,500	27,800	29,210	30,791
Carrickfergus	16,500	16,900	17,800	18,600	19,506	20,561
Larne	13,100	13,400	13,900	14,300	14,802	15,320

Source: NISRA Household Projections (2008 based) *The projections for 2025 and 2030 were calculated using the percentage increase of 2022-2023 (Mid & East Antrim=0.97%, Ballymena=1.06%, Carrickfergus=1.06%, Larne=0.69%)

2.7 The key findings for 2008-2023 are that the population of Mid & East Antrim is expected to grow by around 6.4% and the number of children are expected to slightly decrease by some 0.21% compared to an increase of 4.25% in working age persons and a large increase in the number of pensioners by 20.67%. Over the same period it is anticipated that the proportion of children and persons of working age will decline a little whilst the proportion of pensioners will increase (Appendix M: Table M1). These figures are based on current pensionable age and broadly follow the trend at NI level. However, it should be noted that between 2010 and 2020, the age at which

women are eligible for the state pension will increase from 60 years to 66 years. This will have the consequence of slightly increasing the proportion of working age figures and decreasing the proportion of pensioners.

2.8 Assuming annual growth of 0.32% from 2023 onwards (based on the three districts combined rate of growth for 2022-23), the population could increase to around 145,912 by 2030 (Table 2.2 & Appendix M: Table M2).

2.9 The corresponding household projections for 2008-2023 which take account of population growth, a reduced size of household and the

changing age structure of the population, could lead to an increase of 14.5% in the number of households between 2015 and 2030 (Table 2.3 & Appendix N: Table N1).

2.10 The average household size in N. Ireland has been projected to steadily decrease to 2.36 people per household in 2023. In Mid & East Antrim District, the average size of households are predicted to remain below the NI average (2.35 Ballymena, 2.16 Carrickfergus and 2.19 Larne).

2.11 The NISRA household projections are broadly in line albeit slightly lower than those set out in the RDS 2035 figures which add in an

element of second homes, housing stock that is vacant, and housing stock losses due to net conversion/closures or demolitions. A more detailed examination of housing, future growth and the provision of development land will be considered in a later paper. Whilst the economic climate that has prevailed since 2007 has impacted on the demand for development land, there are indications that a slow recovery in the economy is underway. There is therefore an argument for increasing the availability of development land to increase choice and flexibility and thus stimulate investment. This can only be achieved through a new plan with a strategic vision to 2030.



SECTION 3

A SETTLEMENT STRATEGY FOR ACCOMMODATING GROWTH

PRINCIPLES OF PLANNING FOR
GROWTH

EXISTING GROWTH STRATEGIES:
REGIONAL CONTEXT

EXISTING GROWTH STRATEGIES:
LOCAL AREA PLANS

EXISTING SETTLEMENT HIERARCHY

PROPOSED SETTLEMENT HIERARCHY
& STRATEGY FOR ACCOMMODATING
GROWTH

3.0 A SETTLEMENT STRATEGY FOR ACCOMMODATING GROWTH

PRINCIPLES OF PLANNING FOR GROWTH

3.1 To ensure that development is balanced and sustainable and helps to improve the quality of life for existing communities intervention is needed. Plan making allows local people the opportunity to present their vision of how an area can be developed based on two guiding principles:

- **Sustainable Development** based on four objectives: social progress that meets the needs of everyone; effective environmental protection; prudent use of natural resources; and maintaining high and stable levels of economic growth.
- **Equality of Opportunity** between people of different religious belief, political opinion, racial group, age, sex, marital status, physical ability, sexual orientation, and those with/without dependants. This includes promoting good relations between persons of different religious belief, political opinion and racial group (Northern Ireland Act 1998, Section 75)

3.2 These principles are also complemented by objectives aimed at addressing poverty (*Lifetime Opportunities - Anti-Poverty and Social Inclusion Strategy for Northern Ireland*) and ensuring the special needs of rural communities are considered (*Rural Proofing*).

EXISTING GROWTH STRATEGIES: REGIONAL CONTEXT

3.3 In Northern Ireland, a two-tier approach to planning for growth has been adopted, comprising the Regional Development Strategy (RDS) and Local Development Plan.

3.4 The RDS 2035 spatial framework, in providing for the future physical development of the region, identifies a hierarchy of settlements based on main hubs, local hubs and a strong rural community living either in small towns, villages, small settlements or in the open countryside (Fig.3.1).

Fig. 3.1: Spatial Framework for Northern Ireland



Source: DRD, Regional Development Strategy RDS 2035 Diagram No.2.3 Page 26

3.5 Ballymena and Larne towns are recognised as main hubs. Larne is also identified as a gateway due to its strategic coastal location with a natural harbour and as it is the second largest port in Northern Ireland. The RDS 2035 also recognises that Ballymena and Larne have the potential to cluster with Antrim as they are well connected by road and rail and their proximity to the International Airport gives this cluster a potential advantage in attracting business.

3.6 Within the RDS 2035, Carrickfergus is grouped within the major conurbation known as the Belfast Metropolitan Urban Area. Carrickfergus is identified as benefiting from its position on the estuary of Belfast Lough. With a vibrant new marina, waterfront development and historic castle it has good transport links with Belfast and Scotland via Larne. The RDS 2035 recognises that it is important to promote regeneration of Carrickfergus town centre to extend its employment and retail base to serve its catchment and that Carrickfergus has an important complementary role to play within the BMUA. Whilst Belfast City will continue to provide job opportunities for many of its residents, the Strategy advises that it will be important for Carrickfergus to widen its economic base as a means of reducing its role as a dormitory town.

3.7 Spatial Framework Guidance in the RDS 2035 which is aimed at achieving sustainable development, promotes economic development opportunities and population growth in the hubs and clusters. For the rural area outside of the main and local hubs the spatial framework guidance is to sustain the rural communities living in smaller settlements (small towns and villages) and the open countryside and to improve accessibility for rural communities. The RDS recognises that a strong network of smaller towns supported by villages helps to sustain and service the rural community. A sustainable approach to further development is important to ensure that growth does not exceed the capacity or the essential infrastructure expected for modern living.

3.8 The RDS does not attempt to specify population growth for each Council district but

instead applies housing growth indicators (HGI) which are derived from examining 2008-based NISRA household projections, existing stock, vacancies etc. The previous RDS covering the period 1998-2015 had a total requirement of 208,000 new dwellings over that 17 year period. The total requirement in the RDS 2035 for the period 2008-2025 has been set at 190,000. Ballymena and Larne's share of this requirement as provided by the HGIs is 6,400 and 3,900 respectively for the period 2008-2025. The share for Carrickfergus is contained within the 60,800 total for Belfast Urban Area Districts but it is estimated to equate to approximately 3,700 houses.

3.9 The RDS spatial strategy is implemented at local level by development plans and HGIs for each of the existing 26 District Councils have been produced as a guide. Under the Planning Act (Northern Ireland) 2011, development plans must "take account" of the RDS.

EXISTING GROWTH STRATEGIES: LOCAL AREA PLANS

3.10 The Ballymena Area Plan 1986-2001, Larne Area Plan 2010 and Carrickfergus Plan 2001 are now well past their notional end-by dates and were prepared before the introduction of the RDS and in very different social and economic climates. The Draft Belfast Metropolitan Plan 2015 (BMAP) includes proposed policies for Carrickfergus District but this Plan has not yet been adopted and is currently with the NI Executive. Each plan established a settlement hierarchy upon which future development or growth was based. A settlement hierarchy is a way of categorising an area's settlements to recognise their different roles and help decide which settlements are most suitable to accommodate growth. The main town was the focus for most development with the smaller towns and villages identified as local centres serving the needs of their rural hinterlands. The fourth tier in the hierarchy were small settlements. Only two such settlements were identified in Ballymena and Carrickfergus, in comparison to eighteen in Larne. These settlements could accommodate small groups of dwellings or single dwellings as long as their size, character and identity were preserved.

Table 3.1: Existing Settlement Hierarchy for Ballymena, Larne and Carrickfergus Districts

Settlement Hierarchy	Ballymena	Larne	Carrickfergus
Main Towns	Ballymena	Larne	Carrickfergus
Local Towns			Whitehead Greenisland
Villages	Ahoghill Broughshane Cargan Clough Cullybackey Kells/Connor Portglenone	Ballycarry Ballygalley Ballystrudder Carnlough Glenarm Glynn	
Small Settlement	Grange Corner Martinstown	Browns Bay Carnageer Carnalbanagh Carncastle Crosshill Deerpark Drumcrow Ferris Bay Feystown Garron Point Glenoe Kilwaughter Magheramorne Mill Bay Mounthill Mullaghboy Raloo Straidkilly	Knocknagulliagh Tropperslane

3.11 It is therefore recommended that the settlement hierarchy for the new Council area be re-examined to identify if any settlements need to be re-designated based on their function and services. A starting point is to use a settlement classification based on the Hierarchy of Settlements and Related Infrastructure Wheel in

the RDS 2035. This outlines the patterns of service provision that are likely to be appropriate at different spatial levels including villages, small towns, regional towns and cities (Table 3.2). Small settlements, Dispersed Rural Communities and the rural area complete the hierarchy of locations where development may take place.

Table 3.2: Settlement Hierarchy Classification

Infrastructure	Principal City	Regional Town	Smaller Towns	Villages
Skills	•University	•Further Education, •Special Schools	•Library, •Post Primary	•Nursery, •Primary School
Health	•Acute Hospital, •A&E, •Maternity	•A&E Hospital, •Children's Home, •Minor Injuries, •Outpatients	•Pharmacy, •Health Centres, •Social Services, •Day Care Centres	•Doctor, •Ambulance, •Outreach Services
Social	•Museums/Galleries, •Conference/Concert Arena	•Leisure Centre (pool) •Visitor Centre, •Advice Centres, •Arts & Culture Centre	•Community Centre, •Sports Facility, •Welfare Services	•Local Hall, •Play Areas
Environment	•Power Generation, •AONB/ASSI	•Water & Sewage Treatment Plants, •Waste-landfill, •Waste-recycle	•Recycling, •Renewables, •Water & Sewers Supply	•Access to clean water, •Sewage disposal
Commercial	•Department Stores, •Specialist Shops, •Arts & Cultural Facilities	•Shopping Centres, •Retail Warehousing, •Range of Restaurants	•Supermarket, •Restaurants, •Mix of Retail Facilities	•Shop, •Pub, •Post Office, •Petrol Station
Justice	•Police HQ, •High Court, •Prison •Forensic Science	•Police District, •County Court, •Probation Service	•Police Station	•Neighbourhood Watch
Productive	•Tourism Signature Projects, •Science Centre, •Major Industrial parks, •Strategic Development Zones	•Industrial Park, •Tourism Office	•Enterprise Centre, •Information Office	•Workshop/ Business Unit
Networks	•Ports & Airports, •Key Transport Nodes, •Energy Generation •Interconnector	•Major Roads, •Bus/Rail, •Park & Ride, •Cycle Network	•Link Corridors/ •Trunk Roads, •Bus/Rail to larger centres	•Local Roads, •Broadband, •Urban Street Lighting, •Local Bus, •Cycle

PROPOSED SETTLEMENT HIERARCHY & STRATEGY FOR ACCOMMODATING GROWTH

3.12 To achieve the RDS objectives of promoting population growth and economic development in the main hubs and sustaining rural communities living in small towns, villages, small rural settlements and the open countryside, a strategy for accommodating growth can be defined based on the following settlement hierarchy:

Main Town – The hubs of Ballymena and Larne and Carrickfergus act as the main service centres with Larne also acting as a gateway. It is therefore intended to focus major population and economic growth on these main towns, thus maximising benefits from efficient use of existing facilities, infrastructure and their strategic location on the transport corridors. It is anticipated that the attraction of the town centres will be reinforced by retail, office and mixed use development. They will accommodate economic development through expansion and creation of industrial estates and modern enterprise and business centres. They will accommodate new residential development both within the existing urban fabric and through the expansion and creation of new neighbourhoods.

Local/Small Towns - These are important local service centres providing a range of goods, services, leisure and cultural facilities to meet the needs of their rural hinterland. Growth should be balanced across these towns to sustain, consolidate and revitalise them, focusing new retail and services within their town centres and providing opportunity for privately led economic investment in business and industry. These towns also can accommodate residential development in the form of housing estates, smaller groups or individual houses.

Villages – These important local service centres, provide goods, services and facilities to meet the daily needs of the rural area. They are good locations for rural businesses and can accommodate residential development in the

form of small housing estates, housing groups and individual dwellings.

Small settlements – These act as a focal point for the rural community and take the form of a rural cluster or cross roads development where consolidation of the built form can provide opportunity for individual dwellings and/or small groups of houses and small rural businesses.

Dispersed Rural Communities – These take into account remoteness, evidence of community activity associated with focal points e.g. school, shop, and an established dispersed pattern of settlement. Policies within DRCs may include provision for small scale housing, appropriate economic development enterprises, and new social or community facilities.

The Open Countryside - Outside settlements, residential and other types of development will also be facilitated so long as it is balanced between protection of the environment from inappropriate development, while supporting and sustaining vibrant rural communities. The rural area offers opportunities in terms of the potential for growth in new sectors, the provision of rural recreation and tourism, its attractiveness as a place to invest, live and work, and its role as a reservoir of natural resources and highly valued landscapes.

3.13 Under the Strategic Planning Policy Statement (SPPS), Councils will be expected to bring forward a strategy for development in the countryside. This should reflect the aim, objectives and policy approach of the SPPS tailored to the specific circumstances of the plan area.

3.14 In defining where each settlement sits in the hierarchy, account should be taken of a wide range of factors, including the RDS spatial framework, the population of individual settlements and an assessment of the role or function of settlements. The housing paper that follows will focus in more detail on apportioning housing within the settlement hierarchy.



QUESTIONS:

- Do Members agree with this proposed settlement hierarchy?
- Are there settlements which should be considered for reclassification taking into account size, function and services?

OVERALL CONCLUSIONS & RECOMMENDATION

The purpose of this paper has been to provide baseline information on the population of the new Council area to assist in informing the Community Plan and to establish the planning needs of the community. In compiling this paper, it is recognised that this evidence can be supplemented by the Community Plan process.

It is therefore **recommended** to Members that:

- (i) This report is considered and revised in light of work undertaken as part of the community planning process.
- (ii) Local and regional organisations representing groups under Section 75 are identified, included in the Statement of Community Involvement and consulted with as part of the process of formulating a new development plan.
- (iii) The needs identified are used as a working draft for the Preferred Options Paper for the Local Development Plan, and are taken into account when formulating both the aims and objectives of the plan and future policy.
- (iv) Consideration is given to the existing growth strategy and Members' suggestions on changes to the settlement hierarchy such as alterations to the status of existing settlements or designation of new settlements, including dispersed rural communities are welcome and will be subjected to a sustainability appraisal.
- (v) The settlement hierarchy and strategy is broadly in keeping with the Regional Development Strategy and provides a framework against which to formulate a Local Development Plan.

