

Housing Allocation

Paper 13

May 2016

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PURPOSE OF THE PAPER

The purpose of this paper is to provide the Planning Committee with options for housing allocations in the Borough through the Local Development Plan to 2030.

At this stage the paper only aims to provide a foundation for future decision making which will need to be further informed by Sustainability Appraisal, public consultation and engagement with elected members, consultees and stakeholders.

CONTENT OVERVIEW

The paper provides:-

- i. a summary of the regional policy context for housing allocations in Mid & East Antrim;
- ii. an overview of the housing zonings within the current Ballymena Area Plan, Larne Area Plan and Belfast Metropolitan Area Plan (as far as it relates to the former Carrickfergus Council Area);
- iii. consideration of the revised Housing Growth Indicator (HGI) issued by the Department of Regional Development (DRD) in April 2016 and possible alternative options for housing allocation through the Plan.

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RECOMMENDATION

That members:

- Note the Housing Allocation Process;
- Consider the alternative options presented in the Paper for the allocation of new housing through the LDP; and
- Agree to a councillor workshop on this subject, with a view to formulating a corporate view of the Council for the Preferred Options Paper (POP).

1.0 Introduction

- 1.1 This paper is the latest in a series of Position Papers being presented to the Planning Committee in building the evidence base for the new Mid & East Antrim Local Development Plan (LDP).
- 1.2 The main purpose of this paper is to provide Housing Allocation options for the urban and rural areas for the period 2012 – 2030 based on a revised Housing Growth Indicator provided by DRD in April 2016.
- 1.3 This paper has also been informed by the previous settlement evaluation exercise which proposed a new settlement hierarchy for Mid & East Antrim District. Based on the RDS objective of achieving balanced growth and taking account of the revised HGI, options for allocating housing land across the proposed settlement hierarchy and between urban and rural areas are considered. The consequences of the various options for allocating housing land, as advanced in this paper, have also been assessed in relation to existing commitments and housing land supply in settlements as identified within the annual Housing Monitor up to March 2016. The implications of the various options have also been assessed in relation to the demand for single dwellings in the countryside.
- 1.4 This paper does not prescribe a single preferred option for housing allocation through the emerging Plan. Rather, it aims to present a range of alternative options for elected members to consider in moving towards Council's Preferred Options that will fall to be expressed in the Preferred Options Paper.



2.0 Regional Planning Policy Context

- 2.1 The regional planning policy context for the preparation of the Local Development Plans is provided by the Regional Development Strategy (RDS) 2035 and the Strategic Planning Policy Statement (SPPS) published in September 2015 and regional planning policy statements.

REGIONAL DEVELOPMENT STRATEGY (RDS) 2035

- 2.2 The RDS sets policy directions for the provision of housing that aim to deliver development in a more sustainable manner. Generally, this means providing additional housing in the Hubs (SFG 12) and sustaining rural communities living in smaller settlements (i.e. smaller towns and villages) and the open countryside (SFG 13). While the emphasis in the RDS is on directing most housing growth to the larger urban areas (or hubs), it also recognises the importance of supporting rural communities so that they remain vibrant and sustainable.
- 2.3 In accordance with its objective to manage housing growth so as to achieve sustainable patterns of residential development, the RDS sets a regional target of 60% of new housing to be located in appropriate “brownfield” sites¹ within the urban footprints² of settlements greater than 5,000 population (RG 8). In Mid & East Antrim, there are four settlements which have a population greater than 5,000 – Ballymena (29,467), Carrickfergus (27,903), Larne (18,705) and Greenisland (5,484)³.
- 2.4 The RDS published Housing Growth Indicators (HGIs) as guidance on new dwelling requirements across Northern Ireland over the period between 2008 to 2025. The HGI figures were revised by DRD in April 2016. The implications of the HGI for the allocation of housing growth with Mid & East Antrim through the LDP are discussed in Section 4 and 5 of this paper.

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STRATEGIC PLANNING POLICY STATEMENT (SPPS)

- 2.5 The SPPS underpins the regional guidelines in the RDS by promoting sustainable housing development. This includes encouraging more housing within existing urban areas, promoting good design and achieving balanced communities.
- 2.6 When allocating land for housing developments, the SPPS advises that Local Development Plans (LDPs) should be informed by:-
- The **RDS Housing Growth Indicators (HGIs)**
 - The **RDS housing evaluation framework** – which takes account of the varying capacities of settlements and will assist councils in making judgements on the allocation of housing growth.
 - **Allowance for existing housing commitments** – i.e. dwellings already constructed from the base date⁴, approvals not yet commenced and residential development proposals likely to be approved.
 - **Urban Capacity Studies** – an assessment of the potential of brownfield sites to provide housing land, the availability of infill sites and the potential to reuse existing urban buildings.
 - **Windfall housing** – an estimate of the potential housing returns from previously developed land within the urban footprint which may become available for housing during the lifespan of the local development plan.
 - **Application of a sequential approach and identification of suitable sites for settlements in excess of 5,000 population.**

¹ Brownfield sites are sites within a settlement limit which are or were occupied by a permanent structure. These for example may include underused buildings or vacant buildings. May also be referred to as “Previously Developed Land”

² The urban footprint of a settlement limit is the continuously built up area which has a formal urban use.

³ Figures taken from Key Statistics for Settlements, July 2015 (Census 2011).

⁴ The base date associated with the revised HGI is 2012.

- **Housing Needs Assessment/Housing Market Analysis (HNA/HMA)** – carried out by NIHE, these studies provide an evidence base to guide the amount of land required to facilitate the right mix of housing tenures including open market and special housing needs such as affordable housing, social housing, supported housing and travellers' accommodation.
- **Transport Assessments** – these may be required for certain sites for residential use to achieve integration with public transport and other alternatives to the car.

2.7 The SPPS lists a number of measures that Local Development Plans should contain in regard to housing in settlements, including:

1. set out the overall housing provision for each settlement over the plan period;
2. set development limits for all identified settlements;
3. zone sites for housing in larger settlements to meet the full range of identified need. In smaller settlements area plans may indicate where it is anticipated that most new housing will be located through the use of Housing Policy Areas (HPAs);
4. provide for a managed release of housing land, in line with a 'plan, monitor and manage' approach;
5. identify sites or areas within settlements where the site (or part thereof) is required to meet one or more category of need and clearly state the proportion required;
6. identify settlements where the HNA has found there to be an affordability pressure;
7. zone land or include policy, as appropriate, to reflect the local need resulting from the demand for second homes (this is not as pressing an issue in Mid & East Antrim as in other parts of NI);
8. where justified, specify those sites or areas where the development of certain house types or a mix of house types will be required;
9. set density levels for housing sites appropriate to the location of the site and the character of the surrounding area;
10. identify areas within town centres where existing residential development will be protected;
11. set requirements for the housing elements of sites identified for a mix of land-uses;
12. include, where appropriate, specific policies to protect the distinctive nature and character of settlements;
13. identify opportunity sites and specify the level of housing that is either required or is acceptable and any design requirements that should be applied;
14. set out any additional plan policies or proposals (including key site requirements) to deliver quality residential environments. For example, plans may set out the main infrastructure requirements that developers will be expected to meet for zoned residential sites, local design requirements, and requirements for local neighbourhood facilities;
15. identify sites requiring a development brief to be drawn up;
16. include Concept Master Plans as supplementary planning guidance for major development sites;
17. contain specific policy for safeguarding the character of established residential areas.

2.8 In regard to housing and other forms of development in the countryside, the general approach of the SPPS is to cluster, consolidate and group new development with existing established buildings and promote the re-use of previously used buildings. Within this policy context the SPPS⁵ specifies the following opportunities for residential development in the countryside:

- New dwellings in existing clusters;
- Replacement dwellings;
- Dwellings on farms;
- Dwellings for non-agricultural business enterprise;
- Infill development
- Conversion and reuse of existing buildings for residential use;
- Dwelling/temporary caravan/mobile where there are compelling personal/domestic circumstances;
- Social and affordable housing development where need exists.

⁵ The SPPS largely reflects PPS21, however the Strategic Planning Policy for 'Development in the Countryside' is currently under review.



3.0 Existing Area Plans Context & Housing Zonings

- 3.1 In each on the three existing Area Plans, the Main Town is identified as the focus for most development, with the Small Towns and Villages seen as local centres serving the needs of their rural hinterlands. Carrickfergus was the only area to have Local Towns designated but had no Villages. Ballymena and Larne had a similar number of Villages (7 and 6 respectively) but these vary in terms of size, form, function and capacity to accommodate growth.
- 3.2 The fourth tier in the hierarchy comprised of the Small Settlements. Only two such settlements were identified in the Ballymena area and two in the Carrickfergus area, in comparison to eighteen in the Larne district. These small settlements were recognised as having potential to accommodate small groups of dwellings or single dwellings, as long as their size, character and identity were preserved.
- 3.3 It should be noted that the status of some of the existing settlements may be revised in the emerging Plan. This has been considered in the Strategic Settlement Evaluation Paper (March 2016) and will be open to future debate as the Plan progresses. Appendix B refers to the existing and proposed settlement hierarchy for the Borough.

BALLYMENA AREA PLAN 1986-2001

- 3.4 The Ballymena Area Plan 1986-2001 was adopted in November 1989. It was estimated that 4,500 dwellings would be required over the Plan period.

Ballymena Town

- 3.5 The plan concentrated large scale land use zonings including housing in the main town of Ballymena. Within the town, 150 hectares were zoned for housing which could accommodate approximately 3,000 dwellings. The surplus was to provide a degree of flexibility and choice. The Department avoided zoning a few large tracts of land in favour of a greater number of smaller sites and these for the most part were spread around the periphery of the town in areas such as Galgorm, Gracehill, Ballee, Carniny and Dunclug.

Villages & Small Settlements

- 3.6 In the villages, land was not zoned for specific purposes, however sufficient land was included within development limits to allow each village to fulfil its role in the settlement strategy by providing adequate opportunities for housing development. Land suitable for housing was therefore identified in Ahoghill, Broughshane, Cullybackey, Kells/Connor and Portglenone.

LARNE AREA PLAN 2010 (LAP)

- 3.7 The [Larne Area Plan 2010](#) was adopted in March 1998. It was estimated that some 2,370 new dwellings would be required in the Larne Borough over the Plan period.

Larne Town

- 3.8 Within the plan, large scale land use zonings including housing were located in the main town of Larne. 145.2 hectares of land were zoned for housing within Larne Town (Table 3.1).

Table 3.1: Location of land Zoned for Housing in Larne Town

Location	Land Zoned (Ha)
Larne West	110.7
Ballycraig Rd	6.0
Blackcave North	15.6
Ballyloran Rd	10.2
Wyncairn Rd	2.69
Larne Town Total	145.2

Source: LAP 2010

Villages & Small Settlements

- 3.9 Within the Villages & Small Settlements, land was not zoned or identified for housing purposes. Land within settlement development limits was un-zoned or 'white' land. While land may have been acceptable for a variety of uses, it was anticipated that green-field sites on the edge of the built-up area of such settlements would predominantly be given over to housing use.

BELFAST METROPOLITAN AREA PLAN 2015 (BMAP)

- 3.10 [BMAP](#), as adopted, became operative on 9 September 2014. Part 4 Volume 4 of the document sets out policies on Carrickfergus District which have been developed in the context of the Plan Strategy and Plan Proposals contained in Volume 1 of the Plan. This is the only one of the existing Plans where the planning policy framework is provided by the RDS.
- 3.11 The distribution of housing growth in the settlements is in accordance with the approach set out in the BMA Housing Strategy and accompanying Plan Proposals in the housing section in Part 3, Volume 1 of the Plan. Approximately **181 hectares** of land were zoned for housing across Carrickfergus district to provide a choice of location, and support urban regeneration and included land for the provision of social housing (Table 3.2). Key site requirements are stipulated, as appropriate, against which particular site development proposals will be assessed. This includes minimum densities for sites zoned for housing within urban footprints which aim to maximise potential housing yield without prejudicing environmental quality.

Table 3.2: Location of land Zoned for Housing in Carrickfergus District

Location	Land Zoned (Ha)
Carrickfergus Town	131
Greenisland	41
Whitehead	9
Carrickfergus District Total	181

Source: BMAP 2015

- 3.12 BMAP zoned approximately **131 hectares** of land in Carrickfergus town within the Plan period including two sites for social housing identified by the Housing Needs Assessment carried out by NIHE. These 2 sites have since been developed (Table 3.3).

Table 3.3: Land Zoned for Housing in Carrickfergus Town

Location	Land Zoned (Ha)	%
Committed Housing Sites – complete at 31/7/2011. Including Social Housing	43.06 1.24	33%
Committed Housing Sites – extant approvals ongoing /not started at 31/7/2011	18.57	14.2%
Uncommitted Housing Sites	68.69	52.7%
Carrickfergus Town Total	130.32	100%

Source: BMAP 2015

Local Towns

- 3.13 BMAP zoned approximately **41 hectares** of land for housing in Greenisland within the Plan period (Table 3.4). It should however be noted that the new boundary for Mid & East Antrim District excludes some of these zoned sites (approximately 4.22 hectares), namely Zonings GD04/01 at Shore Rd, GD03/06 between Neill's Lane & Shorelands and GD04/10 at Farm Lodge Road, which have become part of Antrim & Newtownabbey Council. The new boundary also dissects Zoning GD 04/08 between Neill's Lane & Shorelands with the majority of these 12.31 hectares being removed outside the Mid & East Antrim District.

Table 3.4: Land Zoned for Housing in Greenisland

Location	Land Zoned (Ha)	%
Committed Housing Sites – complete at 31/7/2011	3.51	8.5%
Committed Housing Sites – extant approvals ongoing /not started at 31/7/2011	16.41	39.6%
Uncommitted Housing Sites	21.49	51.9%
Greenisland Total	41.41	100%

Source: BMAP 2015

- 3.14 Within Whitehead, approximately **9 hectares** of land were zoned for housing (Table 3.5). Sites zoned for housing in both Greenisland & Whitehead were selected to allow for the efficient use of land within the urban footprint, to provide choice in the housing market and to include existing commitments.

Table 3.5: Land Zoned for Housing in Whitehead

Location	Land Zoned (Ha)	%
Committed Housing Sites – complete at 31/7/2011	7.67	83.8%
Committed Housing Sites – extant approvals ongoing /not started at 31/7/2011	0.9	9.8%
Uncommitted Housing Sites	0.58	6.3%
Whitehead Total	9.15	100%

Source: BMAP 2015

Small Settlements

- 3.15 The two Small Settlements of Trooperslane & Knocknaguillagh accommodate small local populations and only some opportunities were provided for limited infill or rounding off.

4.0 Housing Allocation Strategy Options

- 4.1 In developing a housing allocation strategy through the emerging Plan, there are two main considerations that need to be taken into account. These are:
- The amount of new housing it is appropriate to aim to deliver over the Plan period, and;
 - The broad distribution of this amount of housing between settlements and between settlements and the countryside.
- 4.2 Paragraphs 4.3 to 4.5 below deal with the amount or the quantity of housing units that the LDP should strive to deliver over the Plan period. The remainder of this Section then considers various options for the broad distribution of this new housing growth.

Consideration of Quantity of Housing Needed over Plan Period

- 4.3 The starting point for considering the amount of new housing needed is the revised HGI for MEA, published by DRD in January 2016 and confirmed in April 2016. The revised figure is 5,400 units, covering the period 2012 to 2025. However, because the Plan period runs to 2030, it is necessary to adjust this figure. The adjustment is shown in Table 4.1 and has been made by applying an annual breakdown of the HGI (equating to 415.4 units per annum) on a pro rata basis to the actual number of years included from the start of the HGI period in 2012 to the end of the Plan period in 2030 (i.e. 18 years in total). The net result of this calculation is that an estimated 7,477 new dwellings are required over this period.

Table 4.1: Revised HGI in Mid & East Antrim District- Confirmed April 2016

	HGI 2012-2025	Per Year / Pro rata Figure	HGI 2012-2030 (Pro rata x 18 years)
Mid & East Antrim	5,400	415.4	7,477

- 4.4 DRD has stated that the HGI for all Council areas should be used for guidance purposes, rather than treated as a cap on housing development or a target to be achieved. This is because the HGI is primarily, though not exclusively, based on current population / household trends, with the assumption that these trends will continue into the future. Accordingly, there would appear to be some room for flexibility and it may be possible to consider an increased level of housing provision through the emerging Plan, provided this can be justified.
- 4.5 However, given that NISRA is projecting an increase of only 3,161 households within MEA over the Plan period (i.e. some 42% of the HGI figure), there would not appear to be strong grounds in planning for housing provision in excess of the HGI figure of 7,477 units. It should also be noted that in terms of supply, there is no shortage of land currently committed for housing development across the Borough. Table A1 in Appendix A indicates a residual capacity for some 12,644 units arising from live approvals and lands zoned for housing in existing Area Plans, but not yet developed. This means that even if household growth over the Plan period was to exceed that anticipated by NISRA, there is still plenty of committed land to meet housing needs. Taking both of these factors into account, it is considered that there is no reason to set aside the published HGI as a reasonable reflection of the quantity of housing that is likely to be needed over the Plan period.

Consideration of the Broad Distribution of New Housing

4.6 The RDS (paragraph 3.21) states that the allocation of housing growth to specific locations in a district is a matter for decision through the development plan process. However, this is qualified by the policy directions set out in the RDS for the delivery of sustainable housing development through the LDP and referred to in paragraph 2.2 of this Paper. Taking this into account, the 'Housing and Settlement' Paper (Development Plan Paper 2, November 2014) proposed that new housing growth should be allocated across the settlement hierarchy based upon an agreed settlement growth strategy that reflected the broad RDS policy directions. The key features of this proposed settlement growth strategy are repeated below:

- Focus major population & economic growth on the main towns of Ballymena, Larne & Carrickfergus and consequently these settlements will be the main focus for new housing development;
- Provide balanced growth in the small towns with a degree of housing development being provided for;
- Maintain villages as important local service centres with small housing development opportunities being acceptable;
- Provide opportunities for individual dwellings or small groups of houses in the open countryside and small settlements in order to sustain rural communities.



4.7 Paper 2 presented three alternative options for the distribution of the previous HGI (now superseded), for the 3 legacy Councils, across the various tiers of the existing settlement hierarchy. It is not proposed to rehearse these in this Paper as these options have now been revised to take account of the following considerations:

- i. There is now a new HGI figure applying to the whole Borough,
- ii. Feedback from a Councillor workshop held in February 2016,
- iii. Proposed revisions to the existing settlement hierarchy⁶. This too was informed by the Councillor workshop event and a provisional new settlement hierarchy was agreed as a 'working draft' by the Council Planning Committee at its meeting in March 2016. Details are included in Development Plan Paper 11 'Strategic Settlement Evaluation', March 2016.

4.8 The revised options now being put forward for consideration in this paper are as follows:

- **Option 1:** this maintains the 'status quo' in terms of housing allocation based on the proportion of households living in the Main Towns, Small Towns, Villages, Small Settlements and countryside at the time of the 2011 Census. This means that each settlement would be allocated a share of the new housing allocation based on its existing share of households in 2011, with the countryside receiving the remainder (Table 4.2 & Appendix A: [Table A1](#) & Figure A1).

Table 4.2: Option 1 -Status Quo based on location of 2011 Households in the district

	Main Towns	Small Towns	Villages	Small Settlements	Countryside
% of HGI	58.5% (31,793 households out of 54,314)	14.9% (8,098 households out of 54,314)	6.6% (3,559 households out of 54,314)	1.8% (1,001 ⁷ households out of 54,314)	18.2% (9,863 households out of 54,314)
	23.3%				

- **Option 2:** following feedback from the Councillor workshop to focus housing in the rural area within Villages and Small Settlements rather than in the open countryside. This option increases the percentage of housing to be allocated to villages and small settlements at the expense of the open countryside. The percentage within the Main and Small Towns remains the same as Option 1 (Table 4.3 & Appendix A: [Table A1](#) & Figure A2).

Table 4.3: Option 2 - Increase villages & small settlements at the expense of open countryside

	Main Towns	Small Towns	Villages	Small Settlements	Countryside
% of HGI	58.5% (31,793 households out of 54,314)	14.9% (8,098 households out of 54,314)	10%	5%	12%
	29.9%				

- **Option 3:** this option is the most proactive in terms of following the RDS direction to channel most housing growth to the main urban centres. In addition, it seeks to go some way to meeting the RDS regional target of 60% of new housing to be located in appropriate "brownfield" sites within the urban footprints of settlements greater than 5,000 population. In MEA this includes the 3 Main Towns of Ballymena, Carrickfergus and Larne and the Small Town of Greenisland. As not all land

⁶ The existing settlement hierarchy and proposed new settlement hierarchy are shown in Appendix B.

⁷ Includes an estimate of the number of houses (not households) within a number of existing Small Settlement where 2011 Census figures have not been published. Also, includes an estimate of the number of houses (not households) in potential new small settlements. Note: Development limits for these settlements have not been determined.

within the existing development limits of these settlements is brownfield nor within the urban footprint it is necessary to set a housing allocation percentage to the Main Towns in excess of 60% in order to go some way to meeting this target. Further studies of the existing amount of brownfield land within the urban footprints of these 4 settlements will be necessary to ascertain how close to the 60% target can realistically be achieved. In this option the share to the Small Towns, Villages and Small Settlements remains substantially the same as Option 1, while the allocation to the countryside is significantly reduced (Table 4.4 & Appendix A: [Table A1](#) & Figure A3).

Table 4.4: Option 3 –Increases ability to meet 60% brownfield target in settlements over 5,000

	Main Towns	Small Towns	Villages	Small Settlements	Countryside
% of HGI	70% (to go towards meeting RDS 2035 target)	14.9% (8,098 households out of 54,314)	6.6% (3,559 households out of 54,314)	2%	6%
	23.5%				

5.0 Implications of the Housing Allocation Strategy Options

- 5.1 This Section discusses the implications of the previous considerations relating to the quantity and distribution of new housing through the emerging LDP.

Implications for Settlements

- 5.2 The implications for individual settlements, of the 3 options for distribution of the HGI between the various tiers of the proposed settlement hierarchy (Tables 4.2, 4.3 and 4.4 refer), must be looked at in the context of existing housing commitments in the various settlements. Housing commitments comprise 2 elements:
- Dwellings built since the start of the period covered by the HGI (taken to be the period April 2012 to April 2016);
 - Residual capacity arising from live approvals and lands zoned for housing in the existing Area Plans but not yet developed.

Existing housing commitments for all the settlements are included in [Table A1](#) in Appendix A. Because housing commitments contribute to the supply of housing, they must be balanced against the housing need (as determined by the apportionment of the HGI for any given settlement)⁸, thus providing an indication of whether any additional land needs to be zoned for housing.

Main Towns

- 5.3 Under the three proposed options, notionally there is an adequate land supply for housing in the three Main Towns based on existing commitments (i.e. planning permission granted) and current zonings. Under options 1 and 2, existing commitments provide a surplus of 5,497 dwelling units across the 3 towns. Whilst option 3 would provide a surplus of 4,640 dwelling units. Therefore, no additional land would need to be identified to meet housing requirements over the Plan period in these settlements. Questions do of course arise as to whether all land currently zoned in the three existing Area Plans will come forward for development over the Plan period. Further, the issue of whether all of this land remains suitable for housing development will be examined in detail at the Local Policies Plan stage of the development plan process.

Small Towns

- 5.4 In relation to the Small Towns, Whitehead has been identified in each of the three options as notionally having a deficit of land supply for housing based on existing commitments and current zonings. This ranges from a deficit of between 110 to 149 dwelling units depending on the option. It should be noted that expansion of Whitehead is constrained by its coastal location and surrounding topography. Further studies will be required to identify any other remaining opportunities within the existing development limits. The new Small Town candidate of Broughshane has also been identified in each of the three options as having a deficit of housing land, albeit at a lower level than Whitehead ranging from 7 to 23 dwelling units depending on the option. However in Broughshane, it is not constrained to such an extent that if expansion were required it could be accommodated.

⁸ The apportionment of the HGI to individual settlements as shown in Table A1 in Appendix A is only approximate at this stage. For Options 2, 3 and 4, the provisional figure apportioned to individual settlements within any particular tier in the settlement hierarchy, is equal to an even split of the HGI apportioned to that settlement tier. The final apportionment of the HGI to individual settlements will be determined at a later stage, through further studies, when Council has agreed its preferred Option.

Villages

- 5.5 Under Options 1 and 3 the majority of Villages would notionally have an adequate housing land supply based on existing commitments with the exception of Ballygalley. However, under Option 2, where the amount of new housing allocated to Villages and Small Settlements is increased, additional land for housing land would be required in Ballygalley, Ballystrudder, Glenarm, Clough and Martinstown.

Small Settlements

- 5.6 Under Option 1, where new housing growth would be allocated based on the existing household distribution across the Borough, the majority of Small Settlements would notionally have adequate land supply for housing based on existing commitments. The exceptions are Grange Corner, Magheramorne and Raloo where there would be small deficits. However, when Option 2 is applied the deficit increases in these three Small Settlements and in addition Carnalbanagh and Crosshill would also have a deficit of housing land based on existing commitments. As Option 3 reduces the amount of new housing directed to Small Settlements, only Magheramorne and Raloo would require a small amount of additional land for housing.

Implications for the Countryside

- 5.7 The implications for the countryside of the 3 options for the distribution of the HGI (Tables 4.2, 4.3 and 4.4 refer) show a percentage distribution of the HGI to the countryside, as follows:

- Option 1 – approximately 18.2%, equating to 1,358 units
- Option 2 – approximately 12%, equating to 897 units
- Option 3 – approximately 6%, equating to 449 units

- 5.8 These nominal housing allocations to the countryside have been considered against the 'demand' which, in the absence of information on building rates, is based upon approval rates for single dwellings in the open countryside. Table 5.1 shows that a total of 677 dwellings have been approved in the countryside over the period from 2010/11 (when the current policy – PPS 21 came into operation) to 2014/15. This equates to an approval rate of 135.4 dwellings per annum. This figure has been further refined so as to take account of new dwellings only. Analysis for the final year of the study period showed that 31.5% of all approvals were for replacement dwellings. Assuming that approximately 70% of approvals in any given year are for new dwellings in the countryside, this reduces the approval rate over the study period to 94.8 dwellings per annum. Projecting this figure over the 18 years between 2012 (the start of the HGI period) and 2030 (the end of the Plan period), yields an anticipated approval figure of 1,706 units.

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Table 5.1: Planning Approvals for Rural New and Replacement Single Dwellings (Full, Outline, RM) in Mid & East Antrim 2010-2015

Year	Ballymena			Larne			Carrickfergus			Mid & East Antrim		
	Total No. of Decisions	Total Approved	Approval Rate	Total No. of Decisions	Total Approved	Approval Rate	Total No. of Decisions	Total Approved	Approval Rate	Total No. of Decisions	Total Approved	Approval Rate
2010-2011	108	106	98%	38	34	89%	15	13	87%	161	153	95%
2011-2012	120	118	98%	34	31	91%	12	11	92%	166	160	96%
2012-2013	76	75	99%	40	38	95%	10	9	90%	126	122	97%
2013-2014	86	86	100%	35	34	97%	14	14	100%	135	134	99%
2014-2015	80	79	99%	28	27	99%	4	2	50%	112	108	96%
Total	470	464	99%	175	164	94%	55	49	89%	700	677	97%

- 5.9 The main conclusion to be drawn from this analysis is that none of the 3 options for the distribution of the HGI will be likely to meet demand for new single dwellings in the countryside, should present trends in approvals continue. That said, Option 1 which provides for 1,355 units does not fall that far short, and indeed may be sufficient given that not all approvals may be built. Options 2 and 3 would not come close to meeting recent levels of demand for new dwellings in the countryside. Should one of these options ultimately be advanced as the 'preferred option', then this would suggest the need for a more stringent rural policy than currently exists under PPS 21.
- 5.10 Given the implications for the countryside as outlined above, a fourth option for the housing allocation is set out below (Table 5.2). Under this option, the anticipated demand for 1,706 new single dwellings in the countryside over the Plan period is fully met through an allocation of 22.8% of the HGI figure of 7,477 units. The model also allocates 58.5% of the HGI to the Main Towns, thus maintaining the status quo at the top end of the settlement hierarchy. To allocate a lesser proportion of housing growth to the Main Towns would depart from the major thrust of the RDS in regard to sustainable housing growth and may not be considered acceptable. This would leave some 18.7% of the allocation to be divided between the Small Towns, Villages and Small Settlements. The option shown, allocates 10.7% to the Small Towns, 6% to the Villages and 2% to the Small Settlements, although various permutations are possible. This would largely maintain the status quo as far as the Villages and Small Settlements are concerned, but could be viewed as under-providing in respect of the Small Towns. Given the existing level of housing commitments, it is not envisaged that additional land would need to be identified in any of the settlements, with the possible exception of Whitehead, Ballygalley, Magheramorne and Raloo (Table 5.2 and Appendix A: [Table A2](#) & Figure A4).

Table 5.2: Option 4 – To meet the anticipated demand for housing in the open countryside based on past trends

	Main Towns	Small Towns	Villages	Small Settlements	Countryside
% of HGI	58.5%	10.7%	6%	2%	22.8%
		18.7%			



6.0 Conclusions & Recommendations

- 6.1 This paper has shown that there are various options open to the Council in developing its preferred option for the distribution of new housing growth through the LDP. It is considered that the 3 main options suggested could all be substantiated in terms of the general RDS direction; the fourth option perhaps less so in particular consideration of the reduced Small Towns allocation and pursuit for an increased level of housing development in the open countryside. However, within these broad parameters there is no single correct answer. Much will depend upon the corporate view of the Council as to where the priorities are for future housing growth in the Borough over the Plan period.
- 6.2 It is proposed to discuss the 4 options presented in this paper with relevant statutory consultees over the next few months and to feed back to the Planning Committee on any further implications which arise for consideration through this process.
- 6.3 In the meantime, the Committee is advised to consider the housing allocation process and the various options presented in this paper for the distribution of the HGI through the emerging Plan. It is proposed that a Councillor workshop on this issue be held in the late summer / early autumn in order to identify the corporate view of the Council in regard to the 'preferred option' to be advanced in the Preferred Options Paper. This document is currently scheduled for publication in October 2016 and will then be subject to public consultation.





APPENDICES

APPENDIX A HOUSING OPTIONS & COMMITMENTS

APPENDIX B SETTLEMENT HIERARCHIES

BIBLIOGRAPHY

APPENDIX A:
Table A1: Housing Allocation Options 1, 2 & 3 and Commitments

Option 1
(Status Quo-Using 2011 Household Percentages)

Settlement	Completed (1-4-2012 & 31-3-2016)	Committed Units still to be developed & Residual Zoning (31 Mar 2016)	No. of Households	% share of HGI based on % share of households	HGI allocation (share of households)	Need for Additional Housing (Units)
Towns						
Ballymena	257	3,613	12,105	22.3%	1,666	NO- 2,204 surplus
Carrickfergus	57	2,906	11,536	21.2%	1,588	NO- 1,375 surplus
Larne	178	2,862	8,152	15.0%	1,122	NO- 1,918 surplus
Main Town total	493	9,381	31,793	58.5%	4,377	NO- 5,497 surplus
Small Towns						
Greenisland	56	536	2,324	4.3%	320	NO- 272 surplus
Whitehead	3	73	1,633	3.0%	225	YES- Additional 149
Ahoghill	43	245	1,320	2.4%	182	NO- 107 surplus
Broughshane	46	117	1,235	2.3%	170	YES- Additional 7
Cullybackey	4	434	1,088	2.0%	150	NO- 288 surplus
Portglenone	18	251	498	0.9%	69	NO- 200 surplus
Small Towns total	170	1,656	8,098	14.9%	1,115	NO- 712 surplus
Villages						
Ballycarry	18	317	536	1.0%	74	NO- 262 surplus
Ballygalley	1	19	333	0.6%	46	YES- Additional 26
Ballystrudder	22	46	389	0.7%	54	NO- 14 surplus
Carnlough	4	278	563	1.0%	78	NO-204 surplus
Glenarm	1	50	242	0.4%	33	NO- 18 surplus
Glynn	0	220	267	0.5%	37	NO- 183 surplus
Kells/Connor	14	205	808	1.5%	111	NO-108 surplus
Cargan	0	168	223	0.4%	31	NO- 137 surplus
Clough	0	67	90	0.2%	12	NO- 55 surplus
Martinstown	33	17	108	0.2%	15	NO- 35 surplus
Villages total	93	1,387	3,559	6.6%	490	NO- 990 surplus
Small Settlements						
Grange Corner	8	2	191	0.4%	26	YES- Additional 16
Carnalbanagh	1	16	16	0.03%	2	NO- 15 surplus
Carncastle	3	30	36	0.1%	5	NO- 28 surplus
Crosshill	3	6	24	0.04%	3	NO- 6 surplus
Glenoe	18	17	41	0.1%	6	NO-29 surplus
Magheramorne	2	4	86	0.2%	12	YES- Additional 6
Mounthill	0	65	46	0.1%	6	NO- 59 surplus
Mullaghboy	3	80	148	0.3%	20	NO- 63 surplus
Raloo	0	0	18	0.03%	2	YES- Additional 2
Newtowncrommelin	Unknown	Unknown	58	0.1%	8	Unknown
Moorfields	Unknown	Unknown	81	0.1%	11	Unknown
Buckna	Unknown	Unknown	27	0.05%	4	Unknown
Glarryford	Unknown	Unknown	37	0.1%	5	Unknown
Woodgreen	Unknown	Unknown	70	0.1%	10	Unknown
Milltown	Unknown	Unknown	21	0.04%	3	Unknown
Slaght	Unknown	Unknown	45	0.1%	6	Unknown
Craigyarren	Unknown	Unknown	56	0.1%	8	Unknown
Small settlements total	38	220	1,001	1.8%	138	
Settlements total	794	12,644	44,451	81.8%	6,119	
Countryside total	Unknown	Unknown	9,863	18.2%	1,358	
MEA District Total			54,314		7,477	

Option 2
(Suggested at Workshop- Increase Villages & Small Settlements at the expense of open countryside)

%	HGI allocation	Need for Additional Housing (Units)
19.51%	1,459	NO- 2,411 surplus
19.51%	1,459	NO- 1,504 surplus
19.51%	1,459	NO- 1,581 surplus
58.5%	4,377	NO- 5,497 surplus
2.5%	186	NO- 406 surplus
2.5%	186	YES- Additional 110
2.5%	186	NO- 102 surplus
2.5%	186	YES- Additional 23
2.5%	186	NO- 252 surplus
2.5%	186	NO- 83 surplus
14.9%	1,115	NO- 711 surplus
1%	75	NO- 261 surplus
1%	75	YES- Additional 55
1%	75	Yes- Additional 7
1%	75	NO- 207 surplus
1%	75	Yes-Additional 24
1%	75	NO- 145 surplus
1%	75	NO- 145 surplus
1%	75	NO- 93 surplus
1%	75	Yes- Additional 8
1%	75	Yes- Additional 25
10%	748	NO- 733 surplus
0.3%	22	YES- Additional 12
0.3%	22	YES- Additional 5
0.3%	22	NO- 11 surplus
0.3%	22	YES- Additional 13
0.3%	22	NO- 13 surplus
0.3%	22	YES- Additional 16
0.3%	22	NO- 43 surplus
0.3%	22	NO- 61 surplus
0.3%	22	YES- Additional 22
0.3%	22	Unknown
0.3%	22	Unknown
0.3%	22	Unknown
0.3%	22	Unknown
0.3%	22	Unknown
0.3%	22	Unknown
0.3%	22	Unknown
5%	374	
88.4%	6,613	
12%	897	
	7,477	

Option 3
(Option to increase ability to meet 60% brownfield target in settlements over 5,000)

%	HGI allocation	Need for Additional Housing (Units)
23.3%	1,745	NO- 2,125 surplus
23.3%	1,745	NO- 1,219 surplus
23.3%	1,745	NO- 1,296 surplus
70.0%	5,234	NO- 4,640 surplus
2.5%	186	NO- 406 surplus
2.5%	186	YES- Additional 110
2.5%	186	NO- 102 surplus
2.5%	186	YES- Additional 23
2.5%	186	NO- 252 surplus
2.5%	186	NO- 83 surplus
14.9%	1,115	NO- 711 surplus
0.7%	49	NO- 286 surplus
0.7%	49	YES- Additional 29
0.7%	49	NO- 19 surplus
0.7%	49	NO- 233 surplus
0.7%	49	NO- 2 surplus
0.7%	49	NO- 171 surplus
0.7%	49	NO- 170 surplus
0.7%	49	NO- 119 surplus
0.7%	49	NO- 18 surplus
0.7%	49	NO- 1 surplus
6.6%	490	NO- 990 surplus
0.1%	9	NO- 1 surplus
0.1%	9	NO- 8 surplus
0.1%	9	NO- 24 surplus
0.1%	9	NO- 0 surplus
0.1%	9	NO- 26 surplus
0.1%	9	YES- Additional 3
0.1%	9	NO- 56 surplus
0.1%	9	NO- 74 surplus
0.1%	9	YES- Additional 9
0.1%	9	Unknown
0.1%	9	Unknown
0.1%	9	Unknown
0.1%	9	Unknown
0.1%	9	Unknown
0.1%	9	Unknown
2%	150	
93%	6,988	
6%	449	
	7,477	

The apportionment of the HGI to individual settlements as shown above is only approximate at this stage. For Options 2 & 3 the provisional figure apportioned to individual settlements within any particular tier in the settlement hierarchy, is equal to an even split of the HGI apportioned to that settlement tier. The final apportionment of the HGI to individual settlements will be determined at a later stage, through further studies, when Council has agreed its preferred Option. *Figures in red have been calculated by counting number of houses (not households) within each settlement as Census figures have not been published for these settlements. Figures in blue are an estimate of the number of houses (not households) in each of these potential new small settlements. Development limits for these settlements have not yet been determined therefore no housing monitor took place in these settlements.*

Table A2: Housing Allocation Option 4 and Commitments

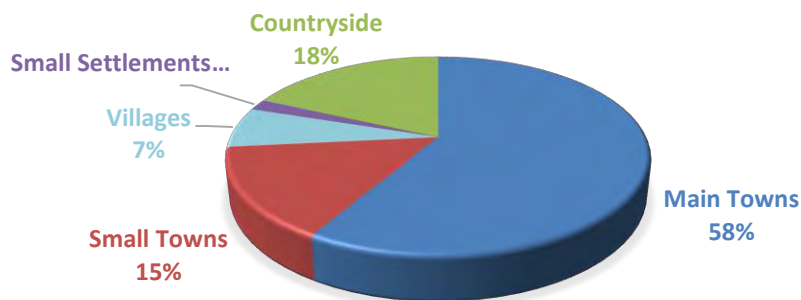
Option 4
(To meet the anticipated demand for housing in the open countryside based on past trends)

Settlement	Completed (1-4-2012 & 31-3-2016)	Committed Units still to be developed & Residual Zoning (31 Mar 2016)	%	HGI allocation	Need for Additional Housing (Units)
Towns					
Ballymena	257	2,613	19.5%	1,458	NO- 2,412 surplus
Carrickfergus	57	2,906	19.5%	1,458	NO- 1,505 surplus
Larne	178	2,862	19.5%	1,458	NO- 1,582 surplus
Main Town total	493	9,381	58.5%	4,374	NO- 5,500 surplus
Small Towns					
Greenisland	56	536	1.78%	133	NO- 459 surplus
Whitehead	3	73	1.78%	133	YES- Additional 57
Ahoghill	43	245	1.78%	133	NO- 155 surplus
Broughshane	46	117	1.78%	133	NO- 30 surplus
Cullybackey	4	434	1.78%	133	NO- 301 surplus
Portglenone	18	251	1.78%	133	NO- 136 surplus
Small Towns Total	170	1,656	10.7%	800	NO- 1,026 surplus
Villages					
Ballycarry	18	317	0.6%	45	NO- 290 surplus
Ballygalley	1	19	0.6%	45	YES- Additional 25
Ballystrudder	22	46	0.6%	45	NO- 23 surplus
Carnlough	4	278	0.6%	45	NO- 237 surplus
Glenarm	1	50	0.6%	45	NO- 6 surplus
Glynn	0	220	0.6%	45	NO- 175 surplus
Kells/Connor	14	205	0.6%	45	NO- 174 surplus
Cargan	0	168	0.6%	45	NO- 123 surplus
Clough	0	67	0.6%	45	NO- 22 surplus
Martinstown	33	17	0.6%	45	NO- 5 surplus
Villages total	93	1,387	6%	449	NO- 1,032 surplus
Small Settlements					
Grange Corner	8	2	0.1%	9	NO- 1 surplus
Carnalbanagh	1	16	0.1%	9	NO- 8 surplus
Carncastle	3	30	0.1%	9	NO- 24 surplus
Crosshill	3	6	0.1%	9	NO- 0 surplus
Glenoe	18	17	0.1%	9	NO- 26 surplus
Magheramorne	2	4	0.1%	9	YES- Additional 3
Mounthill	0	65	0.1%	9	NO- 56 surplus
Mullaghboy	3	80	0.1%	9	NO- 74 surplus
Raloo	0	0	0.1%	9	YES- Additional 9
Newtowncrommelin	Unknown	Unknown	0.1%	9	Unknown
Moorfields	Unknown	Unknown	0.1%	9	Unknown
Buckna	Unknown	Unknown	0.1%	9	Unknown
Glarryford	Unknown	Unknown	0.1%	9	Unknown
Woodgreen	Unknown	Unknown	0.1%	9	Unknown
Milltown	Unknown	Unknown	0.1%	9	Unknown
Slaght	Unknown	Unknown	0.1%	9	Unknown
Craigwarren	Unknown	Unknown	0.1%	9	Unknown
Small settlements total	38	220	2%	150	
Settlements total	794	12,644	76.5%	5,720	
Countryside total	Unknown	Unknown	22.8%	1,706	
MEA District Total				7,477	

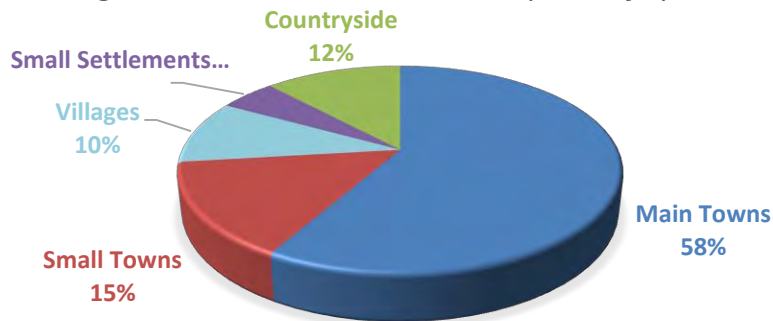
The apportionment of the HGI to individual settlements as shown above is only approximate at this stage. For Option 4 the provisional figure apportioned to individual settlements within any particular tier in the settlement hierarchy, is equal to an even split of the HGI apportioned to that settlement tier. The final apportionment of the HGI to individual settlements will be determined at a later stage, through further studies, when Council has agreed its preferred Option.

Figures A1-A4: Housing Allocation Options across the Proposed Settlement Hierarchy for Mid & East Antrim Borough Council

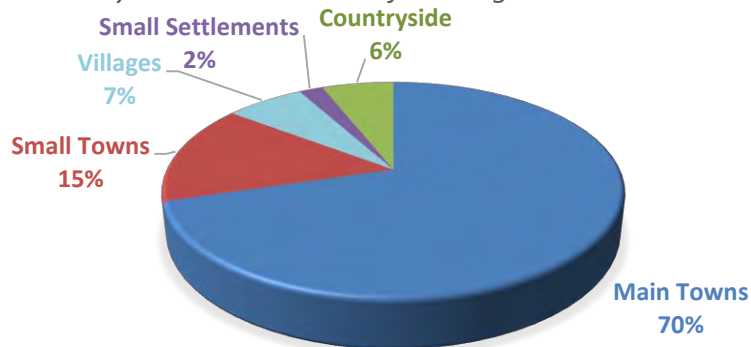
Option 1-
Status Quo - based on location of 2011 Households in the district



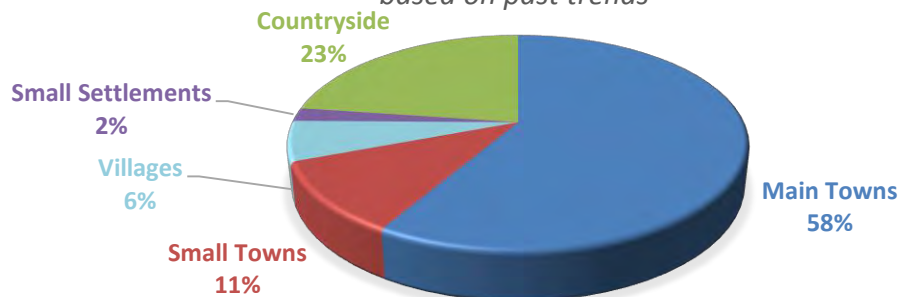
Option 2-
Increase villages & Small Settlements at the expense of open countryside



Option 3-
Increases ability to meet 60% brownfield target in settlements over 5,000



Option 4-
To meet the anticipated demand for housing in the open countryside based on past trends



APPENDIX B:

Table B1: 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 Settlements	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 Trooperslane

Table B2: Proposed Settlement Hierarchy for Mid & East Antrim Borough Council

Settlement Hierarchy		
Main Towns	Ballymena Carrickfergus Larne	
Small Towns	Greenisland Whitehead Ahoghill Broughshane Cullybackey Portglenone	
Villages	Cargan Clough Kells/Connor Martinstown	Ballycarry Ballygalley Ballystrudder Carnlough Glenarm Glynn
Small Settlements	Grange Corner Newtowncrommelin Moorefields Buckna Garryford Woodgreen Milltown Slaght Craigwarren	Carnalbanagh Carncastle Crosshill Glenoe Magheramorne Mounthill Mullaghboy Ralloo



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