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Executive Summary

This Position Paper aims to provide an overview of housing and housing growth in the new Lisburn & Castlereagh City Council area, to consider housing projections and to assist in identifying the key issues for accommodating balanced growth up to 2030.

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 ideas on how planning can best meet the needs of a growing housing sector.

It is important to stress that in compiling the Position Paper the best information available has been used however it may need revised in light of the release of any new data (particularly in relation to the boundary of the new Council.)

The paper will provide a foundation on which work can commence on a Preferred Options Paper as part of introducing the new Plan Strategy for Lisburn & Castlereagh City Council to replace that contained in the existing Belfast Metropolitan Area Plan.

The aims of the paper are:

- To build the capacity of members to make informed planning decisions, particularly within the plan making context;
- To provide baseline information which will inform Development Plan policy making at local level;
- To assess the land use needs of a growing population in the Lisburn & Castlereagh City Council 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.

1.0 INTRODUCTION

- 1.1 This paper sets out the regional context for housing, outlining the current population and housing baseline and the implications of new household formation and population growth in the Plan area.
- 1.2 It provides an indication of how housing growth could be allocated across the settlement hierarchies of Lisburn & Castlereagh City Council area, taking into account the directions for balanced growth as set out in the Regional Development Strategy.
- 1.3 It addresses land availability for housing across Lisburn and Castlereagh using information from the annual Housing Monitor. It examines the take up of zoned land within the current development plans and the amount of land remaining available for development and identifies whether any additional land is required over the Plan period up to 2030.
- 1.4 This paper allows members to commence consideration of a housing growth strategy and to understand the options for allocating housing growth and the potential consequences of such allocations. However, at this stage the paper provide a foundation for future decision making which will need to be further informed by more detailed evaluation of the individual settlements, a sustainability assessment, and public consultation.
- 1.5 Please note that this paper contains original data that refers to the former Lisburn City Council District and Castlereagh Borough Council pre-Local Government Reform (Tables in purple). Where possible data has also been included which relates to the new Lisburn & Castlereagh City Council Area (Tables in blue) which provide a more up-to-date statistical evidence base.

2.0 REGIONAL POLICY CONTEXT

Regional Development Strategy 2035 (RDS)

- 2.1 The RDS 2035 prepared by the Department for Regional Development (published 15th March 2012) is the spatial strategy of the Executive.
- 2.2 The RDS provides an overarching strategic planning framework to facilitate and guide the public and private sectors.
- 2.3 The RDS has a statutory basis. It is prepared under the Strategic Planning (Northern Ireland) Order 1999. Under that Order the Department for Regional Development (DRD) is responsible for formulating “in consultation with other Northern Ireland Departments, a regional development strategy for Northern Ireland, that is to say, a strategy for the long term development of Northern Ireland”.
- 2.4 Local development plans must ‘take account’ of the RDS.
- 2.5 Prior to the publication of the Regional Development Strategy (RDS 2025), housing need was estimated by means of a “**Predict and Provide**” approach. District housing need was estimated by projecting trends in population and average household size, also taking into account house construction rates. The RDS introduced fundamental and significant changes to the manner in which area plans must provide for future housing requirements. The approach now taken is known as “**Plan, Monitor and Manage**” which seeks to ensure that plans become more sustainable, balanced and integrated.
- 2.6 The RDS provides strategic guidance through:
- Regional Guidance (RG); and
 - Spatial Framework Guidance (SFG)

2.7 Regional Guidance for housing development recognises the need to: -

- **strengthen community cohesion** by developing integrated services and facilities, fostering a stronger community spirit and sense of place and encouraging mixed housing development (RG 6);
- **support urban and rural renaissance** by developing innovative ways to bring forward under-utilised land and buildings, particularly for mixed use development, promoting regeneration in areas of social need, ensuring that environmental quality in urban areas is improved and maintained with adequate provision of green infrastructure, and reducing noise pollution (RG 7); and
- **manage housing growth to achieve sustainable patterns of residential development** by promoting more sustainable development within existing urban areas and ensuring an adequate and available supply of quality housing to meet the needs of everyone and using a broad evaluation framework (Table 1) to assist judgements on the allocation of housing growth (RG 8).

TABLE 1: Housing Evaluation Framework

Housing Evaluation Framework	
Resource Test	Studies should be carried out to assess and detail the existence of community assets and physical infrastructure such as water, waste and sewage, including spare capacity.
Environmental Capacity Test	An assessment of the environmental assets of the settlement, the potential of flooding from rivers, the sea or surface water run-off and its potential to accommodate future outward growth without significant environmental degradation should be made.
Transport Test	Studies should be carried out to assess the potential for integrating land use and public transport and walking and cycling routes to help reduce reliance on the car.
Economic Development Test	The potential to facilitate an appropriate housing and jobs balance and to unlock any major strategic development opportunities should be assessed and detailed.
Urban and Rural Character Test	Assessment should be made of the potential to maintain a sense of place, and to integrate new development in a way that does not detract from the character and identity of the settlement.
Community Services Test	The potential to underpin and, where necessary, reinforce the community service role and function of the settlement should be assessed and detailed.

Source: Housing Evaluation Framework RDS 2035

- 2.8 The RDS emphasises a sustainable approach to housing growth, setting a regional target of 60% of new housing to be located in appropriate “brownfield” sites within the urban footprints of settlements greater than 5000 population (RG 8).

Brownfield land: *This is sometimes referred to as previously developed land being land that is, or was occupied by a permanent structure within a defined settlement limit. The term may encompass vacant or derelict lands, infill sites, land occupied by redundant or underused buildings, a piece of industrial or commercial property that is abandoned or underused and often environmentally contaminated.¹*

Urban Footprint: *The urban footprint for towns and cities throughout Northern Ireland is defined as the continuous built-up area of the settlement. The boundary will be represented by an uninterrupted line, often lying inside the planned settlement limit. The urban footprint contains land which has a formal urban use including land on the edge of the settlement where it forms part of the curtilage of a building. However, this does not necessarily imply that gardens are acceptable for housing development. Undeveloped zoned land at the edge of the settlement will be excluded. Urban footprints have been identified and set as a baseline as of January 2001.*

Settlement Limits: *These are the boundaries normally defined in a Development Plan proposals map beyond which the local planning authority proposes that a settlement such as a village, town or city should not be allowed to extend.*

- 2.9 The RDS seeks to promote more sustainable housing development within existing urban areas by encouraging compact urban forms. Housing land will be identified in Development Plans to ensure an adequate and available supply of quality housing to meet the needs of everyone taking account of existing vacant housing and need identified in the Housing Needs

¹ Excludes open space of public value and the gardens of dwellings and apartments

Assessment/Housing Market Analysis (this includes land for social and intermediate housing such as shared ownership and affordable housing.)

Housing Growth Indicators (HGIs) and the Spatial Framework Guidance (RDS 2035)

- 2.10 The RDS 2035 identifies regional housing needs as Housing Growth Indicators (HGIs) across Northern Ireland. Housing Growth Indicators have been produced as a guide for those preparing development plans. These figures are an estimate of the new dwelling requirement 2008-2025 for each of the existing 20 District Councils outside the Belfast Metropolitan Urban Area (BMUA) and its hinterland. The BMUA area is made up of Belfast City, Newtownabbey, Lisburn, Castlereagh, Carrick and North Down Council Areas. Housing Growth Indicators (HGIs) contained in the RDS 2035 have indicated a total figure of 60,800 for the BMUA Districts for the period 2008-2025. As stated above both Lisburn and Castlereagh are part of the BMUA and therefore their share of the Housing Growth Indicator is contained within this figure of 60,800.
- 2.11 The Department for Regional Development is currently reviewing the published Housing Growth Indicators to reflect the new Local Government structures which take effect in April 2015. These new HGIs are now released for the new Local Government Council Districts. Please see HGI Summary Paper for Lisburn & Castlereagh City Council. (February 2016).
- 2.12 The RDS leaves the issue of how the HGIs should be allocated across the settlements and the open countryside as a matter for each Council taking into account its spatial framework guidance (SFG).
- 2.13 The RDS Spatial Framework consists of 5 key components:

- The Metropolitan Area centred on Belfast (BMUA)
- Londonderry – principal city of the North West
- Hubs and Clusters of hubs
- The Rural Area
- Gateways and corridors

2.14 The BMUA is the major conurbation in Northern Ireland with a thriving retail, service, administration, cultural and educational centre in the City of Belfast. The RDS recognises that within the Belfast Metropolitan Urban Area (BMUA)² Lisburn benefits from its location at the meeting point of the Belfast/Dublin economic corridor and the East/West transport corridor. In 2008 Lisburn had a population of approximately 72,500.

2.15 The RDS Spatial Framework states that where Development Plans are being prepared an assessment of settlements and surrounding rural areas will assist in identifying their roles and functions (SFG10).

2.16 It recognises the hubs as the primary focus of growth both in terms of economic development opportunities and population. (SFG11 and 12)

The Rural Area

2.17 The RDS defines the Rural Area as those places outside the Principal Cities and the main and local hubs. The remaining area is identified as constituting the rural area. The population living in these places is around 40% of the total population of Northern Ireland. Recently the rural community living in small towns, villages and small settlements in the countryside, has experienced the fastest rate of population growth.

2.18 It recognises the need to sustain the overall strength of the rural community living in small towns, villages, small rural settlements and the open countryside (SFG 13).

² The new Lisburn & Castlereagh City Council area forms part of the BMUA referred to in the RDS

Planning Policy Statement 12: Housing in Settlements

2.19 The RDS is complemented by the DOE's Planning Policy Statements, the most relevant of which is PPS12 Housing in Settlements.

2.20 The policy objectives of PPS 12 are:

- To manage housing growth in response to changing housing need;
- To directing and manage future housing growth to achieve more sustainable patterns of residential development;
- To promote a drive to provide more housing within existing urban areas;
- To encourage an increase in the density of urban housing appropriate to the scale and design of the cities and towns of Northern Ireland;
- To encourage the development of balanced local communities

Role of Development Plans

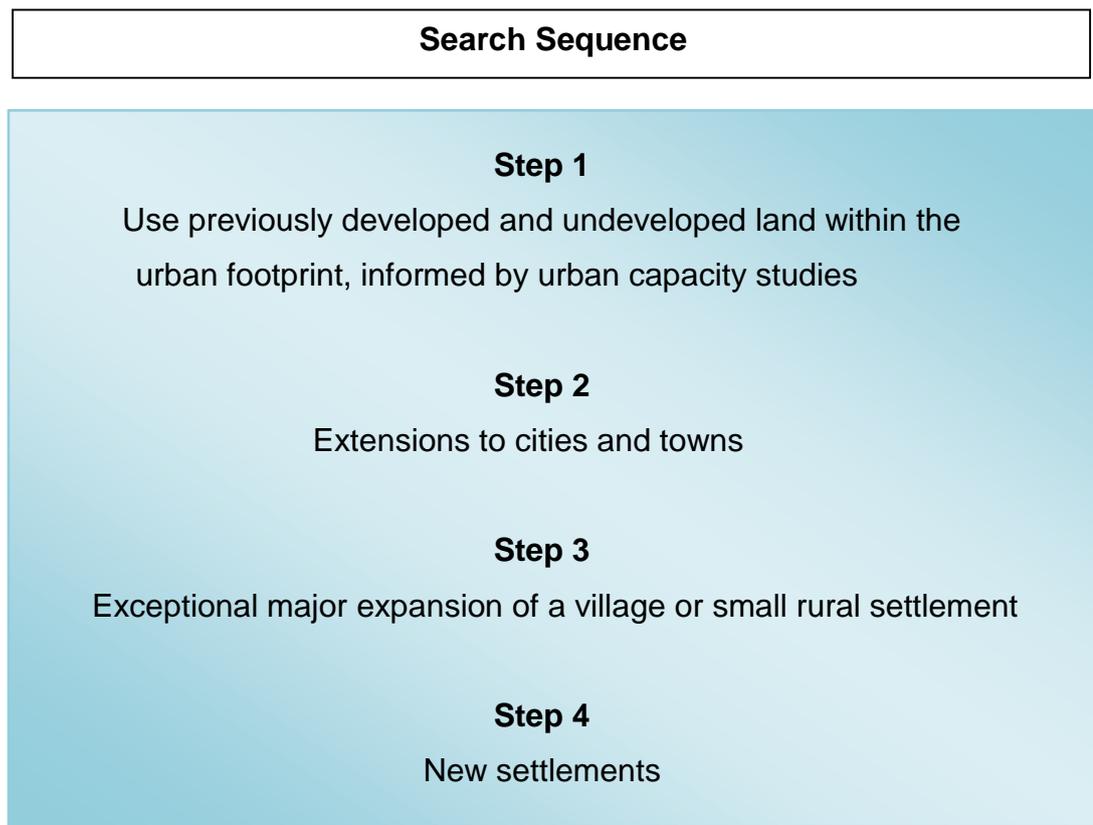
2.21 The development plan process is the main vehicle for assessing future housing land requirements. PPS 12 states that housing allocations in development plans will be determined by:

- a) application of the housing growth indicators (HGIs);
- b) allowance for existing commitments (including dwellings already built);
- c) use of urban capacity studies;
- d) application of a sequential approach and identification of suitable sites for housing;
- e) housing needs assessment;
- f) allowance for windfall housing sites; and
- g) residual housing need.

2.22 It also advises that in preparing a plan a council should undertake an urban capacity study and transport assessments where appropriate.

2.23 In relation to the sequential approach to site identification, it provides the following search sequence (Figure 1) which focuses on developing existing urban sites first, prior to considering extensions to towns and cities and treating major expansion of a village or small rural settlement only in exceptional circumstances, and lastly the creation of new settlements.

Figure 1: Search sequence PPS 12



Source: Planning Policy Statement 12 Housing in Settlements

Planning Policy Statement 7: 'Quality Residential Environments'

2.24 PPS 7 sets out the Department's planning policies for achieving quality in new residential development and advises on the treatment of this issue in development plans. It embodies the Government's commitment to sustainable development and the Quality Initiative.

Planning Policy Statement 8 'Open Space, Sport and Outdoor Recreation'

- 2.25 PPS 8 sets out the Department's planning policies for the protection of open space, the provision of new areas of open space in association with residential development and the use of land for sport and outdoor recreation, and advises on the treatment of these issues in development plans. It embodies the Government's commitment to sustainable development, to the promotion of a more active and healthy lifestyle and to the conservation of biodiversity.

Draft Planning Policy Statement PPS 22 'Affordable Housing'

- 2.26 Draft PPS 22 puts in place a mechanism for securing developer contributions for the delivery of affordable housing. However, no weight will be given to draft PPS 22 in the determination of individual planning applications until such times as the policy is published in final form.

Rural Housing

Planning Policy Statement 21: 'Sustainable Development in the Countryside'

- 2.27 PPS21 sets out the following policy objectives:
- to manage growth in the countryside to achieve appropriate and sustainable patterns of development that meet the essential needs of a vibrant rural community;
 - to conserve the landscape and natural resources of the rural area and to protect it from excessive, inappropriate or obtrusive development and from the actual or potential effects of pollution;
 - to facilitate development necessary to achieve a sustainable rural economy; including appropriate farm diversification and other economic activity; and
 - to promote high standards in the design, siting and landscaping of development in the countryside.

Role of Development Plans

- 2.28 In terms of the rural area PPS 21 states that the development plan should:

- **prepare a Countryside Assessment** identifying assets including an Environmental Assets Appraisal; a Landscape Assessment; a Development Pressure Analysis; and a Settlement Appraisal.
- **Identify and designate Dispersed Rural Communities (DRC)**, a limit of development will not necessarily need to be identified.

Draft Strategic Planning Policy Statement (SPPS)

2.29 The SPPS will eventually replace existing PPSs (once the Council has its Plan Strategy in place). Until then they will remain a material consideration. The draft SPPS was issued for consultation in February 2014 and the final draft completed in March 2015. It does not introduce any significant change to existing housing policy in terms of objectives for either PPS12 Housing in Settlements or PPS 21 Development in the Countryside. However, a further review of the SPPS against the existing planning policy will be required when finalised. (Please note the final SPPS was published in September 2015).

3.0 EXISTING DEVELOPMENT PLAN

Belfast Metropolitan Area Plan 2015 (BMAP)

3.1 The Belfast Metropolitan Area Plan 2015 (BMAP) is a development plan prepared under the provisions of Part 3 of the Planning (Northern Ireland) Order 1991 by the Department of the Environment (DOE). The Plan covers the City Council areas of Belfast and Lisburn and the Borough Council areas of Carrickfergus, Castlereagh, Newtownabbey and North Down.

3.2 BMAP was adopted on the 9th September 2014. The Plan, comprising a Written Statement and accompanying maps, incorporates the amendments outlined in the Plan's Adoption Statement. The Written Statement is divided into four parts:

- Part 1 sets out the background to the preparation of the Plan;

- Part 2 sets out the Plan's Guiding Principles and the Plan Strategy to meet these;

- Part 3 sets out the Plan Framework comprising allocations, designations, policies and proposals relating to the Plan Area as a whole, intended to complement, and with reference to, the Regional Policy Context; and

- Part 4 translates the broad policies and proposals of Part 3 into site specific designations, policies, proposals and zonings for the individual Council areas included in the Plan Area.

3.3 The Plan Strategy, allocations, designations, policies, proposals and zonings in Parts 3 and 4 of the Plan comprise, and are hereafter also referred to collectively as, the Plan Proposals.

3.4 The Plan is published in seven volumes:

- Volume 1 consists of Parts 1, 2 and 3 which deal with the Plan Area as a whole;

- Volumes 2 to 7 comprise Part 4 – the District Proposals – which set out the site-specific proposals for individual Council areas.

3.5 To understand the totality of the Plan Proposals for each Council area, it is therefore necessary to refer to Volume 1 and the relevant District Proposals (Volumes 2-7) for the particular Council area, i.e.:

- Volume 3 – Lisburn and

- Volume 5 – Castlereagh.

3.6 The publication of BMAP superseded both the Lisburn Area Plan 2001 and the Belfast Urban Area Plan 2001 both of which were past their notional end dates.

3.7 The Settlement Strategy for the Belfast Metropolitan Area is fundamental to the delivery of one of the key Plan aims, which is to focus development in the cities

and towns, with priority being given to the re-use of land within existing urban areas, and the need to contain outward expansion.

- 3.8 The Settlement strategy has been developed in accordance with the RDS Spatial Framework Guidance. Settlements are designated according to their role, the services and facilities and their potential for accommodating development.
- 3.9 Within BMAP 2015 the settlement hierarchy in Lisburn District consists of Lisburn City, Metropolitan Lisburn, the small towns of Moira and Hillsborough, 12 villages and 30 small settlements (Appendix 1). The settlements in Lisburn District are identified in Designation SETT 1 in Part 3, Volume 1 of the Plan. The District Proposals designate Settlement Development Limits, zone land and designate Land Use Policy Areas in these settlements in accordance with the BMA Settlement Strategy. (Please note that Edenderry has now moved into the Belfast City Council Local Government District from April 2015.)
- 3.10 Within BMAP 2015 the settlement hierarchy in Castlereagh consists of Metropolitan Castlereagh, the town of Carryduff, the village of Moneyreagh and the small settlements of Ballyknockan, Crossnacreevy, and Ryan Park as identified in Designation SETT 1 in Part 3, Volume 1 of the Plan. (Please note that Loughview has now moved into the Belfast Local Government District from April 2015.)
- 3.11 The role of the local development plan is to provide housing land in accordance with the RDS. This means zoning sufficient housing land in the larger settlements and providing sufficient opportunities including Housing Policy Areas (HPAs) in smaller settlements to meet the housing growth indicators. It also means ensuring that there is an adequate range of sites at suitable locations to provide a mix of house types and tenures to meet population needs. This paper focuses on identifying what the local housing needs are in relation to overall numbers and needs. In demonstrating that the HGI is sufficient to cater for the needs of a growing population, the paper then examines how the

HGI should be distributed across settlements under the provisions of the RDS and PPS 12 in order to promote sustainable and balanced growth.

Housing Monitor

- 3.12 The Annual Housing Monitor provides an overall picture of the amount of land that has been developed on zoned housing land and land remaining for housing development. Within Lisburn City, approximately 250 hectares of land were allocated for housing (Table 2). The Housing Monitor 2014 confirms that 49% of this housing land has been developed with approximately 126 hectares (51%) remaining. In Metropolitan Lisburn 96% of the land has been developed with only 4% remaining. This figure has been revised downwards as Metropolitan Lisburn has lost substantial zoned land to the new Belfast City Council District. In Hillsborough, only 41% of the 31 hectares of land zoned for housing has been developed and in Moira, where 43 hectares were zoned, 23 (54%) hectares have been developed with 20 (46%) hectares remaining.

Table 2: Uptake of Zoned Housing Land as of 2014 Housing Monitor

Settlement	Zoned Housing Land (Hectares)	Zoned Housing Land Developed (Hectares)	Zoned Housing Land Remaining (Hectares)
Lisburn City	250	124 (49%)	126 (51%)
Metropolitan Lisburn	13.23	12.75 (96%)	0.48 (4%)
Hillsborough & Culcavy	31	12.8 (41%)	18.2 (59%)
Moira	43	23.12 (54%)	19.88 (46%)
Metropolitan Castlereagh	176	52 (30%)	124 (70%)
Carryduff	59	3.51 (6%)	55.49 (94%)
Total	572	228 (40%)	344 (60%)

Source: Adopted Belfast Metropolitan Area Plan 2015 & Planning Service NI Housing Monitor 2014. Please note that Metropolitan Lisburn and Metropolitan Castlereagh have lost land to Belfast City Council District and these are revised figures after the Local Government Boundary Changes in April 2015.

- 3.13 Within Metropolitan Castlereagh, 176 hectares of land are allocated as zoned housing land taking into account the revised Local Government Boundary changes. Of this, 52 hectares have been developed which is 30% of the land zoned, with approximately 124 hectares remaining equating to 70% remaining. In Carryduff only 3.51 hectares of zoned land has been developed (6%) with 55.49 (94%) hectares remaining.
- 3.14 In terms of delivering new housing, the new local development plan is required to take into account the number of houses built within the RDS period i.e. from

31st March 2008 rather than an examination of zoned housing land uptake since a Plans' adoption. A breakdown of the total number of dwellings built on both zoned and unzoned land between August 2008 and August 2013 has revealed that a total of 2,707 dwellings were built in the settlements of Lisburn District with an estimated 173 dwellings completed in the open countryside between 2010/11 and 2012/13. In Castlereagh District, 578 dwellings have been built in the settlements between 2008 and 2013 with an estimated further 8 dwellings completed in the countryside between 2010/11 and 2012/13.

4.0 HOUSING PROFILE IN LISBURN & CASTLEREAGH CITY COUNCIL

- 4.1 The attributes of the existing housing stock in the Lisburn & Castlereagh City Council area must be assessed in terms of households, tenure, type, affordability in order to consider how the population characteristics would impact on the housing needs for the new Council area.

Population and Households

- 4.2 From 2001 to 2011 the population of Lisburn City Council increased by approximately 10% to 118,525 and in Castlereagh Borough Council it increased by approximately 1% to 66,502. The rate of change in Lisburn City Council between 2001 and 2011 has been just below the NI average of 11%. In 2011, Lisburn District's proportion of children (under 16 years of age) was 22.1%, higher than Castlereagh District with 19.1% and the NI average of 21%. However, since 2001, both districts have followed the regional trend of a decline in the proportion of children and an increase in the pensioner aged population. This will have implications for the type and number of dwellings needed.

Table 3: Usual Population and No. of Households in 2001 and 2011 in Lisburn District

Household Size	Usual Residents				Households			
	2001		2011		2001		2011	
	Number	%	Number	%	Number	%	Number	%
1	9,942	9.32	11,384	9.60	9,942	24.94	11,384	24.90
2	23,246	21.80	28,552	24.09	11,623	29.16	14,276	31.22
3	20,307	19.05	24,714	20.85	6,769	16.98	8,238	18.02
4	26,824	25.16	29,024	24.49	6,706	16.82	7,256	15.87
5+	26,299	24.67	24,851	20.97	4,822	12.10	4,569	9.99
Overall	106,618	100	118,525	100	39,862	100	45,723	100

Source: Usual Residents and Households by Household Size, 2001 and 2011 Census Lisburn Council Area

Table 4: Usual Population and No. of Households in 2001 and 2011 in Castlereagh Borough

Household Size	Usual Residents				Households			
	2001		2011		2001		2011	
	Number	%	Number	%	Number	%	Number	%
1	7,882	12.01	8,210	12.35	7,882	29.32	8,210	29.60
2	16,916	25.78	18,004	27.07	8,458	31.46	9,002	32.46
3	12,684	19.33	13,422	20.18	4,228	15.73	4,474	16.13
4	16,404	25.00	16,220	24.39	4,101	15.25	4,055	14.62
5+	11,733	17.88	10,646	16.01	2,218	8.25	1,992	7.18
Overall	65,619	100	66,502	100	26,887	100	27,733	100

Source: Usual Residents and Households by Household Size, 2001 and 2011 Census Castlereagh Borough Area

- 4.3 Tables 3 and 4 above show the number of households in each district has increased between 2001 and 2011 by 0.8% to 27,733 in Castlereagh and by 10.03% to 45,723 in Lisburn. In 2011, almost 58.55% of households in Lisburn and Castlereagh were occupied by 1-2 persons (the largest category for both Districts).
- 4.4 As reported in the Population and Growth Paper, the most recent NISRA projections suggest that the number of children will decrease in both districts as will the number of people of working age, while the number of people of pension age is projected to significantly increase. This is in keeping with the general regional trend towards an increasing older population and declining proportion of children which has consequences for housing, health and education providers.
- 4.5 In 2001 both Lisburn City Council and Castlereagh Borough Council districts were predominately urban with over 65% of the population in Lisburn District and over 82% of Castlereagh District living in a designated settlement. The remainder lived in rural settlements and the rural remainder. Castlereagh District has more of an urban basis than Lisburn as only 4.7% live in the Countryside compared to 16% in Lisburn District.
- 4.6 Figures for the new Lisburn & Castlereagh City Council area relating to population and households is contained in Table 5.

Table 5: Estimated Population and Household Distribution for new Lisburn & Castlereagh City Council as of 2011

	Population	Households
Lisburn & Castlereagh	134,841	52,648

Source – NISRA (Please note the combined figure for Lisburn & Castlereagh takes into account the Local Government Boundary Changes)

Housing Tenure

- 4.7 In 2001, the House Condition Survey (HSC) recorded that most of the houses in Lisburn and Castlereagh were owner occupied and these figures were above the regional average (Table 6). Lisburn District had a higher than average proportion of NIHE, Housing Association and privately rented dwellings, yet had a much higher proportion of vacant houses than Castlereagh (both below the NI average). In the 2006 HSC the proportion of vacant properties dropped in Lisburn to 1%, significantly below the Northern Ireland average of 5.75% Table 7).

Table 6: Housing Tenure in 2001

District	Owner occupied	NIHE	H.A.	Private Rented & other	Vacant	Total
Lisburn	26,590 (66.4%)	8,090 (20.2%)	920 (2.3%)	3,010 (7.5%)	1,450 (3.6%)	40,060
Castlereagh	20,660 (75.6%)	4,640 (17%)	340 (1.2%)	1,130 (4.2%)	540 (2%)	27,310
Northern Ireland	432,270 66.8%	115,980 17.9%	17,930 2.8%	49,410 7.6%	31,940 4.9%	647,530

Source: Housing Condition Survey 2001. (H.A. – Housing Association)

Table 7: Housing Tenure in 2006

District	Owner occupied	NIHE	H.A.	Private Rented & other	Vacant	Total
Lisburn	29,560 (69.3%)	6,690 (15.7%)	1,790 (4.2%)	4,180 (9.8%)	430 (1%)	42,650
Castlereagh	22,360 (78.3%)	4,010 (14%)	260 (0.9%)	1,550 (5.4%)	370 (1.3%)	28,550
Northern Ireland	468,860 66.5%	93,440 13.3%	21,530 3.1%	80,870 11.5%	40,300 5.7%	705,000

Source: Housing Condition Survey 2006. (H.A. – Housing Association)

- 4.8 The 2011 House Condition Survey (HCS) indicates that the proportion of owner-occupied housing stock in Northern Ireland has continued to decline (61.7% compared to 66.5% in 2006) with an increase in private rented properties and others from 11.6% in 2006 to 16.5% in 2011. The social rented sector accounted for 14.3% of total stock (NIHE -11.3%, Housing Association- 3%). The level of vacant stock has risen (7.2%) in line with growth in the private rented sector. Data from the HCS has not been released at local government level but housing tenure data from the 2001 and 2011 Census would appear to mirror these findings in that there has been a slight decline in the proportion of owner occupation as well as social housing stock with an increase in private rented accommodation (Table 8).
- 4.9 NISRA suggests that the key drivers in the increased demand for private rented accommodation are likely to have been:
- inward migration from EU accession countries;
 - housing affordability issues associated with the mid-2000s upsurge in Northern Ireland house prices; and
 - the particularly adverse impact on the Northern Ireland housing market of the post-2007 economic downturn, which has seen a marked reduction in property values, risk aversion among mortgage lenders and reduced confidence among prospective house purchasers, and, as a result, many households electing to rent rather than buy.

4.10 Figures for the new Lisburn & Castlereagh City Council area indicate a higher level of owner occupation than the Northern Ireland average, and a much smaller percentage of social housing, almost half the Northern Ireland average (Table 9).

Table 8: Housing Tenure in 2011

	Owner Occupied	Social Housing	Private Rented and Others	Total Households
Lisburn	32,686 71.49% (66.4%)	7,699 16.84% (22.5%)	5,338 11.67% (11.1%)	45,723
Castlereagh	20,896 75.35% (75.6%)	3,882 14% (18.2%)	3,529 10.65% (4.2%)	28,307
N Ireland	474,751 67.5% (69.6%)	104,885 14.9% (21.2%)	106,016 15.1% (9.2%)	703,275

Source: Census 2011 (% figures in () taken from 2001 Census)

Table 9: Housing Tenure in 2011 for new Lisburn & Castlereagh City Council

	Owner Occupied	Social Housing	Private Rented and Others	Total Households
Lisburn & Castlereagh	39,903 75.80%	6,470 12.29%	6,275 11.91%	52,648
N Ireland	474,751 67.5% (69.6%)	104,885 14.9% (21.2%)	106,016 15.1% (9.2%)	703,275

Source: Census 2011 (Please note the combined figure for Lisburn & Castlereagh takes into account the Local Government Boundary Changes)

Housing Types

4.11 The mix of housing types has not changed dramatically between 2001 and 2011. The mix of housing types in Lisburn District is generally in keeping with the regional averages (Tables 10 and 11). Castlereagh District has a higher than regional average of semi-detached dwellings 40.5% in 2011 in comparison to the regional average of 28.5%. The tables below show that in Lisburn District detached households are the highest percentage of household type with consistently over 36% in both 2001 and 2011. The tables also show that in Lisburn District the number of terraced households has fallen from 25.72% in 2001 to 24.48 in 2011 and this reflects the Northern Ireland trend for fewer households living in terraced dwellings. The tables show that over the 10 year period there has been little change in the number of households living in terraced dwellings in the Castlereagh District (from 20.2% to 20.65%) whilst the number of semi-detached households in Castlereagh has fallen only slightly (from 41% to 40.5%).

Table 10: Households by Type 2001 in Lisburn and Castlereagh

District	Detached	Semi Detached	Terraced	Flats	Other*	Total
Lisburn	15,082 (36.7%)	11,847 (28.79%)	10,582 (25.72%)	3,526 (8.57%)	104 (0.25%)	41,141
Castlereagh	7,360 (26.7%)	11,391 (41%)	5,560 (20.2%)	3,189 (11.6%)	15 (0.05%)	27,515
Northern Ireland	230,406 36.76%	174,781 27.9%	169,433 27%	42,830 6.83%	9,208 1.47%	626,658

Source: NISRA - Census 2001 * Other includes caravan, mobile or temporary structure or shared dwelling

Table 11: Households by Type 2011 in Lisburn and Castlereagh

District	Detached	Semi Detached	Terraced	Flats	Other*	Total
Lisburn	16,915 (36.99%)	13,632 (29.81)	11,194 (24.48%)	3,929 (8.59%)	53 (0.1%)	45,723
Castlereagh	7,412 (26.7%)	11,240 (40.5%)	5,727 (20.65%)	3,346 (12.06%)	8 (0.02%)	27,733
Northern Ireland	264,307 37.6%	200,577 28.5%	174,896 24.8%	62,386 8.9%	1,109 0.2%	703,275

Source: NISRA - Census 2011 * Other includes caravan, mobile or temporary structure or shared dwelling

Affordability of Houses

- 4.12 A gap in market provision can occur if house prices rise beyond that which is affordable. Affordability is determined by price, average incomes and access to borrowing and it remains an issue for first time buyers.
- 4.13 Since 2001, the Housing Executive has published an affordability index developed in partnership with the University of Ulster to provide an evidence base for how changes in the housing market were affecting first-time buyer's ability to enter the market. Following a review in 2013, this affordability index has been refined and now uses the concept of an Affordable Limit (AL) to capture the ratio of the maximum allowable loan to income and assumes that the maximum monthly income which can be dedicated to repaying the mortgage is 35 per cent.
- 4.14 The emerging findings indicate that affordability over the period 2010-2012 has improved significantly across most housing market areas, however in Lisburn and Castlereagh, the trend was the opposite. This was coupled with the fact that the percentage of affordable homes for first time buyers was 31% in 2012, compared to 37% in the neighbouring housing market areas of Newry, Down and Banbridge and 42% in Armagh and Craigavon (Table 12.)

Table 12: NI Repayment Affordability 2010-2012

Housing Market Areas	2010		2011		2012	
	Afford Gap (£)	% Unafford	Afford Gap (£)	% Unafford	Afford Gap (£)	% Unafford
Lisburn/Castlereagh	18,061	61	9,410	66	8,920	69
Newry, Down and Banbridge	-5,602	79	8,274	71	16,408	63
Armagh & Craigavon	-4,228	77	8,634	69	19,739	58

Source: Northern Ireland Housing Market Review & Perspectives 2014-2017

4.15 Although there have been significant reductions in house prices everywhere since 2007, affordability remains an issue for first time buyers who continue to experience difficulties in securing mortgages. Falling household incomes and an increasing level of unemployment have also had an impact on the housing market along with the ability of first time buyers to enter the market. The private rented sector therefore remains popular.

Social Housing Need

4.16 Whilst private ownership is historically high within Lisburn and Castlereagh Districts there are still many people who, for various reasons, are in need of social or assisted housing. The provision of Social Housing in both urban and rural areas, addresses the concerns of affordability, in particular for migrant workers, those out of employment, single parents and the needs of young people and the elderly. Historically the Northern Ireland Housing Executive's House Sales Scheme has been a valuable source of affordable housing for first time buyers. However in recent years there has been a significant fall in the number of NIHE house sales across Northern Ireland which is reflective of the

general housing market situation. However both Lisburn (40no) and Castlereagh (15no) 2013/14 showed an increase in sales with the Scheme.³

4.17 The NIHE waiting list can be utilised to determine the pressure for social housing in an area. In Lisburn District, 60.37% of those categorised were identified as being in “housing stress” were accommodated in 2014, compared to almost 47.53% in Castlereagh District (Table 13). In Lisburn District, only 27% of those who applied for social housing were allocated housing compared to 23.15% in Castlereagh District. This shows there is a demand for more social housing provision in Lisburn and Castlereagh District.

4.18 In Lisburn District NIHE stock was managed by two District Offices, Lisburn Antrim Street and Lisburn Dairy Farm. In Lisburn 44% of those in housing stress were single whereas in Castlereagh District this figure was 49%. In both districts, most of the remaining percentage was comprised of small families and older people indicating a need for smaller housing units.

Table 13: Housing Applicants on Waiting List in March 2014 (Based on former District Council Boundaries)

District	NIHE Housing Stock	Waiting List Applicants	Number in Housing Stress	Total Allocations
Lisburn	6,155	2,507	1,514	684
Castlereagh	3,729	1,235	587	286

Source: - NIHE – Lisburn and Castlereagh District Housing Plans 2014-2015, Lisburn fig is Antrim St and Dairy Farm combined. Dairy Farm is now part of Belfast City Council Area.

4.19 Social housing need is also met by Housing Associations. The Census 2011 indicates that social housing stock (NIHE and housing associations) accounts for 7,699 dwellings in Lisburn and 3,882 dwellings in Castlereagh representing

³³ Detailed information contained within the Lisburn District Housing Plan & Local Housing Strategy and Castlereagh District Housing Plan & Local Housing Strategy on www.nihe.gov.uk

16.83% and 13.9% respectively of the total housing stock which in Lisburn is more than the Northern Ireland average figure of 14.9%.

- 4.20 Social housing needs are influenced by the affordability of housing, accessibility to finance, job/income status and family circumstances. NIHE based the most recent annual Housing Needs Assessment (HNA) on the March 2014 waiting list. Lisburn District currently requires 879 units and Castlereagh District requires 339 units (Table 14).

Table 14: Social Housing Need Assessment 2013-2018 in Lisburn and Castlereagh Districts

Settlement	5 year Projected Social Need
Castlereagh Urban	335
Carryduff	0
Moneyreagh	4
Crossnacreevy	0
Lisburn Dairy Farm	205
Lisburn Antrim St	674
TOTAL	1218

Source: - NIHE – Lisburn and Castlereagh District Housing Plans 2014-2015

Specialised Housing Need

- 4.21 People present themselves as homeless for many reasons, factors of which can include relationship/house sharing breakdown, family disputes and unsuitability of accommodation.⁴ NIHE, Housing Associations and other agencies are responsible for providing temporary accommodation for homeless people and Travellers as well as the provision and allocation of “supported housing”, which provides rehabilitation for those who are elderly or disabled.

⁴ Detailed information on Homelessness is contained in the Homelessness Strategy for Northern Ireland 2012-2017 on www.nihe.gov.uk

4.22 The number of people presenting themselves as homeless in Lisburn district has increased by 230 in the 2012/2013 period (from 2009/10) and in Castlereagh District it decreased by 168 (Table 15). No social housing need has currently been identified for Travellers in either Lisburn or Castlereagh District (NIHE). The third Comprehensive Traveller Needs Assessment is due for completion (in 2015) following which a new five year Traveller Accommodation Programme will be developed.

Table 15: Levels of Homelessness 2009 - 2014

		Number Presented	Awarded Full Duty Status*	
2009/10	Lisburn	1118	606	50.84%
	Castlereagh	651	368	56.52%
2012/13	Lisburn	1348	687	50.96%
	Castlereagh	483	273	56.52%

Source: Lisburn and Castlereagh District Housing Plans 2014-2015 (NIHE) * Statutory Homeless

4.23 NIHE assists vulnerable people through its “Supporting People” programme offering long term support (sheltered accommodation and homes for life) and short term support (temporary accommodation).

The Need for Additional Housing Stock

4.24 The need for additional housing stock arises from a combination of several factors including changes in population and average household size, the level of vacancy and the fitness of existing housing stock for human habitation.

Vacancy Levels

4.25 In order to translate the increase in households into a need for new housing units, account needs to be taken of vacancy levels and unfitness rates. The housing stock of an area includes occupied, vacant and unfit dwellings, which all influence the need for additional housing stock.

4.26 Apart from new-builds not yet occupied, properties may be empty for a number of reasons. With the collapse of the housing market in current times, some may be pending re-sale or re-letting. Some may be unfit for habitation or are pending repair or improvement whilst others may be second homes not permanently occupied. These properties are currently out of use and therefore reduce the supply of available housing. In order to address this, DSD in partnership with NIHE launched in September 2013 a new five year 'Empty Homes Strategy and Action Plan' aimed at bringing empty homes back into use. It is estimated that there are around 32,000 empty homes across Northern Ireland.

Table 16: Vacant Dwellings and Vacancy Rate by Location, 2011

Vacant Dwellings		Vacancy Rate (%)
Belfast Metropolitan Area	12,800	4.8
District & "Other" Towns	13,300	5.1
Total Urban	26,100	4.9
Small Rural Settlement	10,100	8.3
Isolated Rural	18,500	17.0
Total Rural	28,600	12.4
All Vacant Dwellings	54,700	7.2

Source: NIHE Housing Condition Survey 2011

4.27 As mentioned previously, the House Condition Survey 2011 does not provide vacancy rates at district level. However, it does distinguish between urban and rural areas and whilst the overall regional vacancy rate is 7.2% of total housing stock, the rate in rural areas (defined as small rural settlement and isolated rural) is 12.4% compared to 5.1% for district towns. The Census 2011 reported that there were 2,101 empty dwellings in Lisburn District and 1,016 empty

dwellings in Castlereagh District representing 4.39% and 3.53% respectively of the total housing stock compared to a NI average of 6.0%. Although these figures do not distinguish vacant from second/holiday homes, it is reasonable to assume that the majority are vacant dwellings.

4.28 The Northern Ireland Neighbourhood Information Service (NINIS) provides figures for vacant stock rates by council area. In 2012 there were 1,853 vacant dwellings in the Lisburn Council area, whilst in the Castlereagh Council area there were 827 vacant dwellings. Tables 17 and 18 below show the vacancy rates and compares them with the regional rates.

Table 17: Vacant Stock 2011

	Occupied Stock	Vacant Stock	Housing Stock
Northern Ireland	708,073	46,758	754,831
Lisburn	45,260	2,511	47,771
Castlereagh	27,657	1,170	28,827

Source: NISRA (NINIS) 2011

Table 18: Vacant Stock 2012

	Occupied Stock	Vacant Stock	Housing Stock
Northern Ireland	719,073	36,927	756,317
Lisburn	46,156	1,853	48,009
Castlereagh	28,022	827	28,849

Source: NISRA (NINIS) 2012

4.29 The decrease in the number of vacant dwellings across the Lisburn City Council and Castlereagh Borough Council areas is a positive indicator, and could be attributed to a number of factors. This may include older dwellings that have been brought back into a state of repair and occupied. Another contributing

factor could be the slow upturn in the housing market meaning that previously vacant new build dwellings have been sold and become occupied.

Unfitness Levels

4.30 In 2009 the regional average of unfitness was 2.4% which was an improvement on the 2006 levels of 3.4%. However, the unfitness level in NI increased to 4.6% in 2011 reflective of the current economic climate, the higher rate of vacancy, particularly in the private sector, and the reduced availability of home improvement grants (NIHE). Lisburn and Castlereagh's unfitness rates for 2006 were 0.5% and 1.7% respectively. According to the House Condition Survey in 2009, the proposed new council area of Lisburn and Castlereagh District had the lowest level of unfit dwellings (less than 2%).

4.31 In 2011, the proportion of vacant dwellings in Northern Ireland recorded as unfit was 51% (28,000) compared to 44% (14,000) in 2001 demonstrating a clear link between unfitness and occupancy levels. In general there are more unfit dwellings in rural areas than urban areas and particularly in more isolated areas.

4.32 If the condition of housing stock improves further and if vacant dwellings in the new Lisburn & Castlereagh City Council area were brought back into use, the supply of housing stock is likely to increase during the plan period.

Population Change

4.33 An examination of past trends indicates that the population of the combined Lisburn and Castlereagh Districts has grown from 135,100 in 1971 to 187,407 in 2011 amounting to an increase of almost 28% over this 40 year period. The Mid-Year Population Estimates released in March 2014 by NISRA indicate that since 2005 the combined population of Lisburn and Castlereagh Districts has increased at a rate generally higher than the NI average. This can mainly be attributed to Lisburn District where there was population increase of +1% between 2011 and 2012. The number of households in Lisburn & Castlereagh City Council District is expected to increase from 54,868 in 2015 to 65,199 in 2035. The average household size in Northern Ireland has been projected to

steadily decrease to 2.44 people per household in 2035. In Lisburn & Castlereagh District the average size of households is predicted to remain below the current NI average of 2.51%. In 2011 the average household size in Lisburn & Castlereagh District had decreased to 2.52, just below the NI average of 2.54. By 2011, over 50% of all households in Northern Ireland and the Lisburn and Castlereagh District were composed of 1 or 2 person households. This trend for smaller households and an increase in the number of houses needs to be taken into account when planning for future housing stock.

4.34 NISRA provides population projections for the period 2015-2035 which indicate that the population of Lisburn & Castlereagh City Council is expected to grow from 139,888 in 2015 to 161,470 by 2035. This represents a 15.4% rate of growth between 2015 and 2035. The corresponding household projections for 2015-2035 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 18.8% in the number of households between 2015 and 2030, increasing from 54,868 to 62,967 (Table 19). It can therefore be assumed that 8,099 additional households may be created in Lisburn and Castlereagh City Council District between 2015 and 2030.

Table 19 – Estimated Household Projections for Lisburn and Castlereagh City Council Area (2015-2035)

	2015	2020	2025	2030	2035
Northern Ireland	721,860*	743,460*	768,279*	789,858*	807,002*
Lisburn & Castlereagh	54,868*	57,494*	60,395*	62,967*	65,199*

Source: NISRA

**These are proxy figures which apply the projected change in households from the 2012-based household projections. Northern Ireland 2012-based household projections were published on 26 March 2015.*

4.35 This increase in households is a combined result of population growth, changing age structure and continuing trends towards smaller households. However, care needs to be taken when looking at population projections because they have been based on past trends during a period of unprecedented growth. Such growth is unlikely to be sustained through the recent economic recession. 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.

5.0 SETTLEMENT STRATEGY FOR ACCOMMODATING GROWTH

Principles of Planning for Growth

5.1 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)

5.2 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

- 5.3 In Northern Ireland a two-tier approach to planning for growth has been adopted, comprising the Regional Development Strategy and Local Development Plan. The Regional Development Strategy 2025 (DRD 2001) introduced a framework for the future physical development of the Region based on urban hubs and clusters, key and link transport corridors and the main gateways of ports and airports. Protection and enhancement of the environment allied to the promotion of a strong spatially based economy, a healthy living environment and an inclusive society were an integral part of the drive to achieve balanced growth within the region. The Strategy has been reviewed and these themes have been built upon in the RDS 2035.
- 5.4 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, villages and small rural settlements) 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.
- 5.5 Both Castlereagh and Lisburn Districts make up part of the major conurbation of BMAP. The RDS marks Lisburn out as benefiting from its location at the meeting point of the Belfast/Dublin economic corridor with the potential to grow economically.
- 5.6 As stated previously, 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. Lisburn and Castlereagh's share of this requirement as provided by the HGIs is contained within the BMUA district total of 60,800.

- 5.7 The RDS spatial strategy is implemented at local level by development plans and HGIs for each of the new 11 Council areas has now been finalised. (Please see Summary Paper of Revised Housing Growth Indicators February 2016)

Existing Growth Strategies: Local Area Plan

Belfast Metropolitan Area Plan 2015

- 5.8 The Belfast Metropolitan Plan 2015 (BMAP) includes proposed policies for both Lisburn and Castlereagh Districts and was adopted in September 2014. BMAP establishes 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 city/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 are the smaller settlements. There are 30 small settlements identified in Lisburn area and only 3 such settlements are identified in the Castlereagh area (Table 20).
- 5.9 Volume 3 and Volume 5 of BMAP 2015 sets out policies on Lisburn and Castlereagh Districts respectively. These policies have been developed in the context of the Plan Strategy and Framework contained in Volume 1 of the Plan and they reflect the policy content of the RDS.

Table 20: Settlement Hierarchy & Population for Settlements for Lisburn & Castlereagh District (Within Belfast Metropolitan Adopted Area Plan 2015).
(Source BMAP 2015 & NISRA Headcount and Household Estimates for Settlements - March 2015)

Settlement Hierarchy	Lisburn	Total / % of District Total	Settlement Hierarchy	Castlereagh	Total
City	Lisburn (45,410)	45,410 (40%)			
Metropolitan	Metropolitan Lisburn (4,948)	4,948 (4%)	Metropolitan	Metropolitan Castlereagh (30,717)	30,717 (27%)
Towns	Hillsborough & Culcavy (3,953) Moira (4,584)	8,537 (7%)	Towns	Carryduff (6,947)	6,947 (6.1%)
Villages	Aghalee (863) Annahilt (1,045) Dromara (1,006) Drumbeg (813) Drumbo (375) Glenavy (1,791) Lower Ballinderry (912) Maghaberry (2,468) Milltown (1,499) Ravernet (564) Stoneyford (605) Upper Ballinderry (226)	12,167 (11%)	Villages	Moneyreagh (1,379)	1,379 (1.2%)
Small Settlements	Ballyaughlis (99) Ballycarn (105) Ballylesson (111) Ballynadolly (79) Ballyskeagh (194) Boardmills Carr Drumlough (74) Drumlough Road Dundrod (193) Duneight (88) Feumore Halfpenny Gate (80) Halftown (197) Hillhall (81) Kesh Bridge (122) Lambeg Legacurry (82) Long Kesh (358) Lower Broomhedge (239) Lurganure (467) Lurganville (87) Lurgill Magheraconluce (459) Morningside (55) Purdysburn St. James (115) The Temple Tullynacross (129) Upper Broomhedge (78)	3,492 (3%)	Small Settlements	Ballyknockan Crossnacreevy (317) Ryan Park (141)	458 (0.4%)
Total		74,554 (65%)			39,501 (35%)
Lisburn & Castlereagh	District Total 114,055				

Please note: The total population for the small settlements does not include any settlement with under 50 resident population. The settlements under 50 resident population are Boardmills, Carr, Drumlough Road, Feumore, Lambeg, Lurgill, Purdysburn, The Temple and Ballyknockan.

5.10 It is 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 neighbourhoods, smaller towns, regional towns and cities (Table 21). Small settlements and the rural area complete the hierarchy of locations where development may take place.

Table 21: The Hierarchy of Settlements and Related Infrastructure Wheel



Key

- Level 1: Villages
- Level 2: Urban Centres/Smaller Towns
- Level 3: Regional Towns/Clusters
- Level 4: Principal Cities

Source: Extracted from RDS 2035 Diagram No 2.2: The Hierarchy of Settlements and Related Infrastructure Wheel Page 24

A Proposed Settlement Strategy for Accommodating Growth

- 5.11 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 City/ Town – *The City of Lisburn and Castlereagh Metropolitan Area act as the main service centres. It is therefore intended to focus major population and economic growth on Lisburn and Castlereagh 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 city/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. There are no Dispersed Rural Communities identified in Lisburn and Castlereagh City Council District in the Belfast Metropolitan Area Plan 2015.

The Open Countryside - Outside settlements, residential and other types of development may 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.

- 5.12 Under the draft 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. (Final SPPS published September 2015).
- 5.13 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.
- 5.14 As stated in the RDS, the allocation of housing growth to specific locations in a district is a matter for decision through the development plan process. In the

allocation process, account must be taken of the roles and functions of each settlement; the hubs should be given the primary focus for growth; the need to sustain rural communities living in smaller settlements and the open countryside should be recognised and small towns and villages should be consolidated and revitalised in their role as local service centres.

5.15 Thus, how housing should be allocated across the settlement hierarchy should be based on the settlement growth strategy set out in the Population and Growth paper which aims to:-

- concentrate major population and economic growth on the city of Lisburn, the Metropolitan Areas of Lisburn and Castlereagh, the main towns of Hillsborough, Carryduff and Moira and consequently these towns will be the main focus for major new housing development;
- provide balanced growth in the local /small towns in order to sustain, consolidate and revitalise them;
- maintain villages as important local service centres to meet the daily needs of the rural area;
- provide opportunities for individual dwellings or small groups of houses in small settlements or dispersed rural communities and the open countryside, in order to sustain rural communities.

Urban Housing

5.16 As discussed in the Population Position Paper, existing Wards within the former Lisburn District and Castlereagh District transferred into the new Belfast City Council Area. As a result of this transfer of wards a potential 967 dwelling units in Metropolitan Lisburn have moved to the new Belfast City Council Area. Similarly within the existing Castlereagh Council Area a potential 313 dwelling units have moved to the new Belfast City Council Area.

5.17 Although it is not possible at present to consider the precise housing allocation for any given settlement, it is reasonable to consider how housing should be apportioned across the various types of settlements taking into account regional policy, existing household levels and the preliminary settlement growth strategy.

5.18 The Housing Growth Indicator for Lisburn and for Castlereagh is aggregated within the Belfast Urban Area total of 66,500 as defined in the Belfast Metropolitan Plan. The table below estimates the HGI for Lisburn as well as Castlereagh.

Table 22: RDS 2035 HGI allocation based on 2013 population share

District	2013 Population ^[1]	Percentage Share	HGI Allocation
Castlereagh	67,883	10.05%	6,684
Lisburn	121,990	18.06%	12,010
Lisburn and Castlereagh	136,790	20.24%	13,460
Total (BMUA)	675,605	100%	66,500

[1] NISRA mid-year estimates

5.19 This scenario is based upon the most recent district population shares defined in the 2013 mid-year population estimates.

Table 23: RDS 2035 HGI allocation based on land allocation in BMAP

District	Land Zoned ^[2]	Percentage Share	HGI Allocation
Castlereagh	267 ha	13.63%	9,064
Lisburn	398 ha	20.32%	13,513
Total	1,958 ha	100%	66,500

[2] Adopted Belfast Metropolitan Area Plan 2015 (September 2014)

Housing Land Availability in the Settlements

- 5.20 When considering any future allocation of housing across the settlement hierarchy, it is necessary to examine how much land is available in the settlements.
- 5.21 In terms of delivering new housing, planning is required to take into account the number of houses built within the RDS period rather than an examination of zoned housing land uptake since a Plan is adopted. The HGIs for 2008-2025 for Lisburn Castlereagh are contained within the HGI figure for the BMUA District 66,500. DRD are currently revising these figures for the new council areas with the BMUA. DRD have given a commitment that the HGI figure is to be recalculated by the end of 2015 for the 11 new Councils. This information is now available. The Council will then be in a better position to consider more accurately the housing allocation across the Lisburn & Castlereagh City Council Area. (Please see Summary of Revised Housing Growth Indicators (HGIs) February 2016).
- 5.22 It is estimated that between 01st August 2008 and 31st August 2013, 2,707 dwellings were erected in the settlements of Lisburn District with an estimated 539 dwellings given planning approval in the open countryside during the years 2007-2014. In Castlereagh District, 478 dwellings have been built in the settlements with an estimated further 57 dwellings receiving planning approval in the open countryside.

Rural Housing

- 5.23 There is currently no rural housing monitor undertaken to assess the quantum of houses being built in the countryside and therefore an estimate can only be made based on the number of applications approved. Approvals for rural houses are currently considered under the policies set out in Planning Policy Statements (PPS 21: Sustainable Development in the Countryside, June 2010), the aim of which has been to manage growth in the countryside to achieve

development in a sustainable manner that meets the essential needs of rural communities. Although it will be a matter for the new Council to bring forward its own strategy for development in the countryside through the Local Development Plan, this must reflect the aim, objectives and policy approach of existing regional policy.

- 5.24 Between April 2008 and March 2014, 452 rural dwellings have been approved in Lisburn and 56 rural dwellings in Castlereagh (Table 24).

Table 24: Lisburn Castlereagh Planning Approvals for Rural New and Replacement Single Dwellings (Full and RM) 2004-2014

Year	Lisburn			Castlereagh		
	Total Number of Decisions	Total Number Approved	Approval Rate	Total Number Approved	Approval Rate	Approval Rate
2004-05	136	127	93%	18	14	78%
2005-06	168	152	90%	17	14	82%
2006-07	193	178	92%	31	22	71%
2007-08	93	87	94%	2	1	50%
2008-09	76	75	99%	2	2	100%
2009-10	84	78	93%	10	10	100%
2010-11	71	67	94%	15	13	87%
2011-12	84	78	93%	12	12	100%
2012-13	74	69	93%	9	8	89%
2013-14	91	85	93%	11	11	100%
Total	1070	996	93%	127	107	84%

Source: DOE Planning Statistics. Estimate based on rural permissions and completions from a sample rural housing monitor 2003, 2005 and 2006

- 5.25 The challenge for the Plan is to allocate an appropriate level of housing for the rural area and establish planning policy to manage it which is consistent with the thrust of regional planning policy.

6.0 KEY FINDINGS

6.1 A summary of the key findings are as follows:

- The Local Development Plan has an important role to fulfil in terms of the allocation of new housing across the Council area in accordance with the direction set out in regional policy;
- The issue of social housing need is currently much greater in Lisburn and will need carefully assessed using the information provided by the Northern Ireland Housing Executive in its Housing Needs Assessment and address issues such as affordability, vacancy and unfitness of housing stock;
- To address future housing needs, the Local Development Plan should facilitate a reasonable mix and balance of housing tenures and types including smaller house types for a growing elderly population and 1-2 person households;
- The Settlement Strategy for the new Lisburn & Castlereagh City Council area must take into account the existing settlement hierarchy and determine whether re-classification of existing settlements or classification of new settlements is required (this includes identifying the role, function, size and constraints of such settlements).
- The needs of those living in rural areas outside settlements must also be considered in terms of accessibility and creating sustainable communities.

7.0 CONCLUSION

7.1 The purpose of this paper has been to provide base line information on the population across the new Lisburn & Castlereagh City Council area to assist in the future development of the Council's Local Development Plan.

7.2 It is therefore recommended to Members that:

- (i) This report is considered and revised as necessary.
- (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 Local Development Plan.
- (iii) The needs identified are taken into account when formulating both the aims and objectives of the plan and future policy.

APPENDIX 1

Households in Settlements for Lisburn & Castlereagh City Council District (Within Belfast Metropolitan Adopted Area Plan 2015). (Source BMAP 2015 & NISRA Headcount and Household Estimates for Settlements - March 2015)

Settlement Hierarchy	Lisburn	Total / % of District Total	Settlement Hierarchy	Castlereagh	Total
City	Lisburn (18,415)	18,415 (40%)			
Metropolitan	Metropolitan Lisburn (2,296)	2,296 (5%)	Metropolitan	Metropolitan Castlereagh (12,324)	12,324 (27%)
Towns	Hillsborough and Culcavy (1,729) Moirá (1,737)	3,466 (8%)	Towns	Carryduff (2,574)	2,574 (5.6%)
Villages	Aghalee (300) Annahilt (371) Dromara (399) Drumbeg (321) Drumbo (157) Glenavy (596) Lower Ballinderry (328) Maghaberry (886) Milltown (571) Ravernet (212) Stoneyford (213) Upper Ballinderry (95)	4,449 (10%)	Villages	Moneyreagh (516)	516 (1.1%)
Small Settlements	Ballyaughlis (44) Ballycarn (38) Ballylesson (44) Ballynadolly (32) Ballyskeagh (101) Boardmills Carr Drumlough (24) Drumlough Road Dundrod (55) Duneight (35) Feumore Halfpenny Gate (26) Halftown (83) Hillhall (38) Kesh Bridge (46) Lambeg Legacurry (31) Long Kesh (117) Lower Broomhedge (80) Lurganure (181) Lurganville (32) Lurgill Magheraconluce (144) Morningside (24) Purdysburn St. James (39) The Temple Tullynacross (74) Upper Broomhedge (27)	1,315 (3%)	Small Settlements	Ballyknockan Crossnacreevy (133) Ryan Park (61)	194 (0.4%)
Total		29,941 (66%)			15,608 (34%)
Lisburn & Castlereagh	Total Households in Settlements 45,549				

Please note: The total households for the small settlements does not include any settlement with under 20 households. The settlements under 20 households are Boardmills, Carr, Drumlough Road, Feumore, Lambeg, Lurgill, Purdysburn, The Temple and Ballyknockan.

Uptake of Zoned Housing Land as of 2014 Housing Monitor

Settlement	Zoned Housing Land (Hectares)	Zoned Housing Land Developed (Hectares)	Zoned Housing Land Remaining (Hectares)
Lisburn City	250	124 (49%)	126 (51%)
Metropolitan Lisburn	13.23	12.75 (96%)	0.48 (4%)
Hillsborough & Culcavy	31	12.8 (41%)	18.2 (59%)
Moira	43	23.12 (54%)	19.88 (46%)
Metropolitan Castlereagh	176	52 (30%)	124 (70%)
Carryduff	59	3.51 (6%)	55.49 (94%)
Total	572	228 (40%)	344 (60%)

Source: Adopted Belfast Metropolitan Area Plan 2015 & Planning Service NI Housing Monitor 2014. Please note that Metropolitan Lisburn and Metropolitan Castlereagh have lost land to Belfast City Council and this is revised figure after Local Boundary Change.

**Uptake of Housing Policy Area Land as of 2014 Housing Monitor in
Lisburn and Castlereagh City Council District. (Villages)**

Village Settlements	Housing Policy Areas (Hectares)	Housing Policy Areas Developed (Hectares)	Housing Policy Areas Remaining (Hectares)
Aghalee	3.14	2.94	0.2
Annahilt	3.93	0	3.93
Dromara	8.59	6	2.59
Drumbeg	3.4	1.82	1.58
Drumbo	0.26	0.26	0
Glenavy	16.44	11.33	5.11
Lower Ballinderry	5.83	4.04	1.79
Maghaberry	24.31	22.06	2.25
Milltown	5.27	2.66	2.61
Moneyreagh	7	1	6
Ravernet	None	None	None
Stoneyford	7.14	5.62	1.52
Upper Ballinderry	1.31	0.68	0.63
Total	86.62	58.41 (67%)	28.21 (33%)

Housing Land Use Policy Areas are sites with Committed Housing and Uncommitted Housing

**Land Remaining in Small Settlements for Lisburn and Castlereagh City Council
District (Whiteland/Unzoned Land within the Settlement Limits)**

Small Settlements	Land Remaining (hectares)	Comments	
Ballyaughlis	Limited	1.38ha Housing Land Use Policy Area. Planning application for 29 additional dwellings.	
Ballycarn	Limited		
Ballyknockan	Limited		
Ballylesson	Limited		
Ballynadolly	Limited		
Ballyskeagh	Limited		
Boardmills	Limited		
Carr	Limited		
Crossnacreevy	1.38ha		
Drumlough	3.46ha		
Drumlough Road	Limited		S/2010/0959/RM – 30 dwellings (expired)
Dundrod	No Land		
Duneight	Limited		
Feumore	Limited		
Halfpenny Gate	1.97		
Halftown	1.48ha		
Hillhall	Limited		
Kesh Bridge	Limited		
Lambeg	Limited		
Legacurry	Limited		
Long Kesh	2.5ha	Redevelopment/infill sites only	
Lower Broomhedge	Limited	Vacant Primary School 0.65 ha	
Lurganure	Limited		
Lurganville	1.3ha	Undeveloped site in settlement limit	
Lurgill	Limited		
Magheraconluce	No land		
Morningside	Limited		
Purdysburn	No Land		
Ryan Park	No Land		
St. James	1.3ha		
The Temple	No Land		
Tullynacross	Limited		
Upper Broomhedge	Limited		

Limited: refers to lands under 1.0 hectare remaining for possible development

