

Local Development Plan - Position Paper  
**Housing Allocation**



**Ards and  
North Down**  
Borough Council

## CONTENTS

Executive Summary .....	3
Introduction .....	4
Regional Planning Policy Context .....	5
Existing Area Plans Context and Housing Zonings .....	15
Settlement Hierarchy .....	16
Ards and Down Area Plan 2015 (ADAP) .....	18
Draft Belfast Metropolitan Area Plan 2015 (BMAP) .....	18
Housing Land Availability - Zoned Land .....	19
Housing Growth Indicators .....	22
Housing Land Availability including Housing Commitments .....	23
Summary of Remaining Potential .....	24
Rural Housing .....	25
Additional Important Housing Information .....	28
Housing Growth Strategy .....	30

## Executive Summary

- 1.1 The purpose of this paper is to provide background information regarding housing growth allocations in the Borough through the Local Development Plan to 2030.
- 1.2 The paper aims to provide a foundation for future decision making which will be further informed by a Sustainability Appraisal, public consultation and engagement with elected members, consultees and stakeholders.
- 1.3 It is important to stress that in compiling the Position Paper, the best information available has been used. Information shall be updated, as required, further in the plan-making process.
- 1.4 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 a summary of the regional policy context for housing allocations in Ards and North Down;
  - To provide baseline information which will inform Local Development Plan policy making at the local level;
  - To provide an overview of the housing zonings within the Ards and Down Area Plan 2015 (in relation to the legacy Ards area) and Draft Belfast Metropolitan Area Plan 2015 (in relation to the legacy North Down area);
  - To provide a consideration of the existing Housing Growth Indicator issued by the Department for Regional Development in April 2016 and the considerations required for future housing growth, within the Borough, through the plan period.

## Introduction

- 2.1 This Paper is the latest in a series of position papers presented to Members in building the evidence base for the new Ards and North Down Local Development Plan (LDP).
- 2.2 The paper will provide a background to the regional policy context for the allocation of housing in the urban and rural areas for the period 2015 – 2030 based on the revised Housing Growth Indicator (HGI) provided by the Department for Regional Development (DRD) in April 2016.
- 2.3 The paper is informed by the settlement evaluation exercise which relates to the Options for the settlement hierarchy for the Plan area. This paper is based on the RDS objective of achieving balanced growth and taking account of the revised HGI.
- 2.4 The paper considers the position of the housing zonings within the Ards and Down Area Plan 2015 and the Draft Belfast Metropolitan Area Plan 2015. The impact of the existing housing zonings has also been evaluated in relation to existing commitments and housing land supply in settlements, as identified within the Housing Land Availability Report 2018.
- 2.5 The paper also considers the demand for residential development in the countryside through analysis of the number of rural dwellings approved and the annual rural build rate.
- 2.6 The paper allows members to begin considering the housing allocation for the Borough, informed by a detailed evaluation of the HGIs and the strategic direction for balanced growth as outlined in the Regional Development Strategy 2035.

## Regional Planning Policy Context

- 3.1 The regional planning policy context is provided by the Regional Development Strategy (RDS) 2035: Building a Better Future; the Strategic Planning Policy Statement for Northern Ireland (SPPS) and extant regional planning policy.

### [Regional Development Strategy 2035 \(RDS\)](#)

- 3.2 The RDS provides an overarching strategic planning framework to facilitate and guide the public and private sectors. The RDS has a statutory basis. It was prepared under the Strategic Planning (Northern Ireland) Order 1999. Under this 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. Local development plans must ‘take account’ of the RDS.
- 3.3 The RDS introduced significant changes to the way in which area plans provide for future housing requirements. This new approach is ‘Plan, Monitor and Manage’ and contrasts to the historic “Predict and Provide” approach previously employed in the preparation of Development Plans. The ‘Plan, Monitor and Manage’ approach seeks to ensure LDPs are more sustainable, balanced, and integrated. The RDS provides strategic guidance through Regional Guidance (RG) and Spatial Framework Guidance (SFG).
- 3.4 The RDS sets policy directions for the provision of housing which aim to deliver development in a more sustainable manner. This means growing the population and providing additional housing in the Hubs (SFG 12)<sup>1</sup>, and sustaining rural communities living in smaller settlements (i.e. smaller towns and villages), and the open countryside (SPG 13)<sup>2</sup>. While the emphasis in the RDS is on directing most housing growth to the larger urban areas, it also

<sup>1</sup> RDS Pages 73 and 74

<sup>2</sup> RDS Pages 74 and 75

recognises the importance of supporting rural communities to ensure they remain vibrant and sustainable.

- 3.5 Housing is acknowledged within the RDS as being a key driver of physical, economic and social change. The RDS emphasises the importance of the relationship between the location of housing, jobs, facilities, services and infrastructure. The RDS recognises significant opportunities exist for the redevelopment of appropriate vacant land and underutilised land for new housing. In accordance with its objective to manage housing growth so as to achieve sustainable patterns of residential development, the RDS emphasises a sustainable approach to housing growth, setting a regional target of 60% of new housing to be located on appropriate “brownfield” sites within the urban footprints of settlements greater than 5000 population (RG8). In Ards and North Down Borough there are five settlements, which fall within this criterion, including the large towns of Bangor (61,401) and Newtownards (28,039); and the small towns of Holywood (11,332), Comber (9,078) and Donaghadee (6,869).
- 3.6 The RDS sets out the regional housing needs in the form of Housing Growth Indicators (HGIs). The HGI figures were revised by DRD in April 2016 to take account of the new local Council boundaries implemented during 2015 and updated household projection data. In the RDS 2025, published in 2001, North Down was included within the ‘Belfast Metropolitan Area’ along with five other Council areas. The RDS 2035 also included North Down in this manner, however, DRD updated the HGIs in 2016 to provide an individual figure for each new council area.
- 3.7 The Housing Growth Indicators are intended as a guide for the preparation of development plans and are an estimate of the new dwelling requirement for each Council area. The HGI for Ards and North Down Borough is 7,100, projected on a pro rata basis to 2030 (the life span of the LDP is 2015-2030) results in a figure of 8,190 for the plan period, or 546 dwellings per annum.

3.8 The RDS Spatial Framework defines the Rural Area as ‘those places outside the Principal Cities, and the Main and Local Hubs’. Policy SFG requires the sustainment of rural communities living in smaller settlements and the open countryside.

[Strategic Planning Policy Statement for Northern Ireland \(SPPS\)](#)

3.9 The SPPS underpins the regional guidelines set out in the RDS by promoting sustainable housing development. This includes encouraging more housing within existing urban areas, promoting good design and achieving balanced communities.

3.10 The SPPS states that, in preparing LDPs, councils shall bring forward a strategy for housing, together with appropriate policies and proposals that must reflect the policy approach of the SPPS, tailored to the specific circumstances of the plan area. Planning authorities must deliver:

- **increased housing density without town cramming:** higher density housing developments should be promoted in town and city centres and in other locations that benefit from high accessibility to public transport facilities. Within established residential areas it is imperative to ensure that the proposed density of new housing development, together with its form, scale, massing and layout will respect local character and environmental quality as well as safeguarding the amenity of existing residents. In residential areas of distinctive townscape character an increase in density should only be allowed in exceptional circumstances;
- **sustainable forms of development:** the use of greenfield land for housing should be reduced and more urban housing accommodated through the recycling of land and buildings and the encouragement of compact town and village forms. More housing should also be promoted in city and town centres and mixed use development encouraged. Major housing

development should be located in sustainable locations that facilitate a high degree of integration with centres of employment, community services and public transport, and take advantage of existing infrastructure. Local facilities, services and adequate infrastructure should be integrated into new housing development to meet the needs of the community. Within town centres, residential use above shops and other business premises should be facilitated, where appropriate, as this can promote sustainability through utilising underused space, maintaining the fabric of buildings and contributing to the vitality and viability of town centres;

- **good design:** good design should be the aim of all those involved in housing development and will be encouraged everywhere. All new housing developments should demonstrate a high quality of design, layout (including road infrastructure considerations) and landscaping. Good design contributes to the creation of places to live that are safe and attractive and is also a key element in achieving sustainable development. Councils should bring forward local planning policy or guidance for achieving quality in residential development, including for extensions and alterations;
- **balanced communities:** achieving balanced communities and strengthening community cohesion is one of the major themes underpinning the RDS. The provision of good quality housing offering a variety of house types, sizes and tenures to meet different needs; and development that provides opportunities for the community to share local employment, shopping, leisure and social facilities, is fundamental to the building of more balanced communities. This will also contribute to the achievement of the Core Planning Principle, Creating and Enhancing Shared Space within the SPPS. The aim is to create environments that are accessible to all and which enhance opportunities for shared communities, which will provide economic advantages and, also result in the additional benefits associated with a more diverse and enriched environment.

3.11 The SPPS also advises that housing allocations in LDPs should be informed by:

- **RDS Housing Growth Indicators (HGIs)** – produced as a guide in the preparation of development plans, they provide an estimate for the new dwellings requirement in each Council area and provide a guide for allocating housing distribution across the plan area. The HGI covers both urban and rural housing.
- **The RDS Housing Evaluation Framework** – takes account of the varying capacities of settlements and will assist councils in making judgements on the allocation of housing growth.

<b>Resource Test</b>	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.
<b>Environmental Capacity Test</b>	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.
<b>Transport Test</b>	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.
<b>Economic Development Test</b>	The potential to facilitate an appropriate housing and jobs balance and to unlock any major strategic development opportunities should be assessed and detailed.
<b>Urban and Rural Character Test</b>	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.
<b>Community Services Test</b>	The potential to underpin and, where necessary, reinforce the community service role and function of the settlement should be assessed and detailed.

**Table 1: Housing Evaluation Framework (RDS 2035: Page 42)**

- **Allowance for existing housing commitments** – dwellings already constructed, approvals not yet commenced and residential development proposals likely to be approved;
- **Urban Capacity Studies** – an assessment of potential for future housing growth within urban footprints, including a variety of housing types and densities. This should take account of opportunities for housing development arising from previously developed land (brownfield sites), infill sites, conversions of existing buildings and possible changes of use. Consideration needs to be given to the type of housing and density appropriate to each site in order to assess the number of housing units likely to be generated. The urban capacity study should be published as a technical supplement to the draft plan.
- **Allowance for windfall housing** – central to the assessment of future housing land requirement and a key element of the urban capacity study. Windfall potential arising from previously developed land within the urban footprint can be a key source of housing supply over the course of the plan period. In line with the objectives of the RDS it is necessary to make full allowance for this when deciding the number of sites to identify for development in the plan to prevent excessive allocation of housing land. The scale of the windfall housing allowance will vary from area to area and may depend on the approach taken to the urban capacity study. Allowance can be made on the basis of examining past trends in windfalls coming forward for development and estimating likely future windfall potential. It is recognised that there are a range of methodologies for calculating windfall. The methodology used should be robust and care should be taken to avoid over-estimation of windfalls. Windfall should be regularly monitored because of its dynamic and changing nature, with monitoring data factored into the plans housing allocation when the LDP is reviewed.
- **Application of a sequential approach and identification of suitable sites for settlements of over 5000 population** – identification of suitable sites in

larger settlements through a sequential approach. This strongly favours the provision of housing within existing urban areas through the re-use of land and buildings (see Figure 1 below).

- **Housing Needs Assessment/Housing Market Analysis (HNA/HMA)** – undertaken by Northern Ireland Housing Executive (NIHE), these provide an evidence base to guide the amount of land needed to facilitate the correct mix of housing tenures including open market and special housing needs such as affordable housing, social housing, supported housing and travellers accommodation; and
- **Transport Assessments** – should be carried out when considering certain sites for residential use to achieve increased integration with public transport and other alternatives to the private car.

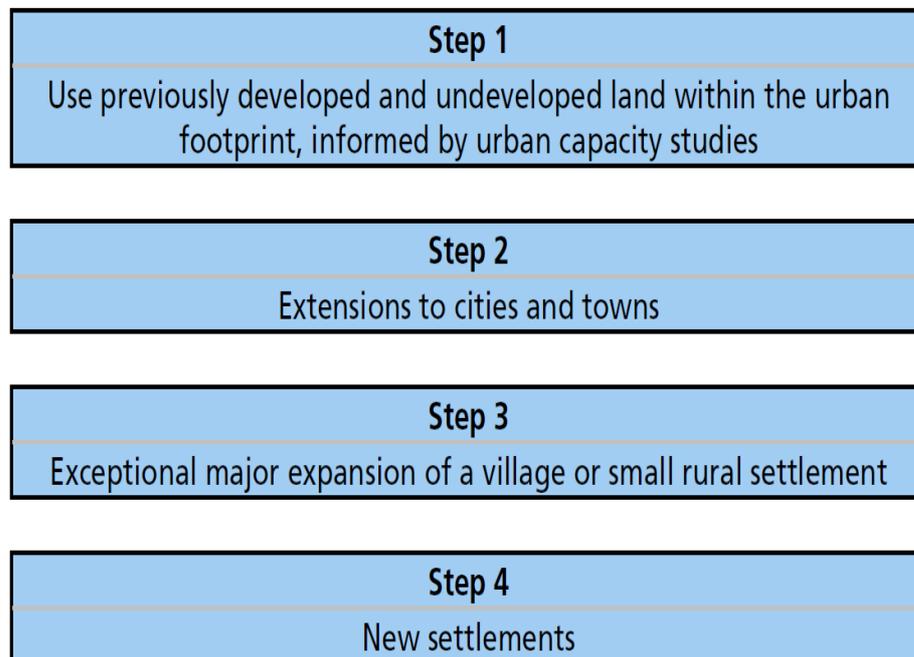


Figure 1: Sequential Approach and Identification of Suitable Sites (SPPS: Page 72)

3.12 With regards to housing development in the countryside, the aim of the SPPS is to manage development in a manner which strikes a balance between

protection of the environment from inappropriate development, while supporting and sustaining rural communities consistent with the RDS.

3.13 The SPPS includes a number of policy objectives for development in the countryside:

- manage growth to achieve appropriate and sustainable patterns of development which supports a vibrant rural community;
- 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;
- facilitate development which contributes to a sustainable rural economy; and
- promote high standards in the design, siting and landscaping of development.

3.14 Planning and other environmental policies must therefore play their part in facilitating sustainable development in the countryside but not at the expense of the region's rich natural assets and not at the expense of the natural and built environment.

3.15 Through the LDP the Council shall bring forward a strategy for sustainable development in the countryside, together with appropriate policies and proposals that must reflect the aims, objectives and policy approach of the SPPS, tailored to the specific circumstances of the plan area. With regards to housing 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.

3.16 Development in the countryside must integrate its setting, respect rural character, and be appropriately designed. It must not mar the distinction

between a settlement and the surrounding countryside, or result in urban sprawl.

3.17 Within this policy context the SPPS 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; and
- Social and affordable housing developments where need exists.

3.18 The SPPS states a 'plan, monitor and manage' approach is necessary to ensure that, as a minimum, a 5 year supply of land for housing is maintained. Monitoring should be an ongoing process with annual reporting and review. Monitoring must include:

- the housing land supply at the beginning and end of the annual reporting period;
- the number of net additional units built during the annual period; and
- the number of net additional housing units built in the period since adoption of the local policies plan.

3.19 Monitoring will provide valuable information on annual building rates, housing output relative to planned densities, and will also give an indication of the validity of estimated windfall predictions (which can include windfall development on greenfield sites).

3.20 This information will allow a clear view of the overall progress in meeting the LDP's housing objectives and identifying issues likely to require intervention. Including the need to release second phase sites in order to maintain a 5 year supply of available housing land, or the release of a site providing for a particular housing need. It will also be necessary to monitor and assess housing development in the rural area in order to ensure that total housing growth can be assessed against the plan's housing allocation.

3.21 The SPPS states a number of measures should be included in the LDP:

- set out the overall housing provision for each settlement over the plan period;
- set development limits for all identified settlements;
- zone sites for housing in larger settlements to meet the full range of identified need. In smaller settlements LDPs may indicate where it is anticipated most new housing will be located through the use of Housing Policy Areas (HPAs);
- provide for a managed release of housing land, in line with the 'plan, monitor and manage' approach;
- 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;
- identify settlements where the Housing Needs Assessment has found there to be an affordability pressure;
- zone land or include policy, as appropriate, to reflect the local need arising from the demand for second homes;
- where justified, specify those sites or areas where the development of certain house types or a mix of house types will be required;
- set density levels for housing sites appropriate to the location of the site and the character of the surrounding area;
- identify areas within town centres where existing residential development will be protected;
- set requirements for the housing elements of sites identified for a mix of land-uses;

- include, where appropriate, specific policies to protect the distinctive nature and character of settlements;
- identify opportunity sites and specify the level of housing that is either required or is acceptable and any design requirements that should be applied;
- 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;
- identify sites requiring a development brief to be drawn up;
- include as supplementary planning guidance Concept Master Plans for major development sites; and
- contain specific policy for safeguarding the character of established residential areas.

## Existing Area Plans Context and Housing Zonings

4.1 Prior to the Review of Public Administration, the Ards and North Down area was the responsibility of two separate councils. On 1 April 2015 the two councils merged resulting in the formation of Ards and North Down Borough Council. The merged council is currently covered by separate Development Plans. The Development Plans applicable to the Ards and North Down Borough are:

- Ards and Down Area Plan 2015 – for the legacy North Down Borough Council area;
- North Down and Ards Area Plan 1984 – 1995 – for the legacy North Down Borough Council area;
- Belfast Urban Area Plan for that part of Knocknagoney which is now within Ards and North Down Borough area;
- Draft Belfast Metropolitan Area Plan 2015 (BMAP) – for the legacy North Down Borough Council area; and

- Bangor Town Centre Plan 1995

- 4.2 It should be noted that BMAP was adopted in September 2014 but was subsequently quashed as a result of a judgment in the Court of Appeal delivered on 18 May 2017. As a consequence of this, the North Down and Ards Area Plan 1984 – 1995, the Belfast Urban Area Plan, and Bangor Town Centre Plan 1995 are now statutory Development Plans for the North Down area with draft BMAP remaining a material consideration.
- 4.3 These plans remain extant until replaced by the new Local Development Plan for the Borough. The existing plans are an important consideration in the LDP process, as they provide a starting point for the review of our spatial planning options.
- 4.4 The Joint Ministerial Statement of 31 January 2005 entitled ‘Development Plans and Implementation of the Regional Development Strategy’ contains guidance on the weight to be afforded to emerging draft plans. Following the Ministerial Statement of June 2012, accompanying the release of the Commission’s Report on the BMAP Public Inquiry, a decision on a development proposal can be based on draft plan provisions that will not be changed as a result of the Commission’s recommendations. It is likely that if BMAP were lawfully adopted those lands zoned for housing, which were included within the quashed Plan would be included, and therefore material weight has been given to BMAP within the context of this paper. This also applies to the PAC’s recommendation in respect of the designation of Gray’s Park as a small settlement which was accepted by the Department.

### Settlement Hierarchy

- 4.5 The existing settlements were designated in accordance with the RDS Spatial Development Strategy. Settlements were designated corresponding to their

role, the services and facilities available, and their potential for accommodating development.

- 4.6 There are currently 42 designated settlements within the Ards and North Down Borough, consisting of 2 large towns, 3 small towns, 17 villages and 20 small settlements (See table 2 below). It should be noted that the status of some of the existing settlements may be revised in the emerging LDP.

Settlement Hierarchy	Ards and Down Area Plan 2015		Belfast Metropolitan Area Plan 2015
<b>Large Towns</b>	Newtownards		Bangor
<b>Small Towns</b>	Comber Donaghadee		Hollywood
<b>Village</b>	Balloo Ballyhalbert Carrowdore Greyabbey Kircubbin Portaferry Whiterock	Ballygowan Ballywalter Cloughey Killinchy Millisle Portavogie	Crawfordsburn Groomsport Helen's Bay Seahill
<b>Small Settlements</b>	Ardmillan Ballyboley Ballydrain Ballyfrenis Ballystockart Glastry Kirkistown Loughries	Ballybarnes Ballycranbeg Ballyeasborough Ballygalget Cotton Kilmood Lisbane Rubane	Craigantlet Orlock Six Road Ends Gray's Park*

\* Identified as a small settlement in the PAC's draft BMAP Public Local Inquiry report

**Table 2: Existing Settlement Hierarchy**

- 4.7 The settlements contrast significantly in terms of size, form, function, capacity to accommodate growth and the role each plays in the Borough. Bangor and Newtownards function as the main centres for housing, employment, retail,

professional services; and for cultural and recreational activities. The small towns of Comber, Donaghadee and Holywood operate as important local service centres, not just for the population of those within the large and small towns, but also the rural hinterland. The villages throughout the Borough, such as Ballygowan, Portaferry and Millisle, have an equally important function, in terms of service provision, to meet the daily needs of those within the rural area. Finally, the small settlements provide a focus for the rural areas, helping to maintain a sense of community and belonging. The small settlements often take the form of rural clusters or development around crossroads.

- 4.8 Although the towns are the main locations for service provision for the surrounding rural areas, the existing settlement hierarchy also acknowledges the need to consolidate growth in the villages in order to reinforce their role as local centres. It is recognised that many of the small settlements lack facilities and the aim is to restrict any further expansion into the surrounding countryside, with the focus on consolidating growth.

### [Ards and Down Area Plan 2015 \(ADAP\)](#)

- 4.09 The Ards and Down Area Plan was adopted in March 2009. A total of approximately 317 hectares of land is zoned for housing by ADAP within the legacy Ards Borough area. This comprises of 207 hectares in Newtownards, 68 hectares in Comber and 42 hectares in Donaghadee. This equates to approximately 4,500 housing units in Newtownards, 1,700 in Comber and 1,000 in Donaghadee. In addition to this, there was capacity for 2,300 dwellings to be accommodated within the settlement limits of the villages and further capacity existed for housing within the settlement limits of small settlements, through rounding off and consolidation.

### [Draft Belfast Metropolitan Area Plan 2015 \(BMAP\)](#)

4.10 Draft BMAP was published in November 2004. The legacy North Down Borough area had approximately 186 hectares of land zoned for housing within draft BMAP. This equated to approximately 6,049 dwelling units within the settlement development limits of Bangor, Holywood and the villages and small settlements.

### Housing Land Availability - Zoned Land

4.11 The Council's Local Development Plan Team currently undertakes a Housing Land Availability Monitor to determine the number of housing units built and to allow an assessment of remaining housing potential within settlements throughout the Borough. The Housing Monitor facilitates the identification of a shortfall in potential housing land supply and can provide clarity and certainty to developers in relation to the availability of land suitable for housing.

4.12 Rural housing, those houses built outside settlement development limits, is not currently monitored. Therefore, the rural figure is an indicative estimate based on recent planning approvals which add to the housing stock. Further research and analysis of information is required to determine past rural dwelling trends and its translation into future housing growth in the countryside.

4.13 Table 3, below, details the amount of zoned housing land, area and estimated yield, which remains to be developed both in ADAP and Draft BMAP. The figures within the table are formed from an analysis of information produced by the annual housing land availability monitor. This provides the most recent evidence on remaining zoned housing capacity.

4.14 The table indicates there is significant housing capacity available on existing zoned sites which are yet to be developed. There is a marked difference between the amount of zoned housing land remaining within ADAP and that within Draft BMAP; this is largely due to the fact draft BMAP concentrated on zoning committed housing sites (based on its start date in line with the initial RDS of 31 December 1998), whilst ADAP tended to direct housing growth to

greenfield sites. In total c344 hectares of zoned land, with a capacity for approximately 8,047 housing units, is undeveloped within the Borough at 1 April 2018.

Area Plan	Total		Built		Remaining	
	No.	Area (ha)	No.	Area (ha)	No.	Area (ha)
<b>ADAP</b>	9655	416.12	2857	131.11	6776	285.01
<b>Draft BMAP</b>	5455	209.836	4184	150.486	1271	59.35
<b>Total</b>	<b>15110</b>	<b>625.956</b>	<b>7041</b>	<b>281.596</b>	<b>8047</b>	<b>344.36</b>

Table 3: Available Capacity on Zoned Housing Sites in Ards and North Down

4.15 Tables 4 and 5, below, provide a clearer representation of the distribution of remaining housing capacity within zoned sites for the settlements within ADAP and draft BMAP. Table 4 illustrates approximately 57% of the remaining zoned housing capacity for ADAP is within Newtownards. With regards to the total figure of 8,047 for both ADAP and draft BMAP, Newtownards accounts for approximately 48% of the remaining housing capacity on zoned land. Table 5 also illustrates that Bangor accounts for approximately 14.5% of the total remaining housing capacity on zonings over both legacy Plans.

4.16 The tables also identify scope for moderate development of the smaller towns and to a lesser degree the villages and small settlements within the Borough as a result of the remaining zoned housing capacity. Further opportunity for housing development also exists in small settlements and villages in the form of rounding off, consolidation and infilling.

Settlement	Total		Built		Remaining	
	No.	Area (ha)	No.	Area (ha)	No.	Area (ha)
<b>Newtownards</b>	4975	206.7	1071	51.31	3891	155.39
<b>Comber</b>	1765	67.77	337	11.19	1428	56.58
<b>Donaghadee</b>	802	42.48	357	17.66	436	24.82
<b>Balloo</b>	2	0.1	0	0	2	0.1
<b>Ballygowan</b>	176	8.77	108	5.25	68	3.52
<b>Ballyhalbert</b>	361	16.22	165	7.31	196	8.91
<b>Ballywalter</b>	159	5.07	159	5.07	0	0
<b>Carrowdore</b>	109	3.06	58	1.45	51	1.61
<b>Cloughey</b>	286	15.61	202	10	84	5.61
<b>Greyabbey</b>	11	0.09	0	0	11	0.09
<b>Killinchy</b>	0	0	0	0	0	0
<b>Kircubbin</b>	63	3.96	50	3.87	13	0.09
<b>Millisle</b>	309	13.76	180	7.21	129	6.55
<b>Portaferry</b>	253	15.63	68	6.33	185	9.3
<b>Portavogie</b>	348	13.28	99	4.16	249	9.12
<b>Whiterock</b>	36	3.62	3	0.3	33	3.32
<b>Total</b>	<b>9655</b>	<b>416.12</b>	<b>2857</b>	<b>131.11</b>	<b>6776</b>	<b>285.01</b>

Table 4: Available Capacity on Zoned Housing Sites Per Settlement in ADAP

Settlement	Total		Built		Remaining	
	No.	Area (ha)	No.	Area (ha)	No.	Area (ha)
<b>Bangor</b>	4731	171.74	3564	123.6	1167	48.14
<b>Hollywood</b>	358	18.736	285	10.876	73	7.86
<b>Crawfordsburn</b>	23	2.53	15	2.25	8	0.28
<b>Groomsport</b>	252	9.35	246	8.9	6	0.45
<b>Helen's Bay</b>	54	3.72	45	2.37	9	1.35
<b>Seahill</b>	37	3.76	29	2.49	8	1.27
<b>Total</b>	<b>5455</b>	<b>209.836</b>	<b>4184</b>	<b>150.486</b>	<b>1271</b>	<b>59.35</b>

Table 5: Available Capacity on Zoned Housing Sites per Settlement in Draft BMAP

## Housing Growth Indicators

- 5.1 The RDS sets out the regional housing needs in the form of Housing Growth Indicators (HGI), these are produced as a guide for the preparation of the LDP. The HGI is an estimate of new dwelling requirement for the Council between 2012-2025. Using the HGI it is possible to extrapolate the housing allocation for the Plan Period (2015-2030).
- 5.2 The Department for Regional Development reviewed the published HGIs 2008-2025 to reflect the new local government structures which took effect in April 2015. The HGI figures were revised down to reflect a lower than predicted population growth and higher household sizes than previously forecast.
- 5.3 The 2016 amended HGI 2012-2025 for Ards and North Down Borough is 7,100 dwellings. The HGI figure is projected on a pro-rata basis to 2030 (to cover the LDP life span (2015-2030) and results in a figure of 8,190 for the plan period or 546 new dwellings per annum.
- 5.4 Consideration of the housing allocation for the Borough should take into account the fact there remains a considerable amount of land zoned for housing which is presently undeveloped, as well as housing potential from other un-zoned land including windfall sites, urban capacity study sites and existing housing commitments.
- 5.5 As stated above, the HGI for the Plan period suggests a need for 8,190 new dwellings. Analysis of the Housing Monitor data indicates the remaining potential on sites currently zoned for housing is approximately 8,047 units. Therefore, it is clear that a large proportion of the housing need, over the life of the plan, can be accommodated by land which is currently zoned for housing.
- 5.6 Allocation of housing was discussed at a workshop to which all elected representatives were invited and visual information presented outlined the Borough's remaining housing potential on zoned land. Subsequent analysis of

Housing Monitor information on the overall housing capacity of the Borough is presented below.

## Housing Land Availability including Housing Commitments

- 6.1 The Housing Land Availability Report 2018 includes an analysis of all potential housing land within the Borough. This includes zoned housing land and unzoned land which is subject to an extant planning approval for housing. This information is presented for each settlement and includes the remaining potential on land which was either not started or ongoing for housing development at 1<sup>st</sup> April 2018.

<b>NILUD<sup>i</sup> 2010 – 01/04/2018</b>	<b>Remaining Potential</b>		
	<b>No.</b>	<b>Overall %</b>	<b>Area (ha)</b>
<b>Large Towns</b>			
Bangor	2440	23.40%	70.148
Newtownards	3900	37.41%	188.99
<b>Large Towns Total</b>	<b>6340</b>	<b>60.81%</b>	<b>259.138</b>
<b>Small Towns</b>			
Comber	1428	13.64%	63.27
Donaghadee	618	5.93%	37.97
Hollywood	309	2.96%	21.82
<b>Small Towns Total</b>	<b>2349</b>	<b>22.53%</b>	<b>123.06</b>
<b>Villages</b>			
Balloo	66	0.63%	3.04
Ballygowan	96	0.92%	4.04
Ballyhalbert	238	2.28%	10.87
Ballywalter	25	0.24%	0.38
Carrowdore	199	1.91%	5.74
Cloughey	108	1.04%	6.49
Crawfordsburn	19	0.18%	1.865
Greyabbey	25	0.24%	2.04
Groomsport	23	0.22%	1.125

Helen's Bay	33	0.32%	2.66
Killinchy	30	0.29%	1.4
Kircubbin	37	0.35%	1.19
Millisle	171	1.64%	8.06
Portaferry	211	2.02%	10.43
Portavogie	243	2.33%	13.64
Seahill	37	0.35%	1.41
Whiterock	5	0.05%	0.6
<b>Villages Total</b>	<b>1566</b>	<b>15.01%</b>	<b>74.98</b>
<b>Small Settlements</b>			
Ardmillan	26	0.25%	1.5
Ballybarnes	3	0.03%	0.42
Ballyboley	12	0.12%	1.84
Ballycranbeg	25	0.24%	1.11
Ballyeasborough	1	0.01%	0.08
Ballyfrenis	7	0.07%	1.39
Ballygalget	1	0.01%	0.16
Cotton	3	0.03%	0.15
Glastry	2	0.02%	0.21
Kilmood	0	0%	0
Kirkistown	24	0.23%	1.73
Lisbane	23	0.22%	1.46
Loughries	7	0.07%	0.35
Orlock	0	0%	0
Rubane	31	0.30%	1.7
Six Road Ends	4	0.03%	0.18
<b>Small Settlements Total</b>	<b>169</b>	<b>1.63%</b>	<b>12.28</b>
<b>Plan area Total</b>	<b>10424</b>	<b>100%</b>	<b>469.458</b>

Table 6: Housing Availability across Ards and North Down

## Summary of Remaining Potential

- 7.1 The annual Housing Monitor indicates there is additional housing capacity for approximately 2,383 committed unzoned housing units (i.e. sites with planning approval) throughout the Borough.

7.2 The Housing Monitor indicates an overall housing potential of approximately 10,430 dwelling units throughout the Plan area. As such, there is currently housing capacity within the Borough equating to approximately 27% above the HGI of 8,190.

<b>Ards and North Down Housing Potential</b>	<b>10,430</b>
<b>RDS Housing Growth Indicator</b>	8,190
<b>Surplus</b>	2,240 (27%)

Table 7: Housing Potential in Ards and North Down

7.3 Table 6 indicates the settlements with the largest housing potential are the two large towns of Newtownards, with approximately 3,900 remaining housing units, and Bangor, approximately 2,440 remaining housing units. This would be in-keeping with the RDS direction of SFG 12 to provide additional housing in the Hubs and clusters of Hubs.

7.4 Within the small town tier Comber has the greatest remaining potential, with Hollywood having the lowest remaining housing potential. This is consistent with the variation in approach taken to allocating housing within ADAP and BMAP (as explained in Para. 4.15).

7.5 Remaining housing potential varies significantly at the village settlement tier, with villages such as Ballyhalbert, Portavogie and Portaferry having the largest remaining potential and Whiterock having the least.

## Rural Housing

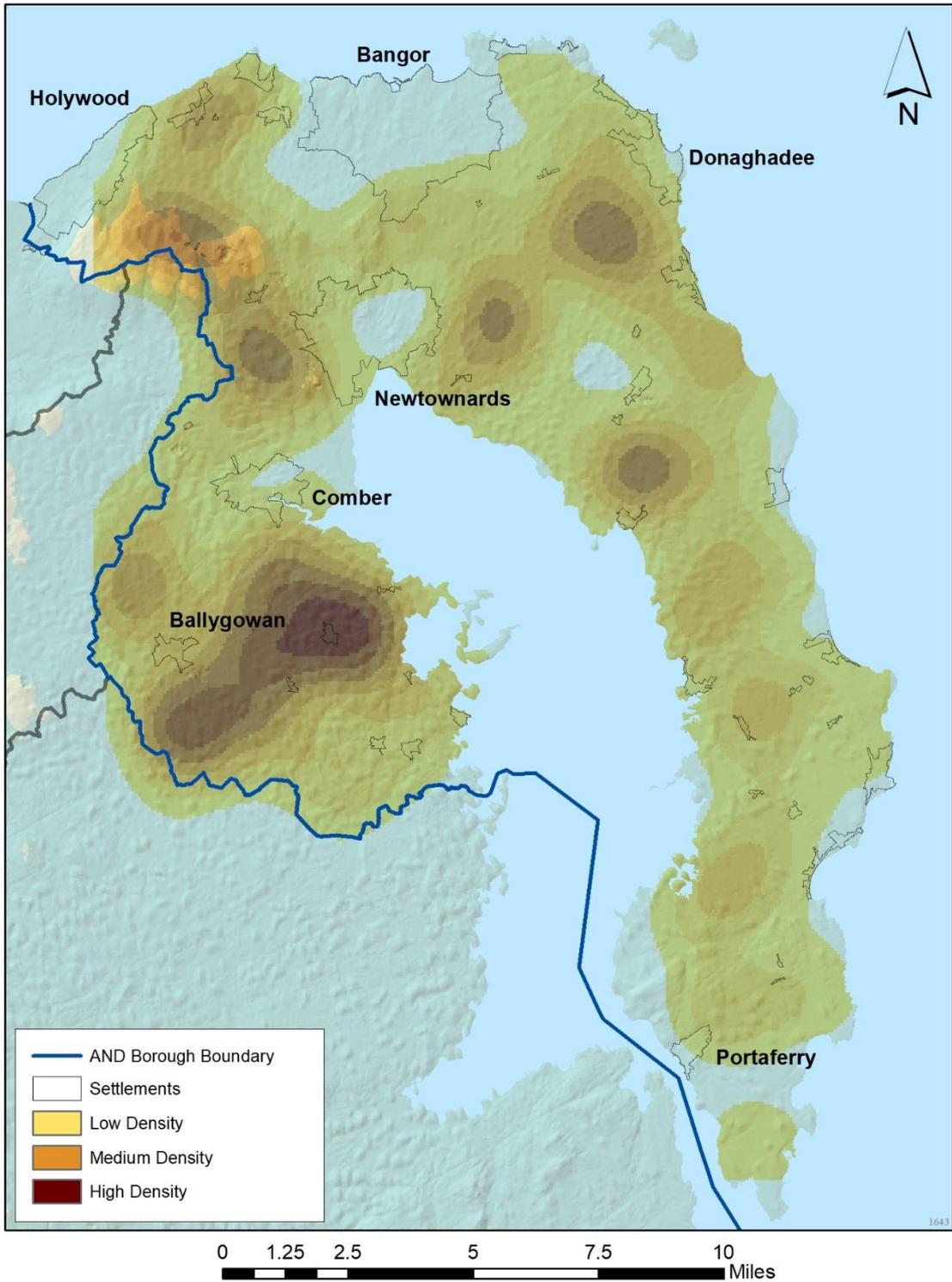
8.1 The Council does not currently undertake a monitor of dwelling units built or approved outwith settlement limits, in the countryside. A Rural Housing

Monitor will be undertaken prior to Plan Strategy stage which will provide information on the number of houses constructed in the countryside.

- 8.2 Figure 2 (referred to as the ‘Rural Housing Pressure Analysis’), demonstrates housing approvals, across the Borough, in the countryside from 2010 to August 2017. This illustrates the areas within the Borough that have experienced particular pressure for rural housing development over this period.
- 8.3 Initial analysis indicates that from 1 January 2010 to 14<sup>th</sup> August 2017 a total of 677 single houses in the countryside were granted permission. Statistics from DFI indicate a total of 80 rural single dwellings were approved between April 2017 and April 2018. It should be noted this includes Full, Outline and Reserved Matters approvals and further examination is required to get a more accurate figure. This further analysis will be undertaken, along with a comprehensive Rural Housing Monitor, prior to the release of the Plan Strategy. However, at this stage a notional approval rate of 90 residential units per annum has been applied (i.e. 677/7.5).
- 8.4 Extrapolated over the 15-year Plan period, if this rate of housing approvals were continued, it could result in demand for approximately 1350 rural houses. However, it is acknowledged that not all planning approvals may be built; planning applications and build rates vary over time and that further, more detailed analysis is necessary. Table 8 below outlines the annual rural housing build rate, indicating a variation from 51 to 87 dwellings between 2008 to 2017. Using these build rates rural housing, over the 15-year Plan period, would range between 765 - 1305 dwellings.

Houses Built	2008-2012	2013-2017
Rural	437 (17%)	256 (9%)
Annual Build Rate	87.4	51.2
Urban	2221 (83%)	2481 (91%)
Annual Build Rate	444.2	496.2

*Table 8: Houses Built within Ards and North Down Borough, 2008-2017 [Source: LPS]*



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Figure 2: Rural Housing Pressure Analysis between 01/01/2010 and 14/08/2017

8.5 The Rural Housing Monitor will allow identification of how many rural houses have actually been built, identification of any trends and a more accurate prediction of future needs. Currently prevailing planning policy enables approval for a new dwelling on a farm every ten years. This policy was introduced by Planning Policy Statement 21 'Sustainable Development in the Countryside', which became effective on 1 June 2010. Farms which met the criterion in the past and gained planning approval for a dwelling may become eligible to apply for a second house prior to the publication of the LDP. Further consideration will be required to determine the impact on future rural housing provision.

## Additional Important Housing Information

### Housing Stock

9.1 Over the last ten years Ards and North Down Borough has witnessed continued Housing Stock growth. Figures from Land and Property Services show a 7.8% increase in Housing Stock from 66,612 in 2008 to 71,835 in 2018. Between 2017 and 2018 the Housing Stock for Ards and North Down increased by 835 dwellings, the largest yearly growth in the last decade.

### House Types

9.2 The type of housing within the Borough has been gradually changing over the last ten years. The proportion of detached dwellings within the Borough between 2008-2018 has slightly decreased from 36.8% to 36.3%. Conversely, the proportion of semi-detached dwellings has witnessed a slight increase from 24.6% to 25% over the period.

9.3 Larger variations are witnessed between for the proportions of terraced houses and apartments. In 2008 terraced dwellings accounted for 25.7% of the total housing stock in the Borough, however by 2018 this had decreased to 24.8%. In contrast, the percentage of apartments increased from 9.6% to 10.9% over the decade. These changes echoed the regional trend between 2008 and 2018.

### Housing Need

9.4 The Northern Ireland Housing Executive Ards and North Down Housing Investment Plan 2018 Update specifies there is a continuous demand for social housing provision in the Borough. NIHE provided 6,310 social housing units in Ards and North Down in 2018 and additional provision was supplied by a number of Housing Associations.

9.5 The NIHE waiting list for Ards and North Down in 2017/2018 was 3060 applications, 2028 (66%) of these applicants were in housing stress. Over the same period, the NIHE allocated 830 social housing units, this was 27% of the total applicants and 41% of those allocated dwellings were in housing stress.

9.6 The NIHE projected social housing need over the five-year period 2017-22 is 706 units. The areas of greatest need are the towns of Bangor, Newtownards, Comber, Holywood and Donaghadee; and the village of Groomsport. Generally, single people, the elderly and small families were in the greatest housing need. The demand for new Intermediate Housing within the Borough is 710 units between 2017-2027.

## Housing Growth Strategy

- 10.1 The RDS advises the allocation of housing growth to specific locations in a district is a matter for decision through the development plan process, however the Strategic Guidance within the RDS provides direction to the distribution of housing across the Borough.
- 10.2 The RDS aims to ensure all places benefit from economic growth, maintain a balanced sub-regional growth approach and recognises the importance of key settlements as centres for growth and investment.
- 10.3 The RDS acknowledges the need to understand the role and function of each settlement, how they serve rural communities and the importance of promoting co-operation between places. The RDS advises hubs should be given primary focus for growth and encourages clustering of towns and cities to promote shared services rather than duplication and identifies those settlements within close proximity to each other which have the potential to cluster. The RDS also encourages the consolidation of small towns, villages and small settlements in order to sustain the rural communities.
- 10.4 Future housing growth within the Borough is therefore required to reflect the guidance contained in the RDS and will also be dependent on the Council's Settlement Hierarchy.
- 10.5 The LDPs Spatial Growth Strategy aims to:
- Guide the majority of development, including housing and employment opportunities, to locations within the large towns that have capacity to accommodate new development that can be well integrated within existing infrastructure and which serve as accessible centres within the larger rural hinterland;
  - Provide balanced growth to the small towns in order to sustain, consolidate and revitalise them;

- Maintain and protect the diversity and quality of the rural area and encourage development which supports the population and services of local communities;
- Allow for rounding off and infill development in villages and small settlements and provide opportunities for development of dwellings in the countryside in order to sustain rural communities.

10.6 Although it is not possible to consider the precise future housing for the Borough or any given settlement, it is reasonable to take into account the existing housing land availability in the settlements. As previously stated, tables 4 and 5 (above) demonstrate there is considerable housing capacity available throughout the Borough on existing zoned sites.

10.7 A review of the existing uncommitted housing zonings for the Borough in both the Ards and Down Area Plan 2015; and the Draft Belfast Metropolitan Area Plan 2015, is proposed as part of the LDP preparation. This would allow for consideration of the prospect of delivery of the sites for housing and determine if the zonings should be taken forward in the LDP. This assessment will also, given the position in relation to the HGI allocation, allow for consideration as to the need for zoning of additional land for housing throughout the Council area.

10.8 Currently, the potential housing provision within the settlements and analysis of approvals of single dwellings in the countryside indicate the potential housing provision across the Council area significantly exceeds the HGI. As such, it would appear there is sufficient land identified for housing development within the Borough, subject to a potential review of existing uncommitted housing zonings. It is also anticipated that Urban Capacity studies and unexpected windfall sites will further add to the quantity of housing potential over the life of the LDP period.

10.9 Table 6 (above) provides a detailed breakdown of the proportion of remaining housing potential per settlement and may act as a guide for the distribution of future housing growth for the Borough. However, further detailed consideration

is required regarding the review of uncommitted housing zonings, the rural housing monitor and the other factors as set out in the SPPS to inform housing allocations in the LDP (Para. 3.11 above). The challenge for the LDP is to allocate an appropriate level of housing, both in the settlements and in the countryside, in accordance with the direction provided by the RDS.