

THE DEPARTMENTAL APPROACH TO THE ADJUSTED HOUSING GROWTH INDICATORS FOR THE BELFAST METROPOLITAN AREA AND BELFAST METROPOLITAN RURAL HINTERLAND (ADJUSTED 9 JANUARY 2007)

1.0 BACKGROUND

- 1.1 HGI 4 in the Regional Development Strategy (RDS) deals with the housing allocation to the Belfast Metropolitan Area and its hinterland. Figure 18 in the RDS sets out the Housing Growth Indicators (HGIs) for the BMA – 42,000, the BMA Rural Hinterland – 9,000 and the BMA Districts Hinterland – 26,500. The HGIs cover the period from the beginning of January 1999 to the end of December 2015. The BMA and the BMA Rural Hinterland make up the Plan Area of the Draft Belfast Metropolitan Area Plan (BMAP).
- 1.2 Figure 18 in the RDS also sets out the component parts which make up the BMA and the BMA rural hinterland. In order to avoid confusion of terminology the BMA is referred to in BMAP as the Metropolitan Urban Area and the BMA Rural Hinterland as the Metropolitan Rural Area.
- 1.3 The Metropolitan Urban Area is defined for purposes of allocating the 42,000 dwellings as the continuous built up area centred on Belfast and extending in an arc from Jordanstown to Knocknagoney, together with the City of Lisburn, and the towns of Bangor, Carrickfergus and Holywood.
- 1.4 The continuous built up area includes the city of Belfast and adjoining built up parts of the Districts of Carrickfergus, Castlereagh, Lisburn, Newtownabbey and North Down. These built up areas outside of Belfast are referred to as Metropolitan Areas.

- 1.5 The Metropolitan Rural Area is defined for purposes of allocating the 9,000 dwellings as those parts of the Plan Area lying outside the Metropolitan Urban Area.
- 1.6 The potential housing yield in BMAP for the Metropolitan Urban Area is 51,800, some 23% over the RDS HGI and 10,700 for the Metropolitan Rural Area, some 19% over the RDS HGI. BMAP was formulated and received a certificate of general conformity on the basis of the HGIs in the RDS.
- 1.7 In January 2005 The Department for Regional Development (DRD) published a Review of the Regional Housing Growth Indicators for public consultation. Following receipt of comments a Public Examination was held to examine the methodology used to calculate the figures in the document and the adequacy of the allocation of the figure through the draft HGIs. The Report of the Panel on the Review of Housing Growth Indicators was produced in March 2006. The recommendations included that the Adjusted total HGI for the BMA and BMA Rural Hinterland should be 66,500, an increase of 15,500 over the RDS HGI of 51,000.
- 1.8 In the Response by DRD to the Report of the Panel published in June 2006 the above recommendation was accepted. Table 1 of the Response provides a breakdown of the HGI into 54,800 for the BMA (Metropolitan Urban Area) and 11,700 for the BMA Rural Hinterland (Metropolitan Rural Area).
- 1.9 Table 1 summarises the RDS HGI, the potential housing yield in BMAP and the Adjusted HGI.

Table 1 HGI figures and potential housing yield in BMAP

	RDS HGI	Potential yield in BMAP	Adjusted HGI
Metropolitan Urban Area	42,000	51,828	54,800
Metropolitan Rural Area	9,000	10,646	11,700

1.10 The purpose of this paper is to set out the approach by the Department to the Adjusted HGI for the Plan Area at the forthcoming Public Inquiry. The first section deals with the approach in the Metropolitan Urban Area, the second deals with the approach in the Metropolitan Rural Area.

SECTION 1

2.0 APPROACH TO THE ADJUSTED HGI IN THE METROPOLITAN URBAN AREA

2.1 The approach to the Adjusted HGI in the Metropolitan Urban Area is set out in this section as follows:

- Re-assessment of previous studies.
- Strategic Directions for future growth in the RDS.
- Other factors to be taken into consideration in the allocation of future housing growth potential.
- Approach to site specific objections
- The amount of additional housing growth potential.
- Concluding summary.

3.0 ASSESSMENT OF PREVIOUS STUDIES.

3.1 In addressing the issue of the location and amount of housing growth potential in the Metropolitan Urban Area in light of the Adjusted HGI the Department has firstly assessed whether any of the studies or work undertaken in association with the housing allocation process in BMAP need to be updated. This assessment is as follows:

- **Assessment of potential yield from committed housing sites and windfall.** It is considered appropriate to up-date the housing figures supplied in the Population and Housing Technical Supplement to take account of planning permissions granted since March 2003. This will also allow an assessment to be made of the reasonableness of the windfall figures and of minimum and maximum densities. Table 2 provides figures for the overall potential yield in each of the component parts of the Metropolitan Urban Area taking account of the 2006 Housing Land Availability Survey undertaken by the Department. (The Department has re-

presented the figures in the Population and Housing Technical Supplement and updated these figures to 2006. Both the re presentation of the original figures and the updated figures are available from the Department on request). Additional yield arising from development of sites outside of the urban footprints and not taken account of in BMAP is included in the updated figures. The potential housing yield in 2006 in the Metropolitan Urban Area is 2214 (4%) under the Adjusted HGI.

- **The Urban Capacity Study.** The urban capacity study undertaken as part of the BMAP process identified a significant number of sites within the urban footprints that are suitable for housing growth. Any sites not identified as part of this exercise are still able to be brought forward and will constitute windfall development. It is therefore considered there is no requirement to carry out a further urban capacity exercise.
- **Application of minimum and maximum densities.** BMAP identifies minimum densities for sites within the urban footprints which were determined following an assessment of the sites and taking into account the need to promote as much housing as possible within the urban footprints. Appendix 1 provides an analysis of planning permissions granted since March 2003 on sites zoned for housing in BMAP, within the urban footprints, which were not the subject of either a planning approval or a current planning application for housing prior to March 2003. A comparison of the densities being approved against the density figures in BMAP indicates the figures in BMAP do not need adjustment and that individual adjustments can be made in response to specific objections. Similarly on Greenfield sites a minimum and maximum density is provided in BMAP and figures for recent planning permissions given in Appendix 2 indicate the figures in BMAP do

not need adjustment and that individual adjustments can be made in response to specific objections.

Table 2 Potential Housing Yield in the Metropolitan Urban Area

	Potential yield in BMAP	2006 potential yield
Belfast District		
Belfast City Centre	2466	2870
Belfast Harbour Lands	3500	3500
North Belfast	3459	4552
West Belfast	4540	5311
South Belfast	3053	4271
East Belfast	3465	4526
District Total	20483	25030
Carrickfergus District		
Carrickfergus	3516	3755
District Total	3516	3755
Castlereagh District		
Metropolitan Castlereagh	3565	4044
District Total	3565	4044
Lisburn District		
Lisburn City Centre	118	119
Lisburn City	5357	5886
Metropolitan Lisburn	2435	2694
District Total	7910	8699
Newtownabbey District		
Metropolitan Newtownabbey	4740	5509
District Total	4740	5509
North Down District		
Bangor	4472	4899
Holywood	411	472
District Total	4883	5371
Windfall	6731	178*
TOTAL	51828	52586

* This is the residual uncommitted windfall total. Windfall development granted planning permission since March 2003 is included in figures in rows above

- **Zoning of existing industrial land.** Some of the land zoned as existing industry in BMAP has subsequently been granted planning permission for housing. A significant number of sites are the subject of individual objections and will be discussed at the Public Inquiry. In light of this and the importance of existing industrial land to the overall supply of land for employment purposes it is considered inappropriate to re-examine all the remaining industrial land which is not the subject of objection with a view to re-zoning as housing.
- **BUAP Whitelands.** An examination of the BUAP Whitelands was carried out as part of the BMAP process with the result that some land is brought forward for development purposes in BMAP whilst other land is excluded from the settlement development limits due to environmental considerations. As all former Whitelands excluded from the settlement development limits are the subject of environmental designations in addition to Green-Belt in BMAP it is considered there is no requirement to carry out any further analysis. Site specific objections can be dealt with as part of the Public Inquiry process.
- **Specialist Housing Needs.** The Housing Needs Assessment carried out by the Northern Ireland Housing Executive (NIHE) was taken into account in preparation of BMAP. Whilst the requirement for additional land to meet specialist needs can be dealt with as part of the Public Inquiry into specific objections it is considered appropriate to take into account any shortfall in the level of provision.
- **Environmental Designations.** A considerable amount of land adjoining the settlement development limits in BMAP is the subject of environmental designations in addition to Green Belt. It is considered inappropriate to carry out any re-assessment of these

designations. General and site specific objections relating to these will be dealt with at the Public Inquiry.

- Windfall Potential.** It is considered appropriate to provide an indication of the level of windfall development being achieved and revise the allowance if appropriate. Table 3 contains figures regarding the yield from windfall development over the past three years. Windfall is all housing development within the urban footprints on land which is not zoned for housing or does not contain a specific requirement for housing provision. Where the yield on zoned sites is higher than the estimate in BMAP this is taken as windfall, where the yield is lower this is taken off the windfall development figure. While the figures indicate that almost all of the windfall estimate in BMAP has already been granted planning permission for housing it is considered inappropriate to carry out a further windfall exercise. If the level of windfall development up to 2015 equals that achieved since March 2003 this could result in the potential housing yield being some 8% over the Adjusted HGI.

Table 3 Windfall Development in the Belfast Metropolitan Urban Area

	Windfall Estimate in BMAP	Windfall Development to 2006
Belfast	3326	4386
Carrickfergus	452	219
Castlereagh	507	341
Lisburn	903	553
Newtownabbey	726	693
North Down	817	361
Total	6731	6553

- **Strategic Directions in the RDS.** (see paragraphs 4.1 – 4.6)
- **Phasing.** Phasing of housing land was not introduced in BMAP in view of the level of commitments. It is considered that if additional Greenfield sites are introduced in response to the Adjusted HGI it may be appropriate to put this land into a later phase.

4.0 STRATEGIC DIRECTIONS IN THE RDS

- 4.1 The allocation process in BMAP for the Metropolitan Urban Area followed the sequential approach as set out in the RDS.
- 4.2 The RDS refers to maintaining a tension between the amount of housing within urban footprints and Greenfield sites and maximising the amount of housing within urban footprints. It is considered BMAP achieved an appropriate balance between urban capacity sites and Greenfield sites and that potential housing zoning within the urban footprints is maximised.
- 4.3 Consequently it is likely that any additional land for housing in response to the Adjusted HGI will be located principally on Greenfield sites beyond the settlement development limits in BMAP.
- 4.4 The figures in Table 2 indicate that potential housing yield in the Metropolitan Urban Area is within 4% the Adjusted HGI as a result of the level of commitments and increased densities without taking into account any adjustment to the windfall allowance. In terms of meeting the Adjusted HGI therefore there is a requirement to accommodate a further 2214 dwellings.

- 4.5 The RDS gives a clear direction that West Lisburn and Newtownabbey should be locations for future major planned expansion. BMAP was unable to give significant housing growth to these areas in view of the potential housing yield from other sources. It is considered that if the strategic direction in the RDS is to be sufficiently recognised then additional land at these locations for housing is needed. It is considered these locations should provide the main focus for any additional future housing growth and this should be the prime consideration in determining the location of additional land for housing.
- 4.6 Outside of West Lisburn and Newtownabbey the RDS gives no clear direction for growth to other locations in the Metropolitan Urban Area. However some housing growth may be in accordance with the regional role and function of the various component parts as set out the RDS.

5.0 OTHER FACTORS AFFECTING THE LOCATION OF FUTURE HOUSING GROWTH

- 5.1 As a further stage in addressing the Adjusted HGI for the Metropolitan Urban Area the Department has identified a number of factors to be used to assess the suitability of additional sites for future housing growth.
- 5.2 The following two factors are considered to be determining obstacles to housing development suitability:

1. Environmental designations. Much of the land adjoining the settlement development limits in BMAP is the subject of proposed environmental designations which include:

- Areas of High Scenic Value
- Rural Landscape Wedges

- Sites of Local Nature Conservation Importance
- Local Landscape Policy Areas
- The Lagan Valley Regional Park
- The Coastal Area

The Department considers land which is the subject of one or more of the above environmental designations is not suitable for future housing growth.

2. Constraints on development. The Department considers that land which is the subject of constraints regarding infrastructure, flooding, steepness of land and other physical constraints is not suitable for further growth.

5.3 The following four factors will be used to make judgements between those sites which are not excluded on the basis of the above two factors.

3. Compact Urban form. Sites should result in a compact urban form and should not lead to an excessive amount of growth in any one direction. Sites which abut the settlement development limits in BMAP will be considered preferable to those which do not abut the limit.

4. Definition of settlement development limits. Where a settlement development limit in BMAP follows a well defined physical boundary including a major road, river or other physical feature then breach of that boundary to allow for growth will not be the preferred option if other sites that can more readily be absorbed into the urban form are available.

5. Social Housing. A site that could contribute to meeting the need for social housing will be preferred above other sites which do not meet such need.

6. Council views. The Department considers the views of the Councils should be taken into account in allocating housing growth potential to the various component parts of the Metropolitan Urban Area. The views of the various Councils from the consultation process associated with the publication of BMAP are given below.

- Carrickfergus Borough Council - support the settlement development limits as shown in BMAP
- Newtownabbey Borough Council – do not identify any strategic direction for future growth
- North Down Borough Council – do not identify any strategic direction for future growth
- Castlereagh Borough Council – identify Dundonald as a strategic direction for future growth
- Lisburn City Council – identify Lisburn City as a strategic direction for future growth
- Belfast City Council – do not identify any strategic direction for future growth

6.0 APPROACH TO SITE SPECIFIC OBJECTIONS

6.1 In order to assist the Public Inquiry process the Department would propose to submit the following information in relation to site specific housing objections prior to the second stage of the Public Inquiry:

- An indication of those objection sites which are considered to meet Strategic Directions in the RDS and are suitable in principle for housing as measured against the first two factors listed above. The Department will give an indication of the quantum of land and the

consequences for the level of housing potential against the Adjusted HGI. A preliminary analysis of objection sites in West Lisburn indicates that some 390 hectares are not subject to any environmental designations in BMAP. An average density of 25 dwellings per hectare on the above sites would yield almost 10,000 dwellings resulting in a 14% provision over the Adjusted HGI not taking account of any adjustment to the windfall allowance. The amount of this land which is not constrained for development purposes will be determined following receipt of site specific consultations. An assessment of the sites against the last four factors listed above will be presented at the site specific stage of the Public Inquiry. Land indicated as suitable for expansion in Newtownabbey in the RDS is subject to an environmental designation in BMAP and therefore is not included in terms of the quantum at this time.

- An indication of those objection sites which do not meet Strategic Directions but which will contribute to the role and function of the component part of the Metropolitan Urban Area and are suitable for housing in terms of the six listed factors. The Department will give an indication of the quantum of land within this category and the consequences for the level of housing potential against the Adjusted HGI. Taking into account the environmental designations it is considered the quantum of land will not be significant in terms of the Adjusted HGI.
- An indication of those objection sites which are considered unacceptable for reasons other than housing need (constraints, environmental issues etc) and an indication of those reasons.
- An indication where the Department considers there may be more appropriate alternative sites for housing which are not the subject of objection. While the Department would be prepared to indicate in

very broad terms possible areas which might be considered to be appropriate for housing, it would not discuss the specific location or the merits of alternative sites.

7.0 AMOUNT OF ADDITIONAL HOUSING GROWTH POTENTIAL

7.1 The amount of additional housing land to be brought forward in the adopted plan will take account of a number of factors including:

- The Adjusted HGI.
- Following the Public Inquiry process the removal of sites zoned for housing in BMAP.
- Following the Public Inquiry process the re zoning for housing of land which is currently zoned for an alternative use in BMAP.
- Following the Public Inquiry process the inclusion of land for housing which is currently the subject of environmental designations in BMAP.
- The amount of alternative land considered more appropriate for housing but which is not the subject of objection.
- The assessment by DRD of general conformity taking into account the level of over provision in relation to the Adjusted HGI.

8.0 CONCLUDING SUMMARY

8.1 By way of summary some key strategic factors associated with the Adjusted HGI in the Metropolitan Urban Area that are raised in this Section are:-

- The potential housing yield at 2006 is only 4% lower than Adjusted HGI due to the yield from committed housing sites and windfall development.
- The opportunity to better meet other RDS housing growth related strategic directions to some appropriate extent but with

the need to balance this against any further over-provision that may be the likely result.

- The establishment of criteria (factors) to allow a revised future housing growth assessment at both strategic and site specific levels.
- The complexity of the various factors that can determine the ultimate extent of new housing land zonings in the Metropolitan Urban Area.

SECTION 2

9.0 THE APPROACH TO THE ADJUSTED HGI IN THE METROPOLITAN RURAL AREA

9.1 The approach to the Adjusted HGI in the Metropolitan Rural Area is set out in this section as follows:

- Re-assessment of previous studies.
- Factors to be taken into consideration in the allocation of future housing growth potential.
- Revised allocation.
- Other factors affecting the location of future housing growth.
- Approach to site specific objections
- The amount of additional housing growth potential.
- Concluding Summary.

10.0 ASSESSMENT OF PREVIOUS STUDIES

10.1 In addressing the issue of the location and amount of housing growth potential in the Metropolitan Rural Area in light of the Adjusted HGI the Department has firstly assessed whether any of the studies or work undertaken in association with the housing allocation process need to be updated or re-done as follows:

- **Assessment of potential yield from committed housing sites and windfall.** It is considered appropriate to up-date the housing figures supplied in the Population and Housing Technical Supplement to take account of planning permissions granted since March 2003. This will also allow an assessment to be made of the reasonableness of the windfall figures and of minimum and maximum densities. Table 4 provides figures for the overall potential yield in the various settlements taking account of the 2006 Housing Land Availability Survey undertaken by the Department.

(The Department has re-presented the figures in the Population and Housing Technical Supplement and updated these figures to 2006. Both the re-presentation of the original figures and the updated figures are available from the Department on request). Additional yield arising from development of sites outside of the urban footprints and not taken account of in BMAP is included in the updated figures. The potential housing yield in 2006 in the Metropolitan Rural Area is almost equivalent to the Adjusted HGI.

- **The Urban Capacity Study.** The urban capacity study undertaken as part of the BMAP process identified a significant number of sites within the urban footprints that are suitable for housing growth. Any sites not identified as part of this exercise are still able to be brought forward and will constitute windfall development. It is therefore considered there is no requirement to carry out a further urban capacity exercise.
- **Application of minimum and maximum densities.** BMAP identifies minimum densities for sites within the urban footprints which were determined following an assessment of the sites and taking into account the need to promote as much housing as possible within the urban footprints. Appendix 3 provides an analysis of planning permissions granted since March 2003 on sites zoned for housing in BMAP, within the urban footprints, which were not the subject of either a planning approval or a current planning application for housing prior to March 2003. A comparison of the densities being approved against the density figures in BMAP indicates the figures in BMAP do not need adjustment and that individual adjustments can be made in response to specific objections. Similarly on Greenfield sites a minimum and maximum density is provided in BMAP and figures for recent planning permissions given in Appendix 4 indicate the figures in BMAP do

not need adjustment and that individual adjustments can be made in response to specific objections.

Table 4: Potential Housing Yield in the Metropolitan Rural Area

SETTLEMENT	POTENTIAL YIELD IN BMAP	2006 POTENTIAL YIELD
Towns		
Ballyclare	2156	2269
Carryduff	1328	1443
Greenisland	915	969
Hillsborough	754	803
Moira	814	868
Whitehead	230	246
Villages		
Aghalee	100	125
Annahilt	92	105
Dromara	187	211
Drumbeg	76	85
Drumbo	6	8
Glenavy	354	492
Lower Ballinderry	129	176
Maghaberry	437	481
Milltown	155	163
Ravernet	5	33
Stoneyford	144	170
Upper Ballinderry	41	42
Ballyeaston	2	2
Ballynure	121	126
Ballyrobert	93	93
Cogry/kilbride	106	122
Doagh	312	360
Straid	87	88
Crawfordsburn	24	23
Groomsport	216	252
Helens Bay	54	82
Seahill	37	50
Moneyreagh	130	142
Small Settlements	507	620
Open Countryside	844	844
Windfall	190	8*
Total	10646	11501

*This is the residual uncommitted windfall total. Windfall development granted planning permission since March 2003 is included in figures in rows above.

- **Zoning of existing industrial land.** A significant number of sites zoned as existing industry are the subject of individual objections and will be discussed at the Public Inquiry. In light of this and the importance of existing industrial land to the overall supply of land for employment purposes it is considered inappropriate to re-examine all the remaining industrial land which is not the subject of objection with a view to re-zoning as housing.
- **Specialist Housing Needs.** The Housing Needs Assessment carried out by the Northern Ireland Housing Executive (NIHE) was taken into account in preparation of BMAP. Whilst the requirement for additional land outside settlement development limits to meet specialist needs can be dealt with as part of the inquiry into specific objections it is considered appropriate to take into account any shortfall in the level of provision.
- **Environmental Designations.** A considerable amount of land adjoining the settlement development limits in BMAP is the subject of environmental designations in addition to Green Belt. It is considered inappropriate to carry out any re-assessment of these designations. General and site specific objections will be dealt with at the Public Inquiry.
- **Windfall Potential.** It is considered appropriate to provide an indication of the level of windfall development being achieved and revise the allowance if appropriate. Table 5 contains figures regarding the yield from windfall development over the past three years. Windfall is all housing development within the urban footprints on land which is not zoned for housing or does not contain a specific requirement for housing provision. Where the yield on zoned sites is higher than the estimate in BMAP this is

taken as windfall, where the yield is lower this is taken off the windfall development figure. The figures indicate that almost all of the windfall estimate in BMAP has already been approved. It is considered the allowance in BMAP for windfall development in Ballyclare and Carryduff needs to be increased.

Table 5. Windfall Development in the Belfast Metropolitan Rural Area

	Windfall Estimate in BMAP	Windfall Development 2006
Ballyclare	50	76
Carryduff	70	66
Greenisland	70	40
Total	190	182

- **Countryside Assessment.** It is considered there is no requirement to undertake any further work in association with the countryside assessment.
- **Broad Evaluation Framework.** It is considered appropriate to carry out a broad evaluation framework to include the three small towns of Hillsborough, Moira and Whitehead together with the 23 villages to assist in any revised allocation of growth to these settlements. A revised Broad Evaluation Framework is contained in Table 6.
- **Allocation to settlements.** In view of the Adjusted HGI it is considered that a re-allocation of housing growth potential between settlements is necessary.
- **Allowance to the open countryside and allocation to small settlements.** The allowance to the open countryside in BMAP was mainly based on past trends. It is considered there is no

requirement to re-assess this figure. The allocation to the small settlements was based on housing potential from committed sites and sites suitable for housing. In view of the existing potential for development and the role and function of small settlements it is considered the allowance to this tier of settlement should reflect current commitments only.

Table 6. Revised Broad Evaluation Framework for the Metropolitan Rural Area

Settlement	Resource Test	Environmental Capacity Test	Transport Test	Economic Development Test	Urban & Rural Character Test	Community Services Test	Social Equity Test	Score
Towns								
Hillsborough	M	H	M	M	L	M	M	M
Moira	M	M	H	H	L	M	M	M
Greenisland	M	O	M	M	L	M	M	O
Whitehead	H	O	M	M	L	M	M	O
Ballyclare	H	H	M	H	M	H	H	H
Carryduff	H	H	M	H	H	H	H	H
Villages								
Aghalee	M	L	L	L	L	M	L	L
Annahilt	L	H	L	L	M	L	L	L
Dromara	M	M	L	M	M	M	L	M
Drumbeg	L	L	L	L	L	L	L	L
Drumbo	L	L	L	L	M	L	L	L
Glenavy	M	M	M	M	M	M	L	M
Lower Ballinderry	L	H	L	L	M	L	L	L
Magheraberry	L	M	L	L	H	L	L	L
Milltown	L	L	L	L	L	L	L	L
Ravernet	L	M	L	L	L	L	L	L
Stoneyford	L	L	L	L	L	L	L	L
Upper Ballinderry	L	M	L	L	L	L	L	L
Ballyeaston	L	L	L	L	L	L	L	L
Ballynure	L	M	L	L	L	L	L	L
Ballyrobert	L	H	L	L	L	L	L	L
Cogry/Kilbride	L	M	L	L	L	L	L	L
Doagh	M	H	L	L	M	M	L	M
Straid	L	L	L	L	M	L	L	L
Crawfordsburn	L	L	M	L	L	L	L	L
Groomsport	L	L	L	L	L	L	L	L
Helen's Bay	L	O	M	L	L	L	L	O
Seahill	L	M	M	L	L	L	L	L
Moneyreagh	L	H	L	L	M	L	L	L

- **Strategic Directions in the RDS.** See paragraphs at 11.4.
- **Phasing.** Phasing of housing land was not introduced in BMAP in view of the level of commitments. It is considered that if additional Greenfield sites are introduced in response to the Adjusted HGI it may be appropriate to put this land into a later phase.

11.0 FACTORS TO BE TAKEN INTO CONSIDERATION IN THE ALLOCATION OF FUTURE HOUSING GROWTH POTENTIAL.

- 11.1 The allocation process in BMAP for the Metropolitan Rural Area followed the sequential approach as set out in the RDS. It is considered the approach to identifying land to meet the adjusted HGI should follow the same sequence.
- 11.2 The RDS refers to maintaining a tension between the amount of housing within urban footprints and Greenfield sites and maximising the amount of housing within urban footprints. It is considered BMAP achieved an appropriate balance between urban capacity sites and Greenfield sites and that potential housing zoning within the urban footprints is maximised.
- 11.3 Consequently it is likely that any additional land for housing in response to the adjusted HGI will be located principally on Greenfield sites beyond the settlement development limits in BMAP.
- 11.4 In allocating the Adjusted HGI a number of factors have been taken into account as set out below. The first two factors, RDS directions and the Broad Evaluation Framework, were considered as part of the BMAP allocation process. The remaining factors are ones which were

not fully taken into account in the BMAP process but which it is now considered are relevant to any resulting opportunity for increased housing growth.

1. **RDS directions.** The RDS refers to the significant planned expansion of seven small towns including Ballyclare, Carryduff and Moira which fall within the Metropolitan Rural Area. In particular the RDS indicates that with further growth Ballyclare will begin to take on the wider role of a main town. The RDS also makes reference to the consolidation of towns and villages and no large scale expansion of towns and villages in the BMA travel to work area. Overall it is considered that Ballyclare, Carryduff and Moira will be the main focus of additional growth.
2. **Revised Broad Evaluation Framework.** Table 6 contains a revised broad evaluation framework which the Department has undertaken. The evaluation has been extended to include the three small towns of Hillsborough, Moira and Whitehead together with all the villages. The RDS does not require a ranking of the tests and accordingly equal weight is given to each. In evaluating each settlement against the individual tests a broad scoring system based on a high (H), medium (M), low (L) and zero (0) has been used. The final score reflects the totality of the individual scores. The higher the score the more suitable a settlement is considered to be for growth.

Where a settlement scores zero under the environmental capacity test it is considered there is no potential for further growth and therefore the overall score given to that settlement will be zero.

Table 6 indicates that Carryduff and Ballyclare score high, Moira and Hillsborough together with the villages of Dromara and Glenavy score medium. All other settlements score low.

The towns of Greenisland and Whitehead and the village of Helen's Bay score a zero against the environmental test and therefore are indicated as having no potential for growth.

3. **Age of Extant Plans** It is considered the time that has elapsed since the last review of a statutory plan is a factor to take into account in allocating any extra housing growth potential to settlements. Where it is some time since a plan was reviewed there may be reason to consider allocating additional housing growth to some of the settlements included in the area covered by such a plan. Table 7 provides details of the last review of relevant extant plans.

Table 7. Review of Relevant Statutory Development Plans

District Council Area	Extant Plan	Time of Review
Belfast	Belfast Urban Area Plan (BUAP)	1990
Newtownabbey	Newtownabbey Area Plan (NAP)	1993 (Plan never adopted. Modifications were published but did not go to Public Inquiry.
Lisburn	Lisburn Area Plan	2001
Castlereagh	Carryduff Local Plan (no statutory plan for the District)	1988
Carrickfergus	Carrickfergus Area Plan	2000
North Down	North Down and Ards Area Plan	1984

The districts where it is considered the length of time since the last review is a factor are Belfast, Newtownabbey, North Down and Castlereagh.

4. **Land removed from the extant plans** Ballyclare is the only town in the Metropolitan Rural Area where a significant amount of zoned land was removed in BMAP to take account of the HGI in the RDS. It is considered this accounts for some 19.5 hectares which at an average density of 25 per hectare would yield approximately 500 dwellings. It is considered that additional housing growth should be allocated to Ballyclare to reflect this.

5. **Infrastructure.** It is considered that housing growth potential should be allocated to areas where additional growth will assist in the provision of identified infrastructural requirements. BMAP contains a proposal for a non strategic road scheme in Ballyclare, Proposal BE 14 the Ballyclare Relief Road, which aims to provide traffic relief in Ballyclare town centre and facilitate housing development. The road is to be funded in the main by developer contributions. It is considered additional housing growth in Ballyclare will increase potential for delivery of the road and allow housing to take advantage of the road scheme.

6. **Council Views.** The Department considers the views of the Councils should be taken into account in allocating housing growth potential to settlements. The views of the various Councils from the consultation process associated with the publication of BMAP are given below.
 - Carrickfergus Borough Council – Do not identify any strategic direction for further growth.
 - Newtownabbey Borough Council – Identify Ballyclare and the villages as requiring further growth. However it is acknowledged that some villages may be more appropriate for further growth than others.
 - North Down Borough Council – Do not identify any strategic direction for further growth.

- Castlereagh Borough Council – Identify Carryduff, Moneyreagh and Crossnacreevy as requiring further growth.
- Lisburn City Council – identify all villages as requiring further growth.
- Belfast City Council area does not identify any strategic direction for further growth.

7. Social housing. The Housing Needs Assessment produced by the Northern Ireland Housing Executive and published in Technical Supplement 1 identifies the level of social housing need in the Plan Area. Table 8 sets the identified need in the towns and villages against the BMAP allocation for social housing. It is considered the allocation of housing growth potential should take into account any shortfall in the provision of social housing.

11.5 Table 9 provides an evaluation of the towns and villages against each allocation of housing growth potential to the settlements against the Adjusted HGI. In evaluating each factor a broad scoring system based on a high (H), medium (M) and low (L) and zero (0) value has been used. The final score reflects the totality of the individual scores. The evaluation is by tier; a high score for a town suggests the allocation of more housing growth potential than a high score for a village. Where a settlement has scored a zero against the broad evaluation framework then it is considered there is no potential for further expansion of the settlement development limit and the overall score for that settlement is therefore zero

Table 8: Social Housing in the Metropolitan Rural Area

Settlement	NIHE Housing Needs Assessment (HNA). Social Housing need within the Rural BMA.	Draft Plan allocation	Shortfall
Towns			
Ballyclare	10	-	10
Hillsborough/ Culcavey	32	9	23
Moira	17	-	17
Carryduff	47	15	32
Whitehead	5	-	5
Town Total	111	24	87
Villages			
Aghalee	2	-	2
Dromara	4	-	4
Drumbo	4	-	4
Drumbeg/ Ballyskeagh/ Lambeg	98	-	98
Glenavy	19	-	19
Lower and Upper Ballinderry	2	-	2
Maghaberry	4	-	4
Stoneyford	5	-	5
Doagh	8	-	8
Ballynure	3	-	3
Groomsport	30	-	30
Crawfordsburn/ Helen's Bay	10	-	10
Moneyreagh	8	-	8
Seahill	-	4*	-
Village/ Total	197	4	197
OVERALL TOTAL	308	28	284

*Note: Seahill was allocated 4 social houses which are not identified in the HNA.

Table 9. Assessment of towns and villages against the seven factors

SETTLEMENT	(1) RDS DIRECTION	(2) REVISED BROAD EVALUATION FRAMEWORK	(3) AGE OF THE EXTANT PLANS	(4) LAND REMOVED FROM THE EXTANT PLANS	(5) INFRA - STRUCTURE	(6) COUNCIL VIEWS	(7) SOCIAL HOUSING	(8) OVERALL SCORE
Towns								
Ballyclare	H	H	H	H	H	H	M	H
Carryduff	M	H	H	0	L	H	H	M
Greenisland	L	0	L	0	L	0	L	0
Hillsborough	L	M	L	0	L	0	H	L
Moira	M	M	L	0	L	0	M	L
Whitehead	L	0	L	0	L	0	L	0
Villages								
Aghalee	0	L	L	0	L	H	L	M
Annahilt	0	L	L	0	L	H	0	L
Dromara	0	M	L	0	L	H	L	M
Drumbeg	0	L	L	0	L	H	H	H
Drumbo	0	L	L	0	L	H	L	M
Glenavy	0	M	L	0	L	H	M	H
Lower Ballinderry	0	L	L	0	L	H	L	M
Maghaberry	0	L	L	0	L	H	L	M
Milltown	0	L	L	0	L	H	0	L
Ravernet	0	L	L	0	L	H	0	L
Stoneyford	0	L	L	0	L	H	L	M
Upper Ballinderry	0	L	L	0	L	H	L	M
Ballyeaston	0	L	H	0	L	H	0	M
Ballynure	0	L	H	0	L	H	L	H
Ballyrobert	0	L	H	0	L	H	0	M
Cogry/kilbride	0	L	H	0	L	H	0	M
Doagh	0	M	H	0	L	H	L	H
Straid	0	L	H	0	L	H	0	M
Crawfordsburn	0	L	H	0	L	0	L	L
Groomsport	0	L	H	0	L	0	H	M
Helens Bay	0	0	H	0	L	0	M	0
Seahill	0	L	H	0	L	0	0	L
Moneyreagh	0	L	H	0	L	H	L	H

12.0 REVISED ALLOCATION

12.1 In allocating the additional housing growth across the settlements it is considered that in light of the Directions in the RDS the proportion of growth in the village tier should not increase. Those villages which score low in Table 9 are not allocated any uplift, those which score medium retain their proportion and those which score high either retain or increase their proportion.

- 12.2 In view of environmental constraints it is considered that no additional housing growth should be allocated to Greenisland, Whitehead and Helens Bay.
- 12.3 In light of directions in the RDS, the identified infrastructural requirements, the age of the extant plan and the need to adjust the windfall estimate it is considered the relative proportion of housing growth to Ballyclare should increase. The remaining three towns should maintain their relative proportion of housing growth.
- 12.4 The allocation to the Small Settlements and the allowance to the open countryside should not be increased as already referred to in Paragraph 9.1.
- 12.5 Columns 1 – 6 of Table 10 contain a revised allocation to settlements based on the above.
- 12.6 However it is considered the figures in Column 6 of Table 10 do not fully take into account the following;
- The amount of land removed from Ballyclare in BMAP
 - The provision of the Ballyclare Relief Road.
 - Growth to Carryduff in light of its score against the seven factors and windfall development
 - Growth to those villages which have scored high against the seven factors.
- 12.7 In view of the above an adjusted allocation has been made as shown in column 7 of Table 10. Ballyclare Carryduff and those villages with a high score have been allocated further additional growth.

- 12.8 Column 8 of Table 10 provides figures for the potential housing yield in settlements based on the 2006 Land Availability Monitor. The level of commitments in the village tier and the small settlements is above the allocated figure in Column 7. It is therefore considered appropriate to allocate further additional housing growth to the town tier in order to maintain the relative proportions between the town and village tiers. Column 9 of Table 10 contains a second adjusted allocation which increases the amount of housing growth potential in Carryduff and Ballyclare, the two towns with the highest scores. The second adjusted allocation is approximately 7% over the Adjusted HGI.
- 12.9 Column 9 indicates the shortfall in housing provision between the second adjusted allocation figure and the potential yield. The shortfall figures for Ballyclare, Carryduff and Greenisland take account of the windfall estimate.
- 12.10 It is considered the second adjusted allocation to the Belfast Metropolitan Rural Area meets the relevant directions in the RDS and takes account of other important considerations. The quantum of land to be brought forward in light of the Adjusted HGI is that required to meet the total of Column 10 of Table 10.
- 12.11 In view of infrastructural requirements in Ballyclare it is considered that phasing is inappropriate. Phasing of additional housing land in Carryduff and Moira may be appropriate.

13.0 OTHER FACTORS AFFECTING THE LOCATION OF FUTURE HOUSING GROWTH

- 13.1 The Department has identified a number of factors to be used to assess the suitability of individual sites for future housing growth above that which is already accommodated for in BMAP.

13.2 The following two factors are considered to be determining obstacles to housing development suitability.

1. Environmental designations. Some land adjoining the settlement development limits in BMAP is the subject of proposed environmental designations which include

- Areas of High Scenic Value
- Sites of Local Nature Conservation Importance
- Local Landscape Policy Areas
- The Lagan Valley Regional Park
- The Coastal Area

The Department considers land which is the subject of one or more of the above environmental designations is not suitable for future housing growth.

2. Constraints on development. The Department considers land which is the subject of constraints regarding infrastructure, flooding, steepness of land and other physical constraints is not suitable for future housing growth.

13.3 The following three factors will be used to make judgements between those sites which are not excluded on the basis of the above two factors.

3. Compact Urban form. Sites should result in a compact urban form and should not lead to an excessive amount of growth in any one direction. Sites which abut the settlement development limits in BMAP will be considered preferable to those which do not abut the limit.

4. **Definition of settlement development limits.** Where the settlement development limit in BMAP follows a well defined physical boundary including a major road, river or other physical feature then breach of that boundary to allow for growth will not be the preferred option if other sites that can more readily be absorbed into the urban form are available.

5. **Social housing.** A site that could contribute to meeting the need for social housing will be preferred above other sites which do not meet such need.

14.0 APPROACH TO SITE SPECIFIC OBJECTIONS

14.1 In order to assist the Public Inquiry process the Department would propose to submit the following information in relation to site specific housing objections prior to the second stage of the Public Inquiry:

- An indication of those objection sites which are considered to be acceptable in principle for housing as measured against the first two factors above. The Department will give an indication of the quantum of land within this category for each settlement and the consequences for the level of housing growth potential against the Adjusted HGI. An assessment of sites against the last three factors above will be presented at the site specific stage of the Public Inquiry.

- An indication of those objection sites which are considered unacceptable for reasons other than housing need (constraints, environmental issues etc) and an indication of those reasons.

Table 10: Revised allocation to Settlements in the Metropolitan Rural Area

1. Settlement	2. BMAP Yield (inc. windfall*)	3. Percentage of allocation in BMAP	4. Score against the relevant factors	5. Uplift	6. Revised allocation	7. Adjusted allocation	8. Potential yield 2006	9. Second adjusted allocation	10. Difference(Figures in brackets refer to windfall)
Towns									
Ballyclare	2206*(50)	21%	H	459	2665	2800	2269	2950	581(100)
Carryduff	1398*(70)	13%	M	123	1521	1571	1443	1671	128(100)
Greenisland	985*(70)	9%	0	0	985	985	969	969	0
Hillsborough	754	7%	L	65	819	819	803	819	16
Moira	814	8%	L	122	936	936	868	936	68
Whitehead	230	2%	0	0	230	230	246	246	0
Total	6387	60%		769	7156	7341	6598	7591	993
Villages									
Aghalee	100	0.90%	M	5	105	105	125	125	0
Annahilt	92	0.90%	L	0	92	92	105	105	0
Dromara	187	2%	M	47	234	234	211	234	23
Drumbeg	76	0.70%	H	6	82	92	85	92	7
Drumbo	6	0.10%	M	6	12	12	8	12	4
Glenavy	354	3.30%	H	36	390	396	492	492	0
Lower Ballinderry	129	1.20%	M	11	140	140	176	176	0
Maghaberry	437	4%	M	31	468	468	481	481	0
Milltown	155	1.50%	L	0	155	155	163	163	0
Ravernet	5	0.05%	L	0	5	5	33	33	0
Stoneyford	144	1.40%	M	20	164	164	170	170	0
Upper Ballinderry	41	0.40%	M	6	47	47	42	47	5
Ballyeaston	2	0.02%	M	0	2	2	2	2	0
Ballynure	121	1.10%	H	12	133	139	126	139	13
Ballyrobert	93	0.90%	M	12	105	105	93	105	12
Cogry/kilbride	106	1%	M	11	117	117	122	122	0
Doagh	312	3%	H	43	355	361	360	361	1
Straid	87	0.80%	M	7	94	94	88	94	6
Crawfordsburn	24	0.20%	L	0	24	24	23	24	1
Groomsport	216	2%	M	18	234	234	252	252	0
Helens Bay	54	0.50%	0	0	54	54	82	82	0
Seahill	37	0.30%	L	0	37	37	50	50	0
MONEYREAGH	130	1.20%	H	14	144	150	142	150	8
Total	2908	27%		285	3193	3227	3431	3511	80
Small Settlements	507	5%	L	0	507	507	620	620	-
Open Countryside	844	8%			844	844	844	844	-
Overall Total	10646	100%		1054	11700	11919	11493	12566	1073

- An indication where the Department considers there may be more appropriate alternative sites for housing which are not the subject of objection. While the Department would be prepared to indicate in very broad terms possible areas which might be considered to be appropriate for housing, it would not discuss the specific location or the merits of alternative sites.

15.0 AMOUNT OF ADDITIONAL HOUSING GROWTH POTENTIAL

15.1 Reference to the quantum of land to meet the revised housing allocation has already been made in paragraph 11.10. However the precise amount of additional housing land to be brought forward in the adopted plan in the Metropolitan Rural Area will take account of a number of factors including:

- The Adjusted HGI.
- Following the Public Inquiry process the removal of sites zoned for housing in BMAP.
- Following the Public Inquiry process the Re-zoning for housing of land which is zoned for an alternative use in BMAP.
- Following the Public Inquiry process the Inclusion of land which is currently the subject of environmental designations in BMAP.
- The amount of alternative land considered more appropriate for housing but which is not the subject of objection.
- The assessment by DRD of general conformity taking into account the level of over provision in relation to the Adjusted HGI.

16.0 CONCLUDING SUMMARY

16.1 By way of summary some key strategic factors associated with the Adjusted HGI in the Metropolitan Rural Area that are raised in the Section are:

- The fact that the identified potential housing yield in 2006 is virtually the same as the Adjusted HGI figure for the Metropolitan Rural Area.
- The need to balance this potential housing need equilibrium with the opportunity to better address other strategic housing growth related factors such as RDS directions.
- The sequential approach to distributing housing growth potential increased the housing allocation across the various sectors of the Metropolitan Rural Area.
- The establishment of criteria (factors) to allow a revised future housing growth assessment at both strategic and site specific levels.
- The complexity of the various factors that can determine the ultimate extent of new housing land potential in the various constituent parts of the Metropolitan Rural Area.

Appendix 1. Urban Footprint housing sites within the Metropolitan Urban Area, which were Uncommitted in the Draft Belfast Metropolitan Area Plan and which subsequently have commitments on them as of 1st August 2006, and their comparable densities per hectare.

Council	Settlement	Zoning	Area (Hectares)	Draft BMAP Units	Densities included in the Draft BMAP KSRs	No. of units as Per KSR Densities	Committed units as of 01/08/05	Committed units figure as units per hectare
Belfast	North Belfast	NB 05/07	0.18	10	N/A	N/A (56 per ha)**	13	72 per Ha.
Belfast	North Belfast	NB 05/13	0.60	22	N/A	N/A (37 per ha)**	32	53 per Ha.
Belfast	West Belfast	WB 05/04	0.17	13	N/A	N/A (76 per ha)**	13	76 per Ha.
Belfast	West Belfast	WB 05/06	0.26	16	N/A	N/A (62 per ha)**	16	62 per Ha.
Belfast	West Belfast	WB 05/10	0.58	26	N/A	N/A (45 per ha)**	18 (0.36ha)	50 per Ha.
Belfast	West Belfast	WB 05/15	2.4	86	Min. 30 per Ha.	Min. 72	70	29 per Ha.
Belfast	South Belfast	SB 05/02	0.90	28	Min. 25 per Ha.	Min. 23	39	43 per Ha.
Belfast	South Belfast	SB 05/04*	3.91	47	Min. 10 per Ha. Max. 15 per Ha.	Min. 39 Max. 59	35 (3.12ha)	11 per Ha.
Lisburn	Lisburn	LC 05/07	6.61	198	Min. 25 per Ha.	Min. 165	170	26 per Ha.
Lisburn	Metropolitan Lisburn	ML 05/02	3.10	109	Min. 20 per Ha.	Min. 62	106	34 per Ha.
Newtownabbey	Newtownabbey	MNY 05/13	1.06	25	Min. 20 per Ha.	Min. 21	24	23 per Ha.
Newtownabbey	Newtownabbey	MNY 05/14	1.39	34	Min. 20 per Ha.	Min. 28	52	37 per Ha.
North Down	Bangor	BR 05/05	0.69	17	Min. 20 per Ha.	Min. 14	59 (1.54ha)	38 per Ha.

* signifies a site which has a portion of the site within the Urban Footprint and also a Greenfield location. In this instance the total area of the site is used.

** number of units per hectare relating to the site area and the number of units allocated to the site in the Draft Belfast Metropolitan Area Plan.

Appendix 2. Greenfield housing sites within the Metropolitan Urban Area, which were Uncommitted in the Draft Belfast Metropolitan Area Plan and which subsequently have commitments on them as of 1st August 2006, and their comparable densities per hectare.

Council	Settlement	Zoning	Area (Hectares)	Draft BMAP Units	Densities included in the Draft BMAP KSRs	No. of units as Per KSR Densities	Committed units as of 01/08/05	Committed units figure as units per hectare
Belfast	West Belfast	WB 05/14	2.14	52	Min. 20 per Ha. Max. 40 per Ha.	Min. 43 Max. 86	72	34 per Ha.
Lisburn	Lisburn	LC 05/08	18.10	326	Min. 15 per Ha. Max. 35 per Ha.	Min. 272 Max. 634	205 (7.99ha)	26 per Ha.
North Down	Bangor	BR 05/06	0.89	26	Min. 25 per Ha. Max. 35 per Ha.	Min. 22 Max. 31	23 (0.68ha)	34 per Ha.

Appendix 3. Urban Footprint housing sites within the Metropolitan Rural Area, which were Uncommitted in the Draft Belfast Metropolitan Area Plan and which subsequently have commitments on them as of 1st August 2006, and their comparable densities per hectare.

Council	Settlement	Zoning	Area (Hectares)	Draft BMAP Units	Densities included in the Draft BMAP KSRs	No. of units as Per KSR Densities	Committed units as of 01/08/05	Committed units figure as units per hectare
Carrickfergus	Greenisland	GD 05/06	0.89	18	Min. 17 per Ha.	Min. 15	18	20 per Ha.
Castlereagh	Carryduff	CF 05/01	0.84	21	Min. 25 per Ha.	Min. 21	30	36 per Ha.
Newtownabbey	Ballyclare	BE 05/08	2.93	88	Min. 25 per Ha.	Min. 73	109	37 per Ha.

Appendix 4. Greenfield housing sites within the Metropolitan Rural Area, which were Uncommitted in the Draft Belfast Metropolitan Area Plan and which subsequently have commitments on them as of 1st August 2006, and their comparable densities per hectare.

Council	Settlement	Zoning	Area (Hectares)	Draft BMAP Units	Densities included in the Draft BMAP KSRs	No. of units as Per KSR Densities	Committed units as of 01/08/05	Committed units figure as units per hectare
Castlereagh	Carryduff	CF 05/04	2.56	61	Min. 20 per Ha. Max. 25 per Ha.	Min. 51 Max. 64	110	43 per Ha.
Lisburn	Hillsborough	HH 05/02	1.39	25	Min. 15 per Ha. Max. 25 per Ha.	Min. 21 Max. 35	10 (0.81ha)	12 per Ha.
Lisburn	Moira	MA 04/09	5.29	114	Min. 18 per Ha. Max. 25 per Ha.	Min. 95 Max. 132	108	20 per Ha.

* signifies a site which has a portion of the site within the Urban Footprint and also a Greenfield location. In this instance the total area of the site is used.

