

<b>Local Development Plan – Preparatory Studies: Discussion Paper 12: Housing</b>	<b>26<sup>th</sup> October 2016</b>
<b>Planning Committee</b>	

<b>Linkage to Council Strategy (2015-19)</b>	
<b>Strategic Theme</b>	<b>Outcome</b>
Leader and Champion	<ul style="list-style-type: none"> <li>• Our Elected Members will provide civic leadership to our citizens working to promote the Borough as an attractive place to live, work invest and visit.</li> <li>• We will establish key relationships with Government agencies and potential strategic partners in Northern Ireland and external to it which helps us deliver our vision for this Council area.</li> </ul>
Accelerating our economy and contributing to prosperity	<ul style="list-style-type: none"> <li>• The Council will work with partners to maximise investment funding opportunities from external sources including: NI Assembly; European Union; Rural Development Programme and from private sector financing.</li> </ul>
Protect the environment in which we live	<ul style="list-style-type: none"> <li>• All environments in the area will benefit from proactive decision making which protects the natural features, characteristics and integrity of the Borough;</li> <li>• Our citizens will be given the maximum opportunity to enjoy our natural environments.</li> </ul>
<b>Lead Officer</b>	Sharon Mulhern
<b>Cost:</b>	N/A

## **For Decision**

### **1.0 Background**

- 1.1 This is the twelfth topic-related preparatory paper presented to Members, and relates to Housing.

1.2 Key outputs of the paper are:

- To provide Members with information on the **regional planning context** for housing allocation and distribution and the matters to be addressed in LDPs;
- An overview of the existing provision of housing and remaining capacity for new housing on existing zonings and within settlement development limits in the Borough, as identified in the Northern Area Plan; and
- The historic level of housing provided in the countryside.

1.3 This information will be kept under review and will be presented to Members, when necessary, throughout the LDP process.

## **2.0 Financial Implications**

2.1 None

## **3.0 Other Implications**

3.1 None

## **4.0 Recommendation**

4.1 **IT IS RECOMMENDED** that Members endorse the use of the information contained within this paper in the preparation of the Local Development Plan.

## **Appendix 1**

Discussion Paper 12: Housing.



# **Draft Local Development Plan Preparatory Studies**

## **Discussion Paper 12: Housing**

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## 1.0 Introduction

1.1 The purpose of this paper is to provide Members with background information on housing relating to the preparation of the Local Development Plan (LDP). This paper provides information on:

- The regional planning context for housing allocation and distribution and the matters to be addressed in LDPs;
- An overview of the existing provision of housing and remaining capacity for new housing on existing zonings and within settlement development limits in the Borough as identified in the Northern Area Plan; and
- the historic level of housing provided in the countryside.

## 2.0 Regional Planning Context

2.1 The regional planning context is provided by the Regional Development Strategy (RDS) 2035 and Planning Policy Statements (PPSs).

### a. Regional Development Strategy (RDS) 2035

#### Urban Areas

2.2 As Members are aware, the RDS promotes development at the Main and Local Hubs. Policy RG 8 (page 40) requires that housing growth is managed to achieve sustainable patterns of residential development. The RDS sets a regional target of 60% of new housing to be located in appropriate 'brownfield' sites within the urban footprints of settlements greater than 5,000 population. 'Brownfield' is defined as: *land that is, or was occupied by a permanent structure within a defined settlement limit*. The full definition is contained in Appendix 1. 'Urban footprint' is defined as: *the continuous built up area*. Again, the full definition is contained in Appendix 1, as are those settlements with a population of more than 5,000 population based on the 2001 Census (to tie in with the baseline of the Urban Footprint) and the 2011 Census. Under RDS Policy RG 8, two points are highlighted:

1. promotion of more sustainable housing development within existing urban areas; and
2. the need to ensure an adequate and available supply of quality housing to meet the needs of everyone.

2.3 A broad evaluation framework is provided in the RDS to assist judgements on the allocation of housing growth, and this is reproduced in Appendix 1.

2.4 Policy SFG 12 (page 72) specifically states that the population of hubs and cluster of hubs should be promoted by the provision of additional housing. As Members will recall from the Settlement Evaluation Paper presented to the Planning Committee in December last year, the RDS considers the Borough's hubs of Coleraine, Limavady, Ballymoney and Ballycastle have the potential to cluster, as the cluster is reasonably well connected (page 68). The location of the Main Hubs of Coleraine and Limavady, and the Local Hub of Ballymoney on a Key Transport Corridor is highlighted in Diagram 3.3 (page 79) of the RDS.

### Rural Areas

- 2.5 The RDS Spatial Framework defines the Rural Area as:  
*Those places outside the Principal Cities, and the Main and Local Hubs.* (page 73).
- 2.6 In terms of the Rural Area, Policy SFG 13 (page 74) requires the sustainment of rural communities living in smaller settlements and the open countryside.

### Housing Growth Indicators

- 2.7 The Department for Infrastructure (DfI) [formerly the Department of Regional Development (DRD)] is the Government body responsible for both the production of the RDS and the associated Housing Growth Indicators (HGIs). The RDS also sets down HGIs for each district in Northern Ireland over an extended period. The HGIs are for all housing, be it urban or rural. The HGIs are reviewed on a regular basis, and may be adjusted based on more up to date information. As an example, the Draft Northern Area Plan was prepared on the basis of the HGIs published in 2001 for the period 1999 to 2015. Prior to the Independent Examination (IE) to the Draft Plan, DRD published revised HGI figures in 2008 for the same period which incorporated an increase in the HGIs. The DoE prepared a Housing Update Paper for the IE in March 2011, and the Adopted Plan incorporated these more up to date figures for the period up to 2016 (ie the notional end of the plan period). The figures used in the Adopted Plan are based on the 2008 figures and are those contained in Table 1 below, which sets out the indicators for the four legacy councils:

**Table 1: DRD HGI Figures Published in June 2008**

District	Housing Growth Indicators (HGIs) 2008-2015
Ballymoney	3,500
Coleraine	6,900
Limavady	3,900
Moyle	1,800
<b>Total for Causeway Coast and Glens</b>	<b>16,100 (947 dwellings pa)</b>

- 2.8 In May this year (2016), DfI published further revised HGIs, providing an estimate of the new dwelling requirement for the region from 2012-2025. DfI produced the figures using the following data sources:
- NISRA household projections;
  - NISRA Central Survey Unit Combined Survey Sample;
  - NI Housing Executive House Condition Survey;
  - Data from Land and Property Services Publications –
    - Building Control new dwelling completion data; and
    - Housing stock data – NI Domestic Valuation List.
- 2.9 The projected new dwelling requirement across Northern Ireland has decreased by nearly one third compared to the 2008 figures. The majority of this change is due to the change in the household projections, based on the following:
- Estimated future population size has been revised downward from the 2008 based population projections to the 2012 based population projections; and



- Estimates of the average household size are higher for the 2012 based household projections compared to the 2008 based projections.

2.10 The revised HGI figures are based on current population/household formation trends making the assumption that these trends will continue into the future, and the figures should be used for guidance rather than be seen as a cap on housing development in an area, or a target to be achieved. The revised figure for the new Council area is set out below (the figures are no longer broken down into the four legacy councils, rather one figure is given for the new Borough). As the LDP will cover the period 2016-2030, a pro rata figure up to 2030 has also been given:

**Table 2: Revised HGIs Published in May 2016**

District	Housing Growth Indicators (HGIs) 2012-2025	Comparison with Recent Completion Rates
<b>Total for Causeway Coast and Glens</b>	<b>6,700 (515 dwelling pa)</b>	(439 x13) <sup>1</sup>
<b>Pro-rata figure up to 2030</b>	<b>9,270</b>	

Source: Appendix 4 of HGI report May 2016

1-

<sup>2</sup> An approximate figure of new dwelling completions per annum (given in brackets) has been worked out using LPS new dwelling completions data over the time period 2010-11 to 2014-15. 2012 to 2025 is a 13 year period so the annual figure has been multiplied by 13 to give a figure that can be compared with the projected new dwelling requirement 2012-2025.

Data for the new 11 LGDs is only available from April 2015. Data for the old 26 LGDs are available from 2010 up to March 2015. Therefore data for the new 11 LGDs have been approximated using the old 26 LGDs as follows:

Causeway Coast and Glens                      Ballymoney LGD + Coleraine LGD + Limavady LGD + Moyle LGD

2.11 From Tables 1 and 2 above (column 2 in each table), Members will note that the decrease in annual build rates for the Council area under the new HGI figures is 46% (947 dwellings pa in June 2008 HGIs compared to 515 dwellings pa in May 2016 HGIs). As can be seen in Column 3 of Table 2, the recent build rate is 15% below the HGI figure.

b. Planning Policy Statements (PPSs)

2.12 There are a number of PPSs that relate specifically to housing matters and future housing provision:

PPS 7: Quality Residential Environments;

PPS 7 (Addendum): Safeguarding the Character of Established Residential Areas;

PPS 12: Housing in Settlements; and

PPS 22: Affordable Housing (Draft).

2.13 PPS 21: Sustainable Development in the Countryside, also allows for new housing in the countryside. As the planning policy regime that affects such housing is a regional one rather than existing development plans, the influence of existing plans over this aspect of housing provision is presently limited. However, planning permissions for houses in the countryside can contribute a significant proportion of an area's HGI, as illustrated later in this paper. The scale and distribution of planning permissions for

houses in the countryside is a matter that will be examined in more detail in the future Countryside Assessment paper.

c. Strategic Planning Policy Statement (SPPS)

2.14 The SPPS has two relevant sections: Housing in Settlements, and Development in the Countryside.

i. SPPS - Housing in Settlements

2.15 The Housing in Settlements section acknowledges the role that housing is given in the RDS as a key driver of physical, economic and social change, and its emphasis on the importance of the relationship between the location of housing, jobs, facilities, services and infrastructure. It also refers to the opportunity for new housing on appropriate vacant and underutilised land, and the RDS's regional target of 60% of new housing to be located in appropriate 'brownfield' sites within urban footprints of settlements greater than 5,000 population (see Appendix 1). The SPPS provides detailed guidance on the matters to be contained in LDPs in relation to housing, as set out below.

Regional Strategic Objectives

2.16 The Regional Strategic Objectives for housing in settlements are to:

- Manage housing growth to achieve sustainable patterns of residential development;
- Support urban and rural renaissance; and
- Strengthen community cohesion (page 69, paragraph 6.135).

Regional Strategic Policy

2.17 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 should be promoted in town centres and in other locations that benefit from high accessibility to public transport facilities. Within established residential areas, it is imperative that the density, form, scale, massing and layout of new development respects 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, more compact town and village forms, in town centres and in mixed use developments. 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. Residential use above shops and other business premises should be facilitated in town centres where appropriate;

- **Good design:** this should be the aim of all those involved in housing development everywhere. 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. Fundamental to the building of more balanced communities is the provision of good quality housing offering variety in house types, sizes and tenures to meet different needs, together with development that provides opportunities for the community to share in local employment, shopping, leisure and social facilities. This will contribute to the achievement of the Core Planning Principle, 'Creating and Enhancing Shared Space' set out earlier in the SPPS (pages 17-18). Environments should be accessible to all and enhance opportunities for shared communities, which will provide economic advantages and, also, rewards that come with a more diverse, enriched environment. (pages 69-71.)

#### Processes for Allocating Housing Land

2.18 Housing allocations in LDPs should be informed by the following:

- **the RDS HGIs** – these are a guide to councils in preparing their LDPs and cover both urban and rural housing. They provide an estimate for the new dwellings requirement and a guide for allocating housing distribution across the plan area;
- **use of the RDS housing evaluation framework** (see Appendix 1) which takes account of the varying capacities of settlements and will assist in making judgements on the allocation of housing growth;
- **allowance for existing housing commitments** – dwellings already constructed, approvals not yet commenced and residential development proposals likely to be approved;
- **urban capacity studies** – the potential for future housing growth within the urban footprint and the capacity for different types and densities of housing. This should take into account housing development opportunities arising from brownfield sites, infill sites, conversion of existing buildings, and possible change of land use. The urban capacity study should be published as a technical supplement to the draft plan;
- **allowance for windfall housing** – windfall (see Appendix 1 for RDS definition) is considered central to the assessment of future housing land requirement and a key element of the urban capacity study. In line with the RDS objectives, 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. Allowance can be made on the basis of examining past trends in windfalls coming forward for development and estimating likely future windfall potential. There is a range of methodologies, but the method chosen should be robust and care should be taken to avoid under-estimation of windfalls. Windfall should be regularly monitored due to its dynamic and changing nature.
- **Application of a sequential approach and identification of suitable sites for settlements of over 5000 population** - the SPPS acknowledges there may be circumstances where it may be appropriate to apply the sequential approach in

settlements below this threshold. The following diagram from the SPPS sets out the sequential approach:

**Diagram 1: SPPS - Application of a Sequential Approach and Identification of Suitable Sites**

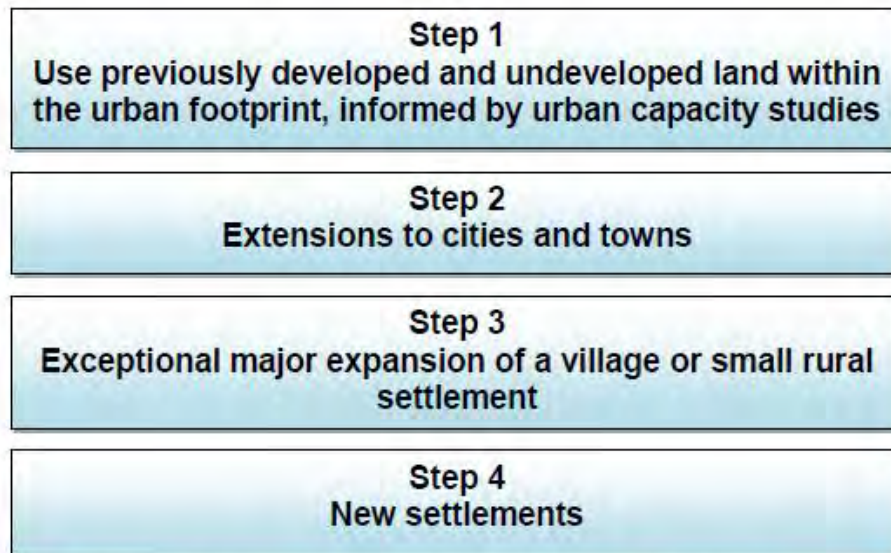


Diagram 3: Application of a sequential approach and identification of suitable sites

Source: SPPS: Page 72

- **housing needs assessments/housing market analysis (HNA/HMA)** (carried out by the NI Housing Executive or relevant housing authority) – this evidence base must be taken into consideration in the allocation of land required to facilitate the right mix of housing tenures including open market and special housing needs such as affordable housing (see Appendix 1 for definition), social housing, supported housing and travellers’ accommodation. The HNA will influence how LDPs facilitate a reasonable mix and balance of housing tenures and types; and
- **transport assessments** – where appropriate, 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.

Monitoring and Review

2.19 A ‘plan, monitor and manage’ approach is required, to ensure that, as a minimum, a 5 year land supply 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 reporting period; and
- The number of net additional units built in the period since the adoption of the local policies plan.

2.20 Monitoring will also provide information on:

- annual build rates;
- output relative to planned densities; and
- will give an indication of the validity of estimated windfall predictions (which can include greenfield sites).

2.21 This information will allow a clear view of the overall progress in meeting the Plan's housing objectives and identifying issues likely to require intervention. It will also be necessary to monitor and assess housing development in rural areas to ensure that total housing growth can be assessed against the plan's housing allocation.

#### Measures to be Contained in LDPs

2.22 Paragraph 6.142 (pages 73-74) sets out 17 criteria that LDPs should incorporate. Some of the key criteria include:

1. Set out the overall housing provision for each settlement over the plan period;
2. Set development limits for all identified settlements;
3. Zone housing sites in larger settlements to meet the range of identified need. In smaller settlements, plans may indicate where it is anticipated most new housing will be located through the use of Housing Policy Areas (HPAs);
4. Provide for a managed release of housing land, in line with the 'plan, monitor and manage' approach;
5. Identify sites or areas within settlements where the site (or part of) is required to meet one or more category of need and clearly state the proportion required;
6. Identify settlements where the HNA has found there to be an affordability pressure;
7. Zone land or include policy, as appropriate, to reflect the local need arising from the demand for second homes;
8. Set density levels for housing sites appropriate to the location of the site and the character of the surrounding area;
9. Include, where appropriate, specific policies to protect the distinctive nature and character of settlements;
10. Contain specific policy for safeguarding the character of established residential areas;
11. Set out any additional plan policies or proposals (including key site requirements) to deliver quality residential developments, for example the main infrastructure requirements that developers will be expected to meet for zoned residential sites, local design requirements and requirements for local neighbourhood facilities; and
12. Identify sites requiring a development brief to be drawn up.

#### Affordable Housing

2.23 The HNA/HMA will identify the range of specific housing needs, including social/affordable housing requirements, and the LDP will be the primary vehicle to facilitate any identified need by zoning land or by indicating, through key site requirements, where a proportion of a site may be required for social/affordable housing. This will not preclude other sites coming forward through the development management process.

Traveller Accommodation

- 2.24 Where the HNA/HMA identifies a demonstrable need for travellers' specific accommodation and a LDP is under preparation, the plan should identify a suitable site(s).

Supported Housing

- 2.25 The HNA/HMA will relate to that need that cannot be met through a general needs housing solution but requires the provision of a specialised, accommodation-based solution.

ii. SPPS - Development in the Countryside

- 2.26 In terms of development in the countryside, the aim of the SPPS: *'is to manage development in a manner that strikes a balance between protection of the environment from inappropriate development, while supporting and sustaining rural communities consistent with the RDS'* (page 51, paragraph 6.65).

Regional Strategic Objectives

- 2.27 The policy objectives for development in the countryside are to:
- 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 (paragraph 6.66).
- 2.28 The SPPS states that 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.

Regional Strategic Policy

- 2.29 Through the LDP, councils should 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.
- 2.30 The policy approach must be to cluster, consolidate and group new development with existing established buildings, and promote the re-use of previously used buildings (page 52, paragraph 6.69).
- 2.31 Paragraph 6.73 (pages 52-54) provides strategic policy that should also be taken into account in the preparation of LDPs for residential development in the countryside under the following headings:
- Residential Development
  - Replacement dwellings
  - Dwellings for non-agricultural business enterprises
  - New dwellings in existing clusters
  - Dwellings on farms
  - Infill/ribbon development

- The conversion and re-use of existing buildings for residential use
- A dwelling where there are personal and domestic circumstances
- A temporary caravan
- Social and affordable housing development.

### Special Countryside Areas and Areas of High Scenic Value

- 2.32 The SPPS acknowledges that some areas of the countryside exhibit exceptional landscapes such as mountains, stretches of the coast or lough shores and certain views or vistas, where the quality of the landscape and unique amenity value is such that development should only be permitted in exceptional circumstances. Where appropriate, these areas should be designated as Special Countryside Areas in LDPs, with appropriate policies to ensure their protection from unnecessary and inappropriate development. Local policies may also be brought forward to maintain the landscape quality and character of Areas of High Scenic Value (page 55, paragraph 6.75).

### Implementation

- 2.33 Under this section, the SPPS states that the LDP process will play an important role in identifying key features and assets of the countryside and balancing the needs of rural areas and communities with the protection of the environment. It states this should include an environmental assets appraisal and landscape assessment to provide the evidence base for the purposes of bringing forward an appropriate approach to development in the countryside, which should take into account Landscape Character Assessments.

## **3.0 Existing Information Relating to the Distribution of Housing in the Borough**

### a. Planning Appeals Commission's Commentary on the Housing Allocation in the Northern Area Plan (NAP) 2016

- 3.1 A useful critique by an independent source on the existing policy approach to the distribution of housing in settlements in the Borough is provided by the Planning Appeals Commission (PAC) in its report, Section 1 – Plan Strategy and Framework, which was prepared in association with the Independent Examination to the Draft Northern Area Plan and published in May 2014. This report was based on the 2008 HGI figures.
- 3.2 The PAC undertook a comprehensive review of the Draft Plan's Housing Allocation HOU 1 (and the associated Settlement Hierarchy SET 1) (pages 27-44 of its report) as part of the IE to the Draft Northern Area Plan. The PAC's Strategic Conclusions to Allocation HOU 1 (pages 43-44) is attached in Appendix 3 for convenience.
- 3.3 The PAC concluded the housing distribution of the Draft Plan to be broadly in line with the RDS Spatial Framework and its emphasis on the importance of critical mass in the hubs and cluster of hubs and on developing compact urban forms. It also noted that the quantum of housing that the vast majority of settlements in each level of the Settlement Hierarchy had was in excess of its planned housing allocations, due in part to previous commitments (that is planning permissions issued but not implemented), but also due to the generous nature of the settlement development

limits in the previous adopted plans that facilitated levels of development in the lower order settlements that did not reflect the strategic emphasis of a top down approach to housing allocations. The PAC noted that the situation was compounded by the very high levels of housing completions and outstanding commitments in the rural areas, which the Commission recognised the plan cannot influence as these are determined by regional planning policy. The PAC considered the methodology to allocate and distribute housing was generally sound. It concluded that the level of overprovision was more than sufficient to cater for the remainder of the plan period and for a substantial period beyond until a replacement plan was in place.

### Settlement Hierarchy

- 3.4 The purpose of a Settlement Hierarchy is to establish the broad principles of development appropriate to each level. The Settlement Hierarchy in the Northern Area Plan contains four levels of Settlement – Hubs, Towns, Villages and Hamlets - and is reproduced in Appendix 3 for convenience. The Hierarchy accords with the Plan's Objectives (also reproduced in Appendix 3) to promote growth at the Main and Local Hubs, as envisaged by the RDS, with consolidation of lower order settlements rather than expansion as, to do so, could result cumulatively in the growth of these lower order settlements out of keeping with the Plan's Objectives and Settlement Hierarchy.

## **4.0 Annual Housing Monitor**

- 4.1 The purpose of the annual housing monitor includes:
- To identify the take-up of HGIs;
  - To identify where housing development occurs, including whether it is brownfield or greenfield development;
  - To identify where pressure for planning permission exists;
  - To establish the success or otherwise of housing zonings in development plans;
  - To establish annual build rates;
  - To provide information on development densities and the unit mix of development;
  - To contribute to the 'plan, monitor, manage' process; and
  - To determine if a planning intervention is required to ensure adequate housing land in the right places is provided.
- 4.2 The most up to date housing monitor information relates to the period to 31<sup>st</sup> March 2016 to accord with the DfI's annual monitoring report requirements. The housing allocations relate to individual towns and villages as this is the level in the Settlement Hierarchy to which housing zonings are promoted. Hamlets, as the lowest order of settlements in which small scale development only is contemplated, are inappropriate for the promotion of housing through zonings.
- 4.3 The information from the 2016 Housing Monitor for each settlement and the countryside set out in Appendix 5 demonstrates that, in overall terms, the potential housing provision across the Council area exceeds the HGIs significantly. They are also in excess of the HGI allocation for each former legacy council area.



**Table 3: Revised HGI Allocation 2012-2025 & Potential Overall Level of Available Housing Provision**

Revised HGI Allocation 2012-2025	Potential Overall Level of Available Housing Provision (completions and Remaining Housing Capacity) 2012-2025 + Countryside Allocation
6,700	13,163 + 1,190 = 14,353

- 4.4 A review of existing uncommitted zonings in the Adopted Plan would be undertaken as part of the LDP preparation, to determine if their delivery is realistic and if it would be appropriate to carry them forward as zonings in the LDP. This exercise will also assist in establishing if, in light of the position relating to the HGI allocation, the zoning of additional lands for housing should be considered.

Annual Build Rates

- 4.5 A knowledge of annual build rates is important as it can assist in determining if there is an adequate supply of housing land in a geographical area. Caution should be applied to the information relating to a particular settlement as a wider geographical overview should be considered. This matter was considered in an appeal at Cloughmills (PAC ref:2005/A908 and 2005/A909) where the Commissioner commented in paragraph 2 of the Decision Letter:

*While, on behalf of the appellant it was argued that there are overriding circumstances in terms of housing need, the evidence related to Cloughmills village itself. While the detailed evidence on behalf of the appellant that the housing land supply in Cloughmills had largely "dried up" was not substantially contradicted by the Department, I consider it insufficient to consider the issue of housing need over such a localised area. It is inevitable that there will be localised constraints on the provisions for housing lands from time to time and particularly at the end or past the end date of a development plan. The issue must be properly considered on a district wide basis. Even the issue of the cross-community provisions for housing need to be considered district wide.*

Urban Build Rates

- 4.6 From monitoring work, the annual urban build rate has decreased significantly from when the monitoring period began in 1999, as set out in the table below. The table presents information relating to both longer (+10 years) and shorter (4-5 years) timeframes. The higher urban build rates relate to the pre economic downturn, whilst the most recent short term picture indicates a very low annual urban build rate.

**Table 4: Changes to the Borough's Annual Urban Build Rate**

Timeframe	1/1/1999-1/8/2010 (11.58 years)	1/8/2002-1/8/2013 (11 years)	1/8/2005-1/4/2016 (10.58 years)	1/8/2008-1/8/2013 (5 years)	1/8/2011-1/4/2016 (4.58 years)	1/1/2012-1/4.2016 (4.25 years)
Annual Urban Build Rate	890	698	452	314	207	198

Sources: Housing Update Paper 2011, Tables 8,12,16,20, Housing Monitor, NILUD

### Countryside Build Rates

- 4.7 Housing completions relating to sites outside of the defined settlement limits were collected by the Department until 2010, when PPS21: Sustainable Development in the Countryside was introduced. The annual build rate in the rural area outside of settlements up until 2010 is shown in the table below.

**Table 5: Changes to the Borough's Annual Countryside Build Rate**

<b>Timeframe</b>	<b>1/1/1999-1/8/2004 (5.5 years)</b>	<b>1/1/1999-1/8/2010 (11.5 years)</b>
<b>Annual Rural Build Rate</b>	220	271

*Source: Housing Update Paper 2011, Table 3*

- 4.8 Clearly, the level of planning permissions outside of settlements was significant prior to the introduction of PPS21. Comparing the urban and countryside annual build rates over the 11.58 year period between 1999 and 2010, the total annual build rate was 1161, of which the countryside build rate represented 23% of the overall house building activity. The DoE ceased the countryside rural housing monitoring with the introduction of PPS 21. However, the countryside housing aspect of the housing monitor is essential for a complete picture to be presented, including analysis of where the pressure for new housing in countryside areas occurs, particularly as there is no longer a restrictive policy regime, such as Green Belts or Countryside Policy Areas (as formerly known) applicable to Areas of Outstanding Natural Beauty.
- 4.9 HGIs are to be used as guidance, not a cap or a target, for housing provision. However, any significant variation to the HGI would require sound planning evidence to support the position.

## **5.0 Revised Housing Growth Indicators 2016 and Level of Potential Housing Provision**

- 5.1 The tables presented in Appendix 5 have been prepared in relation to the Revised HGIs published in 2016. The purpose of the tables is to highlight to Members the potential impact of the application of the revised HGIs on the Borough's settlements and countryside, by indicating the levels of surplus or deficit for each. It is not an attempt to predetermine the distribution of the HGIs in the Borough, rather it is to give Members an overview of the potential issues and an indication of the potential position in each settlement and to raise issues that Members may wish to give consideration to in the preparation of the LDP. The tables have been prepared on the basis of the legacy council areas for ease of reference, and the following factors have been applied:
- The time period for this analysis is from 2012 to 2025 to reflect the revised HGI time period. The completions relate to the period 1<sup>st</sup> January 2012 to 1<sup>st</sup> April 2016, to accord with the DfI's housing monitor timescale;
  - The distribution of housing is as per the Adopted Northern Area Plan, that is the same percentages to each settlement that were applied in the adopted plan have been given to each settlement in these tables; and
  - The countryside allocation is the same as that presented to the Independent Examination and, therefore, predates the introduction of PPS 21 in 2010.

- 5.2 As Members will appreciate, due to the prevailing economic situation in Northern Ireland during this time, the level of housing completions between 1<sup>st</sup> January 2012 and 1<sup>st</sup> April 2016 has been low in settlements, as set out in the table below.

**Table 6: Housing Completions in the Settlements of the Former Legacy Councils from 1<sup>st</sup> January 2012 to 1<sup>st</sup> April 2016**

<b>Council Area</b>	<b>Housing Completions (4.25 years)</b>
Ballymoney	230
Coleraine	368
Limavady	178
Moyle	66
<b>Total</b>	<b>842 (198 pa)</b>

- 5.3 Therefore, given these low completion rates, the potential remaining housing capacity (that is on suitable land on which there is no planning permission or where development has started but it not complete) within the development limits of the settlements in the existing settlement hierarchy in the Northern Area Plan is the factor influencing the high percentages of oversupply in each category. This situation, by settlement type, is explored in Table 7 below.

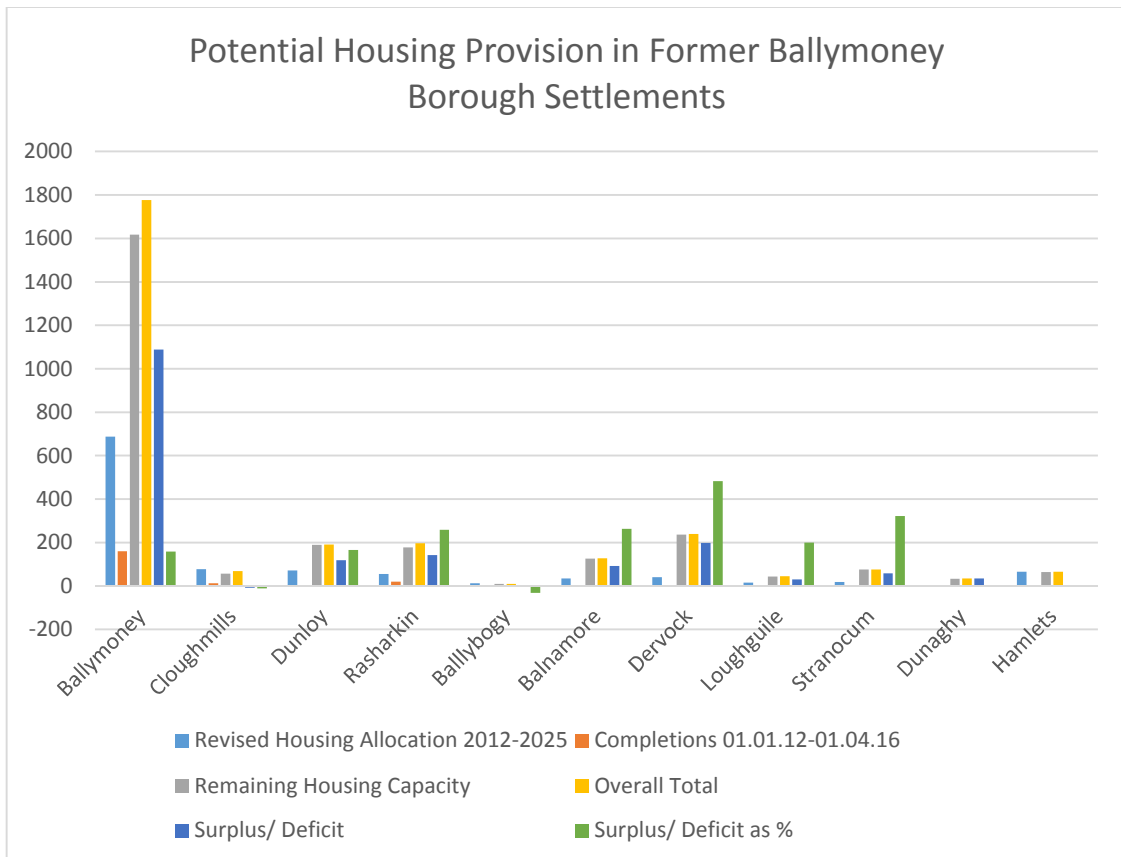
**Table 7: The Potential Surplus Housing Provision in the Borough based on the 2016 Revised HGIs**

<b>Settlement Type</b>	<b>% Range</b>	<b>Comments</b>
<b>Hubs</b>	<b>79% - 168%</b>	The RDS promotes population growth and investment at hubs. The RDS refers to the need to reinforce the hubs and clusters.
<b>Towns</b>	<b>47% - 228%</b>	The RDS classifies all settlements below hubs as lying with the Rural Area. A sustainable approach to further development will be important to ensure that growth does not exceed the capacity of the environment or the essential infrastructure expected for modern living.  Town, villages and hamlets should sustain their communities.  The RDS notes that the fastest rates of growth in Northern Ireland were seen in villages (+13%), and that a complementary Urban/Rural Balance should be achieved having regard to the population growth patterns in the range of settlements in the plan area and the need to reinforce hubs and clusters of hubs.  Caution should be applied to the percentages generated in the villages and hamlets as their initial housing
<b>Villages</b>	<b>-30% - 504%</b>	
<b>Hamlets</b>	<b>0% - 403%</b>	
<b>Countryside</b>	<b>11% - 26%</b>	

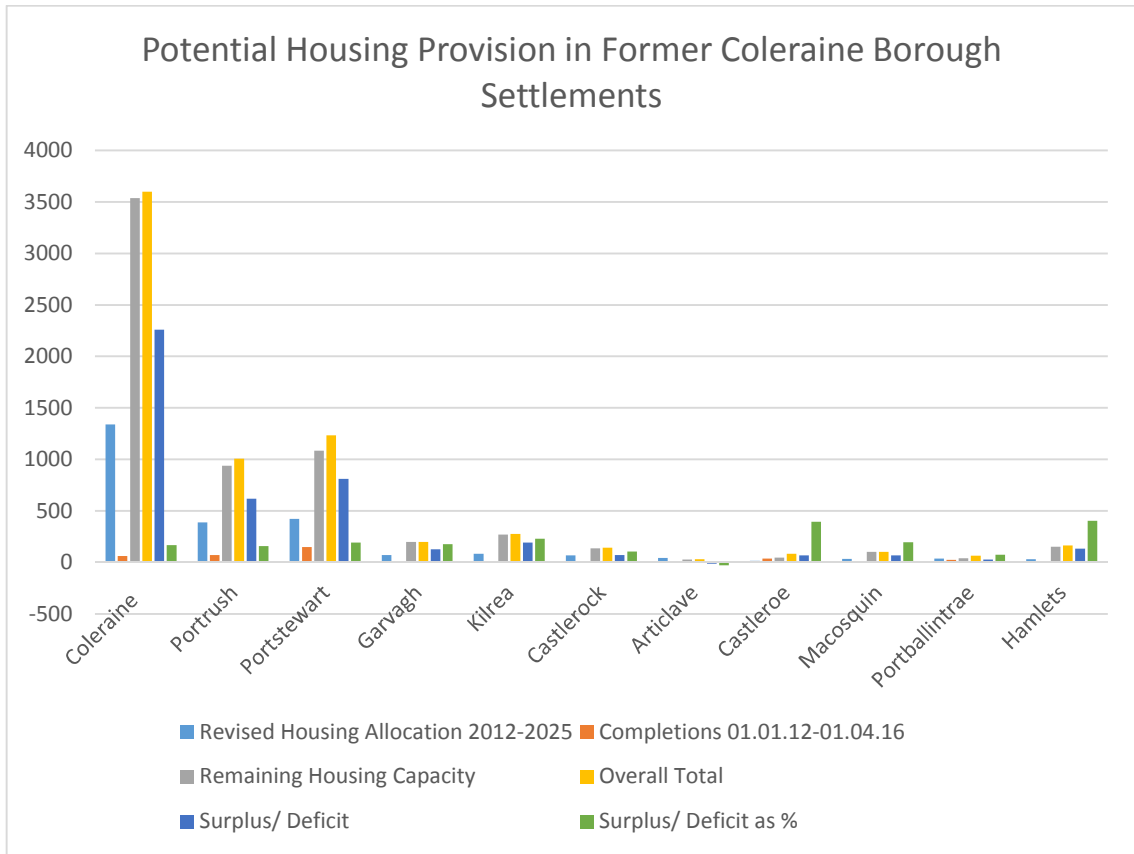
		<p>allocations were small and, therefore, percentages can be easily distorted.</p> <p>The percentages relating to the Countryside allocation are based on the overall legacy council's allocation. Therefore, the provision of between 11-26% of a district's housing allocation in the countryside may be considered significant.</p>
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5.4 The following graphs, per legacy Council area, are based on the information contained in Appendix 5. They seek to provide an overview of the urban situation, based on the completions and existing remaining potential housing capacity at 1<sup>st</sup> April 2016 contained in the Northern Area Plan. The purpose of the graphs is to help Members appreciate the potential level and distribution of housing in each level of the existing Settlement Hierarchy – Hubs, Towns, Villages and Hamlets – with reference to the revised HGIs, and the direction for growth promoted by the RDS. The graphs also highlight the potential levels of surplus or deficit in each settlement, although caution should be applied as is outlined above, an overview of a wider geographical area is required to be considered in terms of housing land availability rather than individual settlements. The graphs indicate that the potential surpluses in a number of the Borough's villages and hamlets appears to be significant compared to their role and function in the hierarchy.

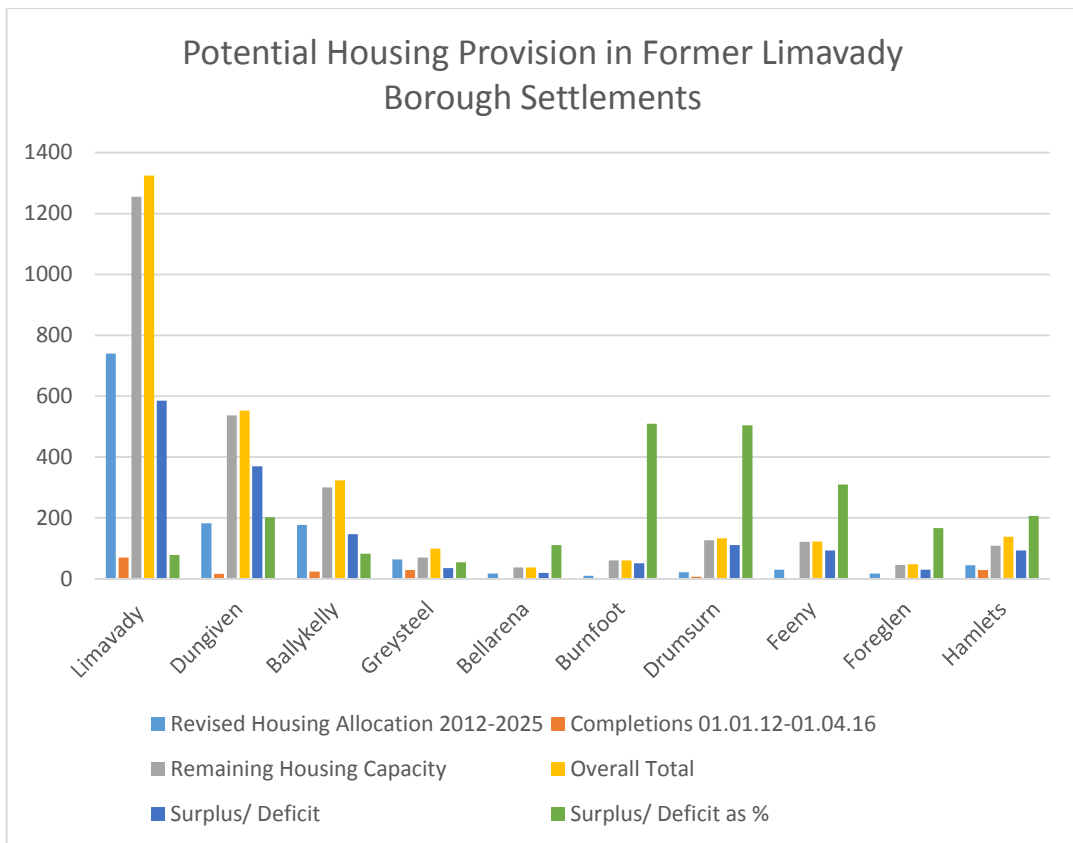
**Graph 1:**



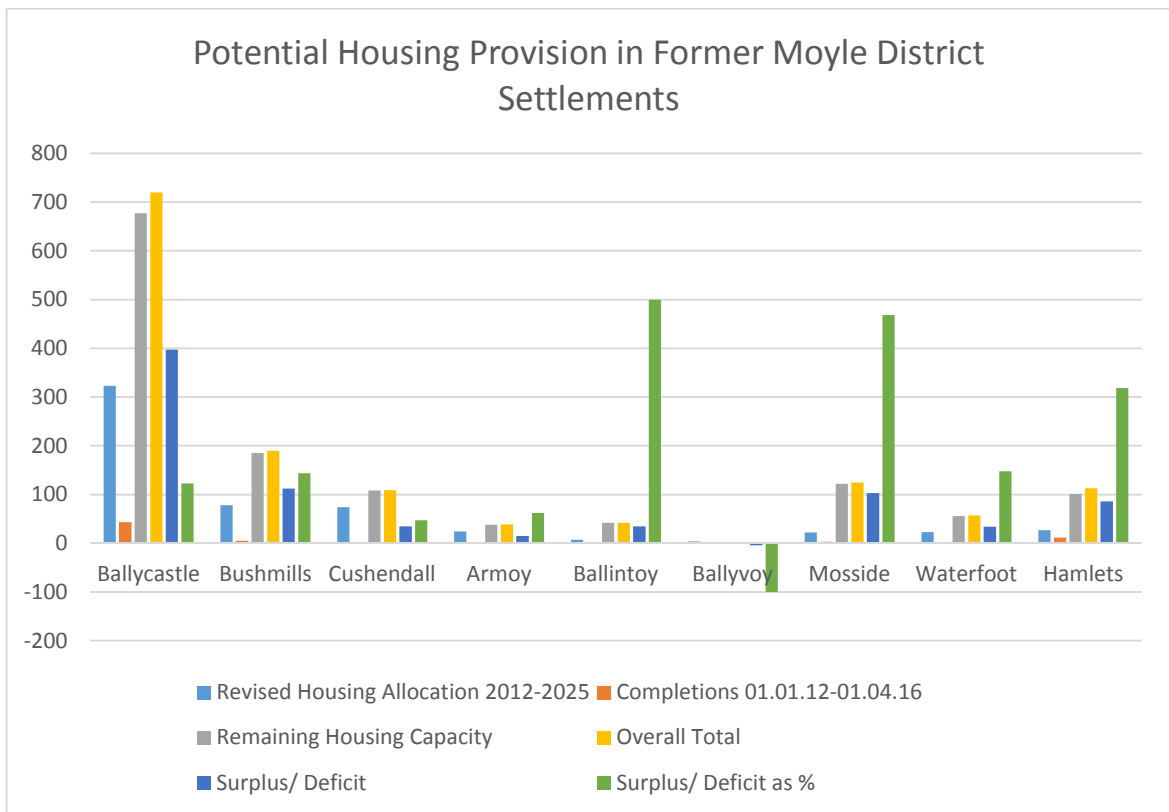
**Graph 2:**



**Graph 3:**



**Graph 4:**



## 6.0 Options for Future Housing Allocation

6.1 This is very much dependent on the publication of updated HGIs and whether there is any capacity available for new housing zonings when all the factors influencing housing provision are taken into account. Any future allocation of housing land will also be influenced by the Settlement Hierarchy that the Council promotes and the need to reflect guidance contained in the RDS.

## 7.0 Conclusions

7.1 Central Government anticipates that the level of house building across Northern Ireland will decrease substantially in future years, and has adjusted the Housing Growth Indicators (HGIs) accordingly.

7.2 The Housing Monitor information demonstrates the reduction in house building in the Borough since records began in 1999. It also indicates, based on the potential housing provision within settlements, that the potential supply within existing settlement development limits far outstrips the numbers required under the HGIs over their timescale until 2025. The information presented would also tend to suggest that there is sufficient land identified for development and coming forward unexpectedly as windfall sites, of the LDP period until 2030. However, this is subject to a review of the existing housing zonings in the Northern Area Plan to determine their suitability in being taken forward as zoned land for housing.

- 7.3 The information in this paper also discusses the distribution of housing provision, with the RDS focus on growth being directed towards the Hubs, and the roles of the lower order settlements.
- 7.4 The level of development of housing in the open countryside outside of settlements is also an area for further consideration, and the information to be presented in the future Countryside Assessment paper will allow for more informed discussion on this aspect of housing and its role in the countryside and potential impacts particularly in areas designated for their landscape and heritage value.

## APPENDICES



## APPENDIX 1: RDS 2035 Definitions (Taken from Glossary of Terms)

### Extracts from RDS:

<b>Brownfield Land</b>	<p>This is sometimes referred to as Previously Developed Land being land that is, or was occupied by a permanent structure within a defined settlement limit. The term may encompass vacant or derelict lands, infill sites, land occupied by redundant or underused buildings, a piece of industrial or commercial property that is abandoned or underused and often environmentally contaminated. The following are excluded from the definition of previously development land:</p> <p>open space of public value as defined in Planning Policy Statement 8 'Open Space, Sport and Outdoor Recreation'; and</p> <p>the gardens of dwellings and apartments (broadly defined as those areas within the curtilage of a dwelling not containing buildings).</p>
<b>Urban Footprint</b>	<p>The urban footprint for towns and cities throughout Northern Ireland is defined as the continuous built-up area of the settlement. The boundary will be represented by an uninterrupted line, often lying inside the planned settlement limit. The urban footprint contains land which has a formal urban use including land on the edge of the settlement where it forms part of the curtilage of a building. However, this does not necessarily imply that gardens are acceptable for housing development. Undeveloped zoned land at the edge of the settlement will be excluded. Urban footprints have been identified and set as a baseline as of January 2001.</p>

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<b>TABLE 3.2: Housing Evaluation Framework</b>	
<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.

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<b>Windfall Sites</b>	Housing sites that were neither zoned nor anticipated during the formulation of the development plan but which have become available during the lifetime of the plan.
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### Settlements with a Population of Greater than 5000 at 2001 and 2011 Census

<b>Settlement</b>	<b>2001 Population</b>	<b>2011 Population*</b>	<b>Net Increase</b>	<b>% Increase on 2001</b>
Coleraine	24,089	24,630	541	2.25
Limavady	12,135	12,047	-88	-0.73
Ballycastle	5,073	5,238	165	3.25
Ballymoney	9,021	10,393	1372	15.21
Portrush	6,372	6,442	70	1.10
Portstewart	7,803	8,029	226	2.90

Source: \*

<http://www.ninis2.nisra.gov.uk/Download/Census%202011/Headcount%20and%20Household%20Estimates%20for%20Settlements.xlsx>

## APPENDIX 2: SPPS Extract

<b>Affordable Housing</b>	<p>For the purposes of the SPPS, 'affordable housing' relates to social rented housing and intermediate housing. These are defined as follows:</p> <p><b>Social Rented Housing</b> is housing provided at an affordable rent by a Registered Housing Association; that is, one which is registered and regulated by the Department for Social Development as a social housing provider. Social rented accommodation should be available to households in housing need and is offered in accordance with the Common Selection Scheme, administered by the Northern Ireland Housing Executive, which prioritises households who are living in unsuitable or insecure accommodation.</p> <p><b>Intermediate Housing</b> consists of shared ownership housing provided through a Registered Housing Association (e.g. the Co Ownership Housing Association) and helps households who can afford a small mortgage, but that are not able to afford to buy a property outright. The property is split between part ownership by the householder and part social renting from the Registered Housing Association. The proportion of property ownership and renting can vary depending on householder circumstances and preferences.</p> <p>This definition of intermediate housing used for the purpose of this policy may change over time to incorporate other forms of housing tenure below open market rates</p>
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From Page 114

### Appendix 3: Northern Area Plan Settlement Hierarchy and Plan Objectives

<b>DESIGNATION SET 1:</b>				
<b>Settlement Hierarchy</b>				
The Plan designates the following settlement hierarchy, and identifies development land, appropriate to each settlement's character and function.				
<b>Settlement Hierarchy</b>	<b>Ballymoney Borough</b>	<b>Coleraine Borough</b>	<b>Limavady Borough</b>	<b>Moyle District</b>
<b>Towns (Hubs)</b>	Ballymoney	Coleraine	Limavady	Ballycastle
<b>Towns</b>		Garvagh Kilrea Portrush Portstewart	Ballykelly Dungiven	Bushmills Cushendall
<b>Villages</b>	Ballybogy Balnamore Cloughmills Dervock Dunaghy Dunloy Loughguile Rasharkin Stranocum	Articlave Castlerock Castleroe Macosquin Portballintrae	Bellarena Burnfoot Drumsumn Feeny Foreglen Greysteel	Armoy Ballintoy Ballyvoy Mosside Waterfoot
<b>Small Settlements - Hamlets</b>	Bendooragh Bushvale Corkey Derrykeighan Drones Finvoy Lislagan Magherahoney	Ballyrashane Ballytober Boleran Boveedy Clarehill Craigavole Drumagarner Glenkeen Glenullin Loughan Moneydig Ringsend	Ardgarvan Artikelly Dernaflaw Glack Gortnahey Largy Shanvey	Church Bay Cromaghs Cushendun Glenariff (Bay) Knocknacarry Liscolman Lisnagunogue

## PLAN OBJECTIVES

The Plan's Objectives are as follows:

- To facilitate and promote sustainable development throughout the Northern Plan area in accordance with the Regional Development Strategy.
- To promote the continued development of Coleraine and Limavady as main hubs, and Ballymoney and Ballycastle as local hubs, consistent with their identified roles in the Regional Development Strategy.
- To consolidate and sustain small towns and villages as important local rural service centres, in accordance with the Regional Development Strategy.
- To provide opportunities for single houses or small groups of houses and small scale economic and community development that act as focal points for the local rural community.
- To allocate land for housing development within settlements consistent with the Regional Development Strategy.
- To identify land for housing development, including social housing, at locations that will create compact and more sustainable settlements, with preference for sites within the urban areas.
- To promote development that enhances the character and identity of existing settlements, avoids urban sprawl and protects the countryside.
- To facilitate economic development and the creation and maintenance of employment, consistent with the Anti-Poverty and Social Inclusion Strategy.

- To promote the vitality and viability of town centres.
- To improve access to, and the range of, employment, commercial, health, education and community services.
- To promote the integration of public transport, cycle and footpath networks and new development, in order to ease congestion, reduce dependence on the private car, and encourage the use of more sustainable forms of travel, particularly walking and cycling.
- To protect and enhance the coastline, river corridors, mountains and other natural and man-made environs in terms of their character, quality and biodiversity.
- To promote equality of opportunity between persons and groups identified under Section 75 of the Northern Ireland Act 1998 and good relations between persons of different religious beliefs, political opinion or racial groups.

**Appendix 3: Extract from PAC Report to DNAP IE: Section 1 – Plan Strategy and Framework in Relation to the Housing Allocation HOU 1 pages 43-44**

**Strategic Conclusions**

- 1.4.56 The housing distribution proposed by the draft plan is broadly in line with the Spatial Framework of the RDS and its emphasis on the importance of critical mass in the hubs and clusters of hubs and on developing compact urban forms, using land within the existing urban footprints. It is clear, though, that the quantum of housing that the plan is capable of accommodating within all tiers of the settlement hierarchy, with a few minor exceptions, exceeds that of the planned housing allocations. It is also clear that previous commitments and the generous nature of many of the settlement limits in the extant development plans have facilitated levels of development in the lower settlement tiers that are not reflective of the strategic emphasis on a top down approach to housing allocations. The matter is further compounded by the very high levels of completions and outstanding commitments within the rural areas right across the plan area. The reality is that imbalances in distribution cannot be fully addressed until previous planning commitments have been worked through and the effects of PPS 21 are more readily apparent. While the housing allocation allowed for by the plan in the rural area is very much understated the plan itself

cannot influence the proportion of houses that will be built in the open countryside over the plan period.

- 1.4.57 Our overall conclusion is that while the methodology employed to allocate and distribute housing across the plan area is generally sound the quantum of housing land, for the reasons we have previously outlined, is significantly in excess of the amount required to accommodate the plan housing allocations. As a result the level of overprovision in housing land in almost all settlement tiers is more than sufficient to cater for the remainder of the plan period and for a substantial period beyond and until a replacement plan can be put in place. In the absence of objections seeking the removal of land from settlements there is little we can do to address this overprovision other than to ensure that the matter is not compounded by any unnecessary additions to the proposed settlement limits. An additional land allocation will therefore only be considered where there are very specific social housing needs identified, or there are urban form arguments or other factors that would justify an exception being made.

**Recommendation**

**We recommend that:**

- **No changes are made to Policy HOU 1.**

## Appendix 4: RDS Revised Housing Growth Indicators 2016

### Housing Monitor Information at 31<sup>st</sup> March 2016 Based on Housing Allocation Percentages Incorporated in the Northern Area Plan 2016

This information is presented to provide an overview for Members in relation to the levels of completions, remaining housing capacity and potential over or under provision by settlement, using the housing allocation distribution contained in the Adopted Plan. It is presented for discussion purposes.

The percentage allocation for the countryside is extracted from historic information that predated the introduction of PPS 21 in June 2010.

### Housing Allocation and Level of Provision 2012-2025

#### Ballymoney Borough

Settlement	Revised Housing Allocation 2012-2025	Completions 01.01.12-01.04.16	Remaining Housing Capacity	Overall Total	Surplus/Deficit	Surplus/Deficit as %
Ballymoney	688	160	1617	1777	1089	158.3
Cloughmills	77	12	57	69	-8	-10.4
Dunloy	72	1	190	191	119	165.3
Rasharkin	55	20	177	197	142	258.2
Ballybogy	13	0	9	9	-4	-30.8
Balnamore	35	1	126	127	92	262.9
Dervock	41	2	237	239	198	482.9
Loughguile	15	1	44	45	30	200
Stranocum	18	0	76	76	58	322.2
Dunaghy	0	1	34	35	35	n/a
Hamlets	66	2	64	66	0	0
<b>Total in Settlements</b>	<b>1080</b>	<b>200</b>	<b>2631</b>	<b>2831</b>	<b>1751</b>	
<b>countryside allocation</b>						
394	26.70%					



**Coleraine  
Borough**

<b>Settlement</b>	<b>Revised Housing Allocation 2012- 2025</b>	<b>Completions 01.01.12- 01.04.16</b>	<b>Remaining Housing Capacity</b>	<b>Overall Total</b>	<b>Surplus/ Deficit</b>	<b>Surplus/ Deficit as %</b>
<b>Coleraine</b>	1340	62	3536	3598	2258	168.5
<b>Portrush</b>	389	70	938	1008	619	159.1
<b>Portstewart</b>	423	149	1084	1233	810	191.5
<b>Garvagh</b>	72	0	200	200	128	177.8
<b>Kilrea</b>	84	5	271	276	192	228.6
<b>Castlerock</b>	69	6	136	142	73	105.8
<b>Articlave</b>	43	3	29	31	-12	-27.9
<b>Castleroe</b>	17	36	48	84	67	394.1
<b>Macosquin</b>	35	0	103	103	68	194.3
<b>Portballintrae</b>	37	25	40	65	28	75.7
<b>Hamlets</b>	32	12	153	165	133	403
<b>Total in Settlements</b>	2541	368	6538	6905	4364	
<b>countryside allocation</b>						
340	11.80%					

**Limavady  
Borough**

Settlement	Revised Housing Allocation 2012-2025	Completions 01.01.12-01.04.16	Remaining Housing Capacity	Overall Total	Surplus/Deficit	Surplus/Deficit as %
Limavady	740	70	1255	1325	585	79
Dungiven	183	16	537	553	370	202.2
Ballykelly	177	24	300	324	147	83
Greysteel	64	29	70	99	35	54.7
Bellarena	18	0	38	38	20	111.1
Burnfoot	10	0	61	61	51	510
Drumsumn	22	7	127	133	111	504.5
Feeny	30	1	122	123	93	310
Foreglen	18	2	46	48	30	166.7
Hamlets	45	29	109	138	93	206.7
<b>Total in Settlements</b>	1307	178	2665	2842	1535	
<b>countryside allocation</b>						
301	18.70%					

**Moyle  
District**

Settlement	Revised Housing Allocation 2012-2025	Completions 01.01.12-01.04.16	Remaining Housing Capacity	Overall Total	Surplus/Deficit	Surplus/Deficit as %
Ballycastle	323	43	677	720	397	122.9
Bushmills	78	5	185	190	112	143.6
Cushendall	74	1	108	109	35	47.3
Armoy	24	1	38	39	15	62.5
Ballintoy	7	0	42	42	35	500
Ballyvoy	4	0	0	0	-4	-100
Mosside	22	3	122	125	103	468.2
Waterfoot	23	1	56	57	34	147.8
Hamlets	27	12	101	113	86	318.5
<b>Total in Settlements</b>	582	66	1329	1395	813	
<b>countryside allocation</b>						
155	21%					

## Appendix 6: Census 2011- All Usual Residents and Households in Settlements

Name	Exact figures	
	All usual residents	Households
BALLYBOGY	539	209
BALLYMONEY	10,393	4,353
BALNAMORE	900	342
BENDOORAGH	622	217
BUSHVALE	115	42
CARNEATLY	97	37
CLOGH MILLS	1,309	514
CORKEY	202	59
DERRYKEIGHAN	136	45
DERVOCK	714	302
DUNAGHY	391	149
DUNLOY	1,215	389
FINVOY	187	52
LOUGHGUILLE	396	128
MAGHERAHONEY	77	29
RASHARKIN	1,114	394
STRANOCUM	297	110
ARTICLAVE	920	370
BALLYTOBER	62	29
BOLERAN	142	47
BOVEEDY	72	29
CASTLEROCK	1,287	563
CASTLEROE	470	179
CLAREHILL	139	52
COLERAINE	24,630	9,838
CRAIGAVOLE	74	21
DRUMAGARNER	59	21
GARVAGH	1,274	535
GLENKEEN	86	33
GLENULLIN	177	61
KILREA	1,679	667
MACOSQUIN	614	247
PORTBALLINTRAIE	601	306
PORTRUSH	6,442	2,821
PORTSTEWART	8,029	3,345
ARTIKELLY	309	111
BALLYKELLY	2,103	758
BELLARENA	332	125
BURNFOOT	239	92
DERNAFLAW	299	90
DRUMSURN	459	161
DUNGIVEN	3,286	1,170
FEENY	690	243
FOREGLEN	261	88
GLACK	244	86
GORTNAHEY	278	104
GREYSTEEL	1,454	526
LARGY	162	55

<b>LIMAVADY</b>	12,047	4,766
<b>ARMOY</b>	498	189
<b>BALLINTOY</b>	150	61
<b>BALLYCASTLE</b>	5,238	2,146
<b>BALLYVOY</b>	167	65
<b>BUSHMILLS</b>	1,292	600
<b>CHURCH BAY</b>	52	26
<b>CUSHENDALL</b>	1,276	485
<b>CUSHENDUN</b>	149	62
<b>GLENARIFF BAY</b>	168	61
<b>KNOCKNACARRY</b>	187	54
<b>LISCOLMAN</b>	226	90
<b>MOSS-SIDE</b>	297	134
<b>WATERFOOT</b>	524	204