



Fermanagh & Omagh
District Council
Comhairle Ceantair
Fhear Manach agus na hÓmaí

Local Development Plan Housing October 2018

1.0 Introduction

- 1.1 This background paper has been prepared as part of the evidence base that has informed the preparation of the Fermanagh and Omagh Local Development Plan (LDP) 2030.
- 1.2 It provides an update to the Housing Position Paper (published as the baseline evidence for the Preferred Options Paper (POP) in October 2016) as far as it relates to the delivery and supply of housing across the settlements and countryside. It should be noted that in addition to this paper, the Housing Market Analysis Update for the Fermanagh and Omagh Council Area (August 2017 – NI Housing Executive) provides other essential evidence in support of the housing policies of the Draft Plan Strategy. In summary, this paper details:
- an assessment of the Housing Requirement for each settlement and for the remainder of the plan period;
 - an indication of the number of rural completions/approvals anticipated over the plan period; and
 - an audit of existing ‘Commitments’ (e.g. permissions and zoned land) for the Main and Local Towns.

2.0 Overview of Housing Requirement 2017-2030

- 2.1 The following sets out how the Housing Requirement for the remainder of the Plan Period (2017-2030) has been estimated. The Housing Growth Indicator (HGI) for FODC of 4500 (2012-2025) is used as a starting point (an annualised total of 346 dwellings). This can be compared to the record of housing completions within the district from 2012-2017 (FODC Building Control) including completions within settlements (urban) and the countryside (rural) (Table 1). This shows that there has been an ‘under-delivery’ over the last 5 years across the district. Otherwise delivery (total completions) has been broadly comparable to the HGI. It is also notable that a large percentage of new completions are in the countryside and at a level that is far above the proposed level of spatial distribution outlined in the Spatial Growth Strategy (only 23% of new housing to the countryside).

TABLE 1: Urban and Rural Completions 2012/2013 to 2016/2017

	Total Completions	Rural	Urban	HGI	Difference
2012-13	342	225 (66%)	117	346	- 4
2013-14	350	192 (55%)	158	346	4
2014-15	379	165 (44%)	214	346	33
2015-16	328	179 (55%)	149	346	- 18
2016-17	292	134 (46%)	158	346	- 54
2012-17	1691	895 (53%)	796	1730	- 39

- 2.2 The HGI can then be adjusted to the end of the plan period 2030 (6,230 dwellings). This can be proportioned across the settlement hierarchy as per the Spatial Growth Strategy (47% to Main Towns, 30% to the Other Settlements and 23% to the Countryside). It should be noted that the Spatial Growth Strategy, and in particular the percentage allocation across the settlement hierarchy, has been adjusted since the Preferred Options Paper (increased for the towns and other settlements and reduced for the countryside) and to take account of consultation responses received.
- 2.3 For the ‘other’ settlements (comprising of Local Towns, Villages and Small Settlements) the housing allocation is distributed based on an approximate split of population/households (10% to Local Towns and 20% to Villages/Small Settlements). For each settlement, account is then taken of the ‘Share of households for settlement type’ based on the 2011 Census number of households. This allowed the HGI 2012-2030 to be distributed across all settlements. For each of the settlements, this is then annualised and projected over the period 2012-2017 and to allow comparison with the actual number of completed units over the same period within that settlement (also taken from the FODC Building Control completion records).
- 2.4 The difference between the HGI Allocation and Units completed 2012-2017 is then used to produce an Adjusted HGI allocation for 2017-2030 (the remainder of the plan period) – or, the Housing Requirement. Effectively this re-applies any ‘under-delivery’ of housing within a settlement between 2012 and 2017. This is shown in full at Appendix 1 and a summary is provided at Table 2.

TABLE 2: HGI Allocation and Units completed 2012-2017

	HGI 2012-2030	HGI 2012-2017	Completed Houses 2012- 2017 (taken from FODC Building Control)	Difference between HGI and completions A	HGI allocation 2017-2030 B	ADJUST. HGI 2017-2030 “HOUSING REQUIREMENT” A +/- B
MAIN TOWNS (47%)						
Enniskillen	1226	340	247	93	886	979
Omagh	1702	473	195	278	1229	1507
LOCAL TOWNS (10%)						
Carrickmore	32	9	4	5	23	28
Dromore	91	25	8	17	66	83
Fintona	101	28	4	24	73	97
Irvinstown	181	50	30	20	131	151
Lisnaskea	218	61	36	25	157	182
ALL VILLAGES AND SMALL SETTLEMENTS (20%)						
	1246	346	272	74	900	974
COUNTRYSIDE (23%)						
	1432	398	895	-497	1034	537

- 2.5 As well as calculating future housing requirement for each settlement it can also be clearly observed that completions are not at a rate required in settlements (in all cases below the HGI for 2012-2017) and there is a clear disparity with the number of completions in the countryside. Whereas approximately 400 dwellings should have been built in the countryside over this period, in fact over twice as many (895) have been built.
- 2.6 Table 3 provides a breakdown of the Rural Completes for the years 2012-13 through to 2016-17 by the year in which development was commenced. This provides an indication of the number of completions under permissions which pre-date the current policy context. An analysis of these completions indicates that approximately 50% of the 895 completions pre-date the current policy context and that from 2010 onwards, an average of 89 dwellings per year were built in the countryside under current policies. If this build rate were to continue over the plan period, this would equate to 1,338 dwellings which is below the HGI allocation of 1,432.

Table 3: Rural Completion per Year broken down by year of commencement.

Yr Commenced	Yr complete 2012/13	Yr complete 2013/14	Yr complete 2014/15	Yr complete 2015/16	Yr complete 2016/17	Total
1983-84			1			1
1987-88				1		1
1990-91		1				1
1992-93						
1993-94			1	1		2
1994-95		1				1
1995-96			1	1	1	3
1996-97	1	1	3	1		6
1997-98			1	1		2
1998-99	1		1	1		3
1999-00		1	2	1	2	6
2000-01	3	2	2		1	8
2001-02	1	4	1	1	2	9
2002-03	1	1	4	2	1	9
2003-04	3	1	2	1		7
2004-05	5	8	2	4	4	20
2005-06	9	7	6	2		24
2006-07	17	16	10	12	9	64
2007-08	22	26	17	14	15	94
2008-09	23	15	10	15	10	73
2009-10	39	24	17	19	14	113
2010-11	53	26	21	15	15	130
2011-12	40	35	19	13	11	118
2012-13	7	20	24	17	5	73
2013-14		3	17	25	4	49
2014-15			5	30	20	55
2015-16				1	20	21
2016-17						
unknown				1		

Total	225	192	165	179	134	895
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- 2.7 Table 5 provides a breakdown of the policy basis for planning approvals in the countryside. (NB These figures have been extracted from a cleansed database excluding any double counting.) These figures indicate that Farm dwellings account for 88% (400) of 454 rural approvals in the rural area in the period 2010/11-2015/16. This is equivalent to approximately 9% of farms in Fermanagh and Omagh. As replacement dwellings are considered on a one-for-one basis these have not been included.
- 2.8 It should also be noted that when considering these figures against rural completions, there is an apparent lag in the completion of dwellings approved under previous policy provisions.

3.0 Housing Audit July 2017 – Findings

- 3.1 Within the Preferred Options Paper (paragraph 2.10) it was identified that taking into account committed (i.e. with planning permission) units still to be developed and residual zoning, the District had a potential for 15,305 dwellings across the settlement hierarchy.
- 3.2 Commencing in summer 2017, a review was undertaken within the Main and Local Towns of all these existing commitments and land previously zoned for housing within the Omagh and Fermanagh Area Plans. This was a desktop based assessment based on planning records, the Annual Housing Monitors and available GIS and orthophotography.
- 3.3 This applied a ‘traffic-light’ model and sought to identify, at a high-level, units which would be ‘shovel ready’ (Hard Commitments – Green) and those which retain or have evidence of development potential (Soft Commitments - Amber) either through previous planning history or ‘zoning’. The audit also sought to identify sites which were no longer ‘fit-for-purpose’ (Red) but to a constraint (e.g. no access, within an area of flood risk). Appendix 2 provides more detail of the sub-categorisation.
- 3.4 Table 4 shows, for all the Main and Local Towns, the level of commitments against the Future Housing Requirement. Appendix 3 provides more details of these for each settlement.

TABLE 4: Housing Commitments across the Settlement Hierarchy

	HARD COMMITMENTS	SOFT COMMITMENTS	TOTAL COMMITMENTS	NO LONGER 'FIT-FOR-PURPOSE'	HOUSING REQUIREMENT 2017-2030
Enniskillen	1,662	1,539	3,201	617	979
Omagh	1,061	3,264	4,325	489	1507
MAIN TOWNS	2,723	4,803	7,526	1,106	2486
Carrickmore	114	297	411	4	28
Dromore	166	98	264	8	83
Fintona	89	468	557	19	97
Irvinestown	158	829	987	1	151
Lisnaskea	220	801	1,021	19	182
LOCAL TOWNS	747	2,493	3,240	51	541
TOTAL	3,470	7,296	10,766	1157	3027

MAIN TOWNS

- 3.5 Within Enniskillen and Omagh, the Total Commitments significantly exceeds the Housing Requirement, and in the case of Enniskillen the Hard Commitments exceeds the Housing Requirement. These Hard Commitments comprise a mix of zoned and white land. A review of the spatial distribution of these shows no set-pattern across the settlements.

LOCAL TOWNS

- 3.6 In all but one of the Local Towns the Hard Commitments more than meet or exceed the total Future Housing Requirement for the plan period and the Total Commitments is well in excess of the Future Housing Requirement.

4.0 CONCLUSION

- 4.1 Effectively existing commitments (and in most cases hard commitments) within settlements would exceed housing need for the plan period and beyond. It is anticipated that a full review of all existing sites (commitments and zoning) will be undertaken as part of the preparation of the Local Policies Plan. This will allow for the phasing of sites within the LDP.

Table 5: Rural approvals by policy area.

Application Type	2010/2011			2011/2012			2012/2013			2013/2014			2014/2015			2015/16			Total
	Full	RM	Yr Total	Full	RM	Yr Total													
CTY10 - Farm Dwellings	75	6	81	88	6	94	43	18	61	35	8	43	29	16	45	46	30	76	400
CTY8 - Infill Dwellings	0	1	1	4	0	4	5	3	8	1	2	3	1	2	3	6	6	12	31
CTY2a - Existing Clusters	1	0	1	0	0	0	0	0	0	0	0	0	0	1	1	1	0	1	3
CTY4 - Conversion/Reuse	5	0	5	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	6
CTY6 - Personal/Domestic Circumstances	0	1	1	0	0	0	2	3	5	0	1	1	0	1	1	0	0	0	8
Unknown	1	1	2	0	0	0	0	1	1	2	0	2	0	0	0	1	0	1	6
	82	9	91	93	6	99	50	25	75	38	11	49	30	20	50	54	36	90	454

APPENDIX 1 – HOUSING REQUIREMENT 2017-2030

	Settlement	Households in 2011	% Share of households for settlement type	HGI ALLOCATION 2012-2030	HGI Allocation 2012-2017	Units completed (taken from FODC Building Control) 2012-2017	Difference between HGI Allocation and Units completed +/-	HGI Allocation 2017-2030	Adjusted HGI Allocation (2017-2030)	Land Required (2017-2030) (Hectares)
MAIN TOWNS - 2928 (47%)	Enniskillen	5,729	41.9	1,226	340	247	93	885	979	39.15
	Omagh	7,956	58.1	1,702	473	195	278	1,229	1,507	60.29
	MAIN TOWNS	13,685		2,928	813	442	371	2,115	2,486	99.44
LOCAL TOWNS - 623 (10%)	Carrickmore	171	5.2	32	9	4	5	23	28	1.42
	Dromore	483	14.7	91	25	8	17	66	83	4.17
	Fintona	532	16.2	101	28	4	24	73	97	4.83
	Irvinstown	954	29.0	181	50	30	20	130	151	7.53
	Lisnaskea	1,152	35.0	218	61	36	25	157	182	9.10
	LOCAL TOWNS	3,292		623	173	82	91	450	541	27.05
VILLAGES & SMALL SETTLEMENTS - 1246 (20%)	N/A	7,604		1,246	346	272	74	900	974	64.93
TOTAL IN SETTLEMENT (77%)	N/A	24,581		4,797	1,333	796	537	3,465	4,001	191
TOTAL IN COUNTRYSIDE (23%)	N/A	16,931		1,432	398	843	-445	1,034	589	N/A

Notes:

The distribution of HGI 2012-2030 (6230 dwellings - See Objective Social (iv)) is allocated over the settlement hierarchy as per the Spatial Strategy (47% to Main Towns, 30% to the Other Settlements). For the 'other' settlements, comprising of Local Towns, and Villages/ Small Settlements, this is further re-distributed based on an approximate split of population/households (10% to Local Towns and 20% to Villages/Small Settlements).For each Settlement account is taken of the '% Share of households for settlement type' based on the 2011 Census number of households. This results in the HGI Allocation 2012-2030 for all settlements.

This is Annualised and projected over 2012-2017 and to allow comparison with the actual number of completed units over the same period.

The difference between HGI Allocation and Units completed 2012-2017 is then used to adjust the HGI allocation for 2017-2030.

The Adj HGI Allocation 2017-2030 ("the Future Housing Requirement") is then re-appraised as land required in hectares. This is calculated at an average density of: 25 (Dwellings per Hectare) DPH in Main Towns, 20 DPH in Local Towns, 15 DPH in Villages/ Smaller Settlements and this is representative of the densities which are likely to be achieved (given the Spatial Strategy and reflecting character).

APPENDIX 2 - SUMMARY TABLE FOR CATEGORISING SITES - HOUSING AUDIT JULY 2017

CATEGORY	Zoned or White Land	Planning Status	On site Status	Site constraints	Notes
HARD COMMITMENT	1A ZONED	PERMISSION	COMMENCED	N/A	Clear commitment. This would be evidenced within the Annual Housing Monitor showing on site implementation or other records. There are also examples where it is evidenced through desktop assessment that a permission has been 'saved' through part-implementation (e.g. either a 'phased' development or access road has been provided and foundations provided).
	1B WHITE LAND	PERMISSION	COMMENCED	N/A	
	1C ZONED	PERMISSION - FULL or RMA	UNEXPIRED/NOT COMMENCED	None	Clear commitment. Planning permission in place (e.g. valid and unexpired); however, may not have commenced on-site due to market or financial conditions or other reasons.
	1D WHITE LAND	PERMISSION - FULL or RMA	UNEXPIRED/NOT COMMENCED	None	
	2A ZONED	PERMISSION - OUTLINE ONLY or APPLICATION BEING CONSIDERED	UNEXPIRED/NOT COMMENCED	None	Clear commitment. Sites are in the early stages of the planning process and so there remains some uncertainty in terms of deliverability and timing of delivery.
	2B WHITE LAND	PERMISSION - OUTLINE ONLY or APPLICATION BEING CONSIDERED	UNEXPIRED/NOT COMMENCED	None	
SOFT COMMITMENT	2C ZONED	NO PERMISSION or PERMISSION EXPIRED or PERMISSION REFUSED	N/A	None	There is evidence of development potential from a previous 'zoning' which has either not progressed to planning or planning permission was previously approved and has now expired (and there is no evidence that the permission has been 'saved' through part-implementation).
	2D WHITE LAND	PERMISSION EXPIRED	N/A	None	There was a previous planning permission for the development of the site which now expired. The site is otherwise unconstrained and thus potentially available for development if this planning permission was revisited.
NO LONGER 'FIT-FOR-PURPOSE'	3A ZONED	NO PERMISSION or PERMISSION EXPIRED or PERMISSION REFUSED	N/A	Yes	There is a significant site constraint (e.g. flooding or no direct access to highway network) and which has only become apparent following the earlier 'zoning' or since the planning permission has expired. This might be evidenced following mapping exercised or an unsuccessful planning application (refused or withdrawn) and for an 'IN PRINCIPLE' reason. Therefore, likely to be undeliverable within the plan period.
	3B WHITE LAND	PERMISSION EXPIRED	N/A	Yes	

APPENDIX 3 - SUMMARY TABLES OF HOUSING AUDIT JULY 2017

MAIN TOWNS

TABLE 2 - ENNISKILLEN	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)	1328	1662
	1 (B)	204	
	1 (C)	0	
	1 (D)	95	
	2 (A)	31	
	2 (B)	9	
SOFT COMMITMENT	2 (C)	672	1539
	2 (D)	867	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)	592	617
	3 (B)	25	

TABLE 3 - OMAGH	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)	467	1061
	1 (B)		
	1 (C)		
	1 (D)	228	
	2 (A)		
	2 (B)	366	
SOFT COMMITMENT	2 (C)	2179	3264
	2 (D)	1085	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)	18	489
	3 (B)	471	

LOCALTOWNS

TABLE 4 - CARRICKMORE

	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)		114
	1 (B)	31	
	1 (C)	25	
	1 (D)	12	
	2 (A)	46	
	2 (B)		
SOFT COMMITMENT	2 (C)	58	297
	2 (D)	239	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)		4
	3 (B)	4	

TABLE 5 - DROMORE

	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)		166
	1 (B)		
	1 (C)	113	
	1 (D)	46	
	2 (A)		
	2 (B)	7	
SOFT COMMITMENT	2 (C)	35	98
	2 (D)	63	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)		8
	3 (B)	8	

TABLE 6 - FINTONA

	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)	62	89
	1 (B)		
	1 (C)		
	1 (D)	7	
	2 (A)		
	2 (B)	20	
SOFT COMMITMENT	2 (C)	276	468
	2 (D)	192	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)		19
	3 (B)	19	

TABLE 7 - IRVINESTOWN

	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)		158
	1 (B)	2	
	1 (C)	98	
	1 (D)	28	
	2 (A)	16	
	2 (B)	14	
SOFT COMMITMENT	2 (C)	239	829
	2 (D)	590	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)		1
	3 (B)	1	

LISNASKEA

	CATEGORY	YIELD (Units)	TOTAL YIELD
HARD COMMITMENT	1 (A)	54	220
	1 (B)		
	1 (C)	39	
	1 (D)		
	2 (A)	54	
	2 (B)	73	
SOFT COMMITMENT	2 (C)	528	801
	2 (D)	273	
NO LONGER 'FIT-FOR-PURPOSE'	3 (A)	19	19
	3 (B)		

Housing Monitor 2018

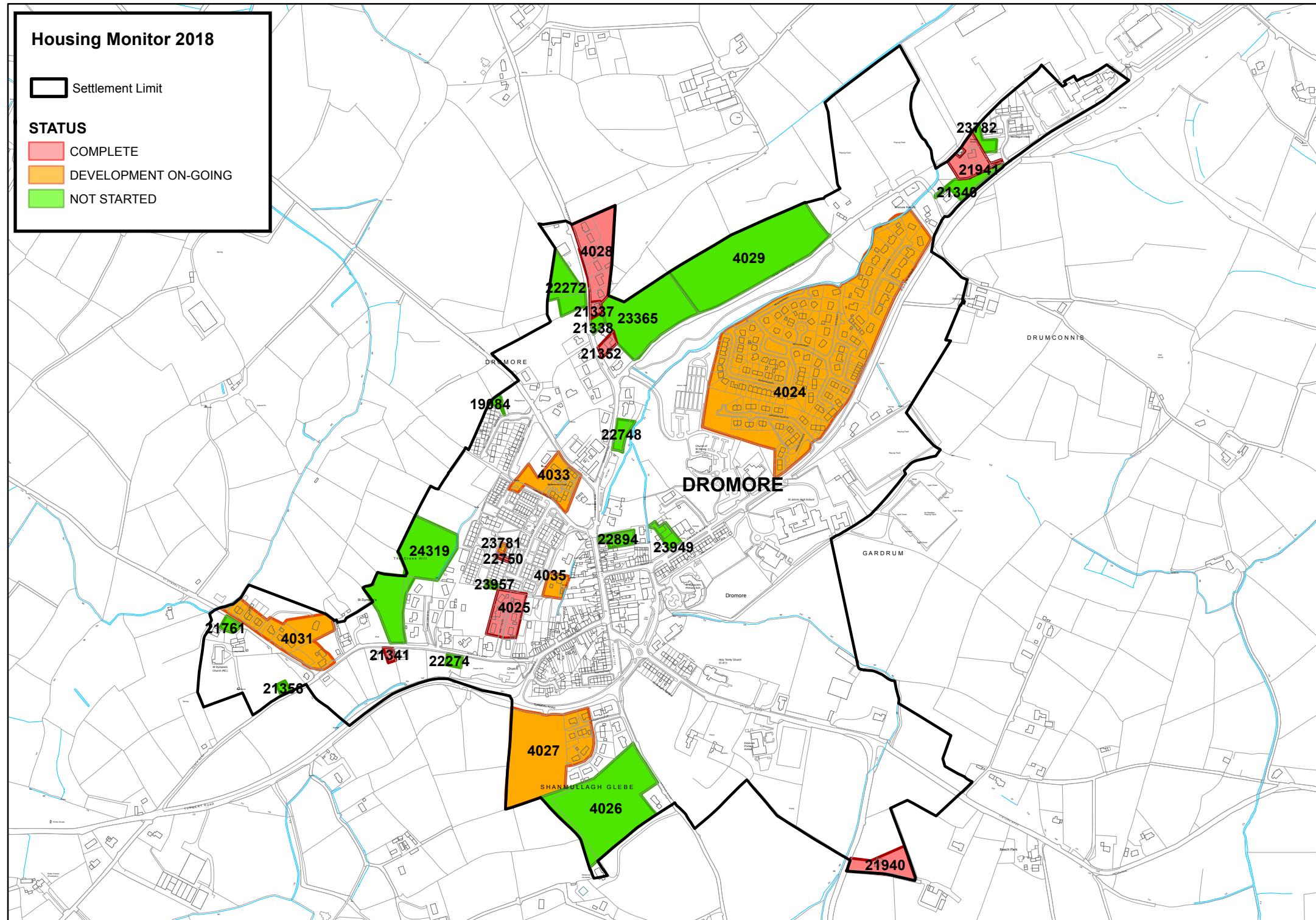
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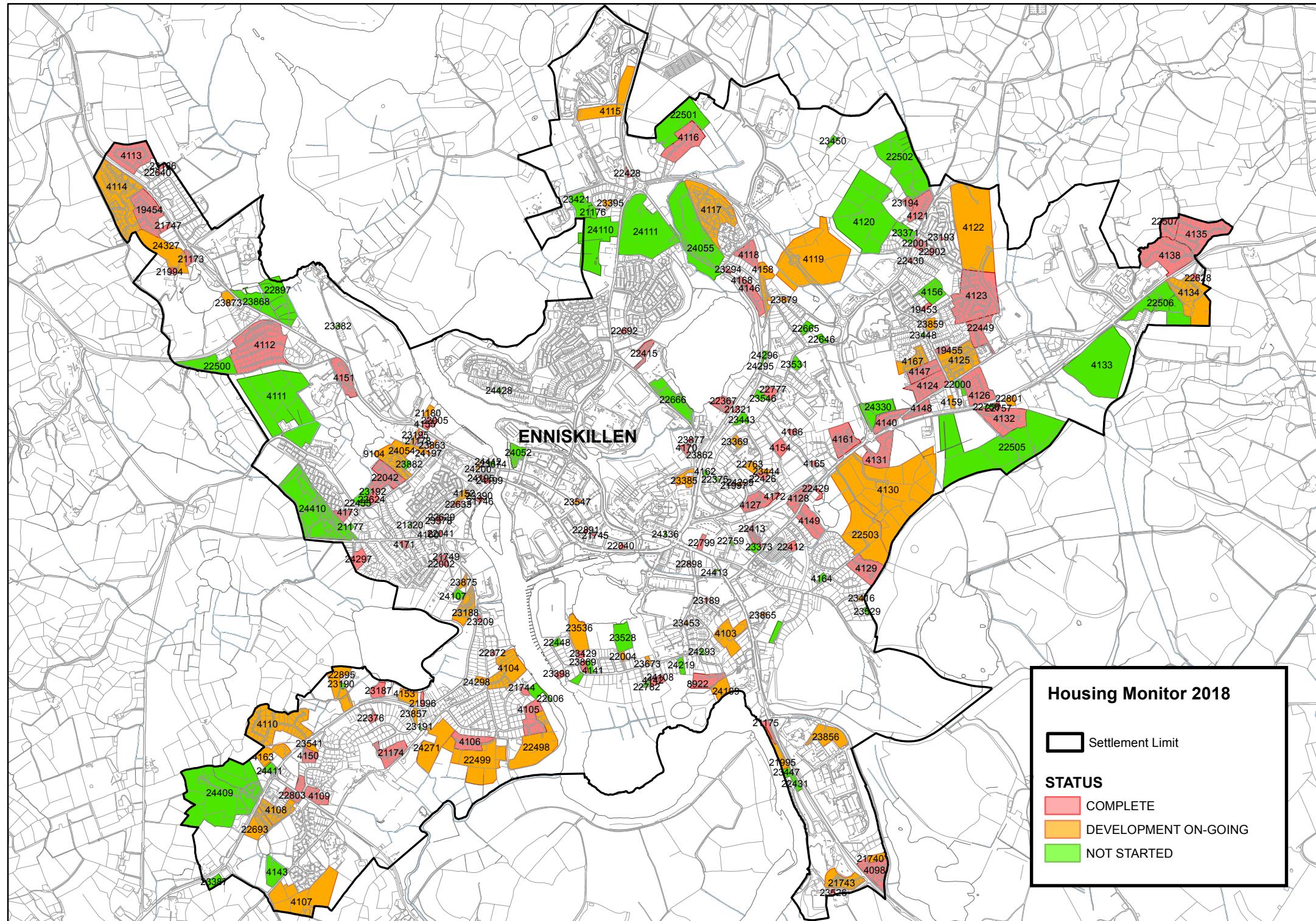
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COMPLETE

DEVELOPMENT ON-GOING

NOT STARTED





Housing Monitor 2018

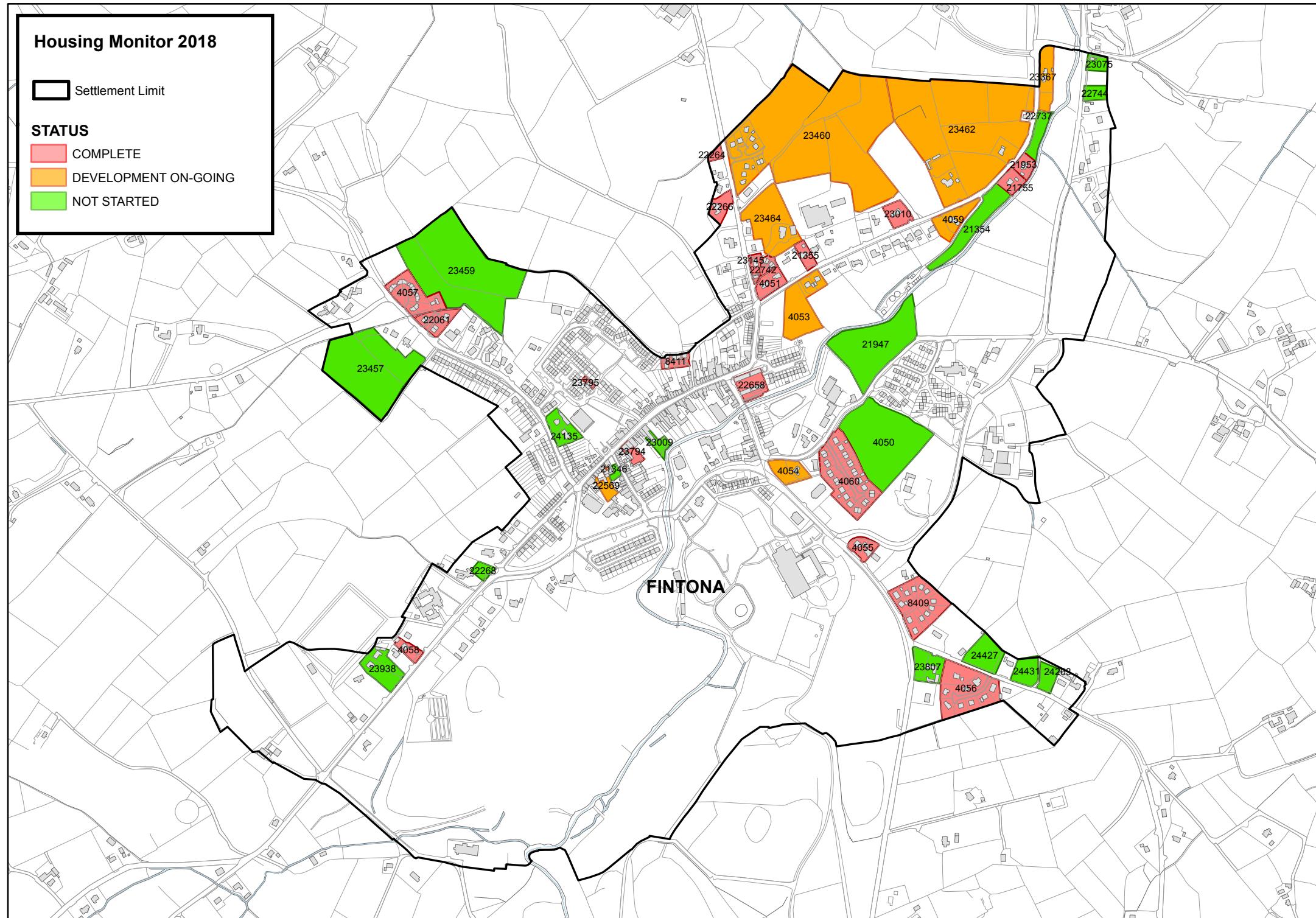
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STATUS

COMPLETE

DEVELOPMENT ON-GOING

NOT STARTED



Housing Monitor 2018

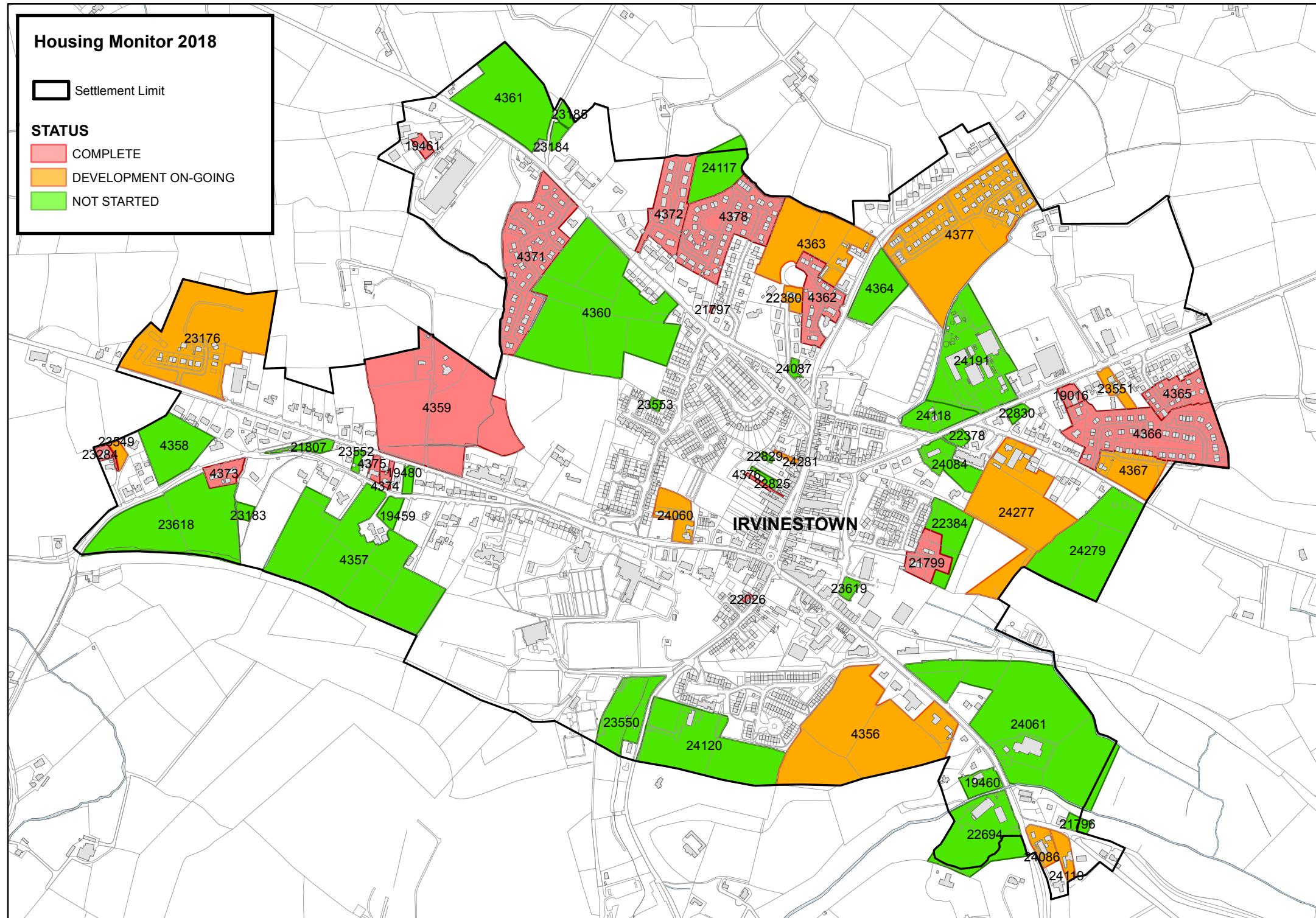
Settlement Limit

STATUS

COMPLETE

DEVELOPMENT ON-GOING

NOT STARTED



Housing Monitor 2018

Settlement Limit

STATUS

- COMPLETE (Red)
- DEVELOPMENT ON-GOING (Orange)
- NOT STARTED (Green)

