



Topic Paper: Population

Local Development Plan 2020-2035



Belfast
City Council

Executive Summary

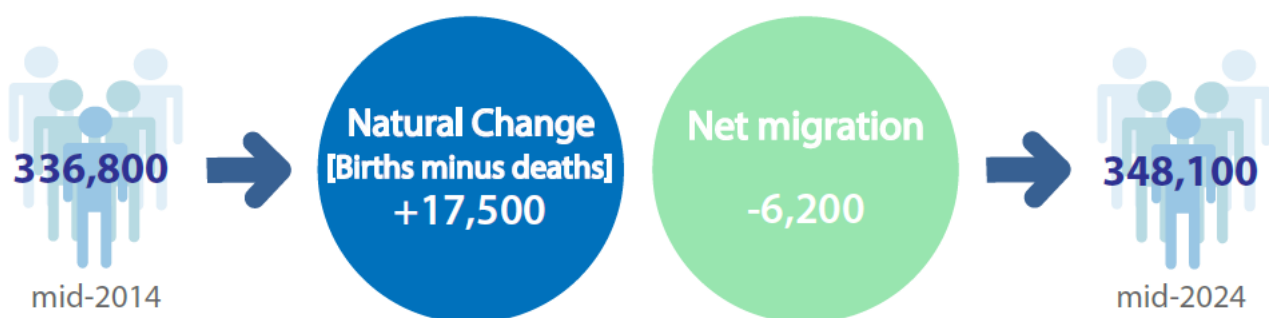
Context

The purpose of the planning system is to secure the orderly and consistent development of land to facilitate sustainable patterns of growth and development whilst protecting and, where appropriate enhancing the natural and man-made environment. To achieve this aim it is essential that the development needs of society are properly identified. In order to plan for sufficient land to meet these needs, the existing population profile needs to be understood for the Belfast City Council District, alongside anticipated population trends during the Local Development Plan period.

In 2014, the new Belfast City Council area had a total population of 336,830. By 2015, the population is estimated to have risen to 338,907, which is 18.3% of the NI population. It is the largest of the 11 new Local Government Districts and has over 130,000 inhabitants more than the next largest new council area, Armagh, Banbridge and Craigavon. However, comparisons with 6 other similar sized cities across the UK shows that in 1950 Belfast was the second largest, but today it is the joint smallest with Newcastle upon Tyne.

Whilst most cities have seen population decline during the 1960s as a result of new housing programmes, Belfast's population declined by over 33% from 1971 to 2011, whilst the population of Northern Ireland as a whole increased by over 18%. The population of the city has seen modest increases in the last 10 years (about 1.3%), but continues to lag behind population growth in the rest of NI and, perhaps more crucially, cities such as Cardiff and Sheffield who have reversed population decline.

The Regional Development Strategy (RDS) seeks to "strengthen Belfast as the regional economic driver" as one of its 8 key aims, recognising that "successful regions have strong and vibrant cities at their core" and that "Belfast drives much of the economic growth and shares its wealth across the Region". However, population projections continue to show slow growth in Belfast's population (only 3.3% to 2024). This will need to be accelerated if Belfast, and Northern Ireland as a whole, is to remain competitive.



Evidence Base	Evidence Base (Cont)
<ul style="list-style-type: none"> • Belfast had a Total Population of 336,800 in mid-2014, this is 18.3% of NI. • Settlement Hierarchy: The district currently includes Belfast as the only City and three small settlements – Edenderry, Hannahstown and Loughview. • Spatial Deprivation: <ul style="list-style-type: none"> ○ Persistently high levels of inequality between the affluent suburbs in the South and East of the city and the neighbourhoods in West and North Belfast that are the most deprived and segregated in Northern Ireland. ○ Around 40% of Belfast’s wards (about 35% of its population) have been consistently in Northern Ireland’s most deprived decile, even though the city contains only 17% of the regional population. • Age Profile: <ul style="list-style-type: none"> ○ 19.7% of the Belfast population are children aged 0-15 years. ○ Older persons (i.e. 65 years and over) made up 14.6% of the Belfast population. • Gender and Life Expectancy: <ul style="list-style-type: none"> ○ The usually resident population in is broadly 50/50 men and women. ○ Life expectancy continues to improve for both males and females, leading to an ageing population. • Marital Status: The average household size has steadily declined in Belfast, driven by: a higher proportion of single people (45.32%) than the NI average; a lower married proportion and a marginally higher proportion are divorcees (6.17%). • Dependents: A lower level of households with dependent children than the NI average (29.74% compared with 33.85%) • Racial Group and Ethnicity: 96.69% of the population of Belfast are white, but Belfast is the most ethnically diverse council in Northern Ireland. • Sexual Orientation: approximately 5-7% of the population in the UK are LGB. 	<ul style="list-style-type: none"> • Disability and Health: 16.6% of all residents in Belfast are in receipt of at least one disability-related benefit. • Religion: 48.8% of the Belfast population belong to the Roman Catholic religion and 42.5% belong a ‘Protestant and Other Christian (including Christian related) religion. <hr/> <p style="text-align: center;">Social, Economic & Environmental Factors</p> <ul style="list-style-type: none"> • How can the LDP help tackle social deprivation and inequalities? • What is the implication of the population profile in terms of the number of new houses required? • How can the new LDP cater for the needs of older people, a growing proportion of Belfast’s population? • How can houses be better designed for the needs of disabled and older people? • Is there a need for more retirement homes, nursing, care homes and housing support service? • How will the projected decline in the proportion of children under 16 years influence the demand for and provision of childcare facilities, nursery, primary and secondary schools as well as accessibility to community and leisure facilities? • What is the LDP’s role in helping to improve health and well-being? • What role can housing play in the creation of more balanced communities and the creation and enhancement of shared spaces? • The new Local Development Plan will need to have special regard to the needs and any impact upon s75 groups through an Equality Impact Assessment. • How will a declining household size with more single and mature single formations influence the number, type and size of houses needed? • How does this influence where the development of certain house types or a mix of house types will be required?

Opportunities for Growth

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| <ul style="list-style-type: none">• The RDS 2035 aims is to “Strengthen Belfast as the regional economic driver”, recognising that “successful regions have strong and vibrant cities at their core” and that “Belfast drives much of the economic growth and shares its wealth across the Region”. | <ul style="list-style-type: none">• Is there an argument for increasing the growth to better reflect Belfast’s role as the regional capital? |
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1.0 Introduction

Purpose of this document

- 1.1 This is one of a series of 17 topic papers which have been put together to inform the Sustainability Appraisal Scoping Report for the Belfast Local Development Plan (LDP).
- 1.2 Each topic paper provides a summary of the evidence base required for the Sustainability Appraisal, Preferred Options Paper and Local Development Plan. They establish a baseline position and identify the key issues that need to be addressed.
- 1.3 By combining the evidence gathering stages for both the Sustainability Appraisal and Local Development Plan, we aim to streamline the documentation produced and avoid duplication. It will also help to ensure that sustainable development is embedded in the planning process and that sustainability appraisal is one of the main drivers informing the preparation of the Local Development Plan.
- 1.4 Each topic paper can be read separately but, inevitably, there are important related matters in other topic papers and background evidence.

Member Workshops

- 1.5 A series of 17 Topic Papers were originally drafted in the early part of 2016 to provide elected members with baseline information to inform the preparation of the Local Development Plan. As such the information presented within this topic paper is intended to:
 - Build the capacity of the members to make informed planning decisions, particularly within the plan making context;
 - Provide baseline information which will inform Development Plan Policy making at a local level;
 - Consider the Settlement Hierarchy within the new Belfast Local Government District;
 - Assess the land use needs of a growing population within the Belfast City Council area and to consider the adequacy of the existing growth strategy; and
 - To link with important ongoing work in relation to the development of a Community Plan (the Belfast Agenda) and other strategic work being undertaken by the Council.
- 1.6 These papers were presented to members for discussion at a series of informal workshops with Planning Committee Members throughout the Spring 2016, with key issues and opportunities for the City identified for consideration.
- 1.7 The original Topic paper entitled 'Accommodating Population Change' was presented at a workshop on 18 February 2016. It has since been updated to ensure the statistics referenced are up to date for publication alongside the Preferred Options Paper.

Population Statistics and Equality Impact Assessment

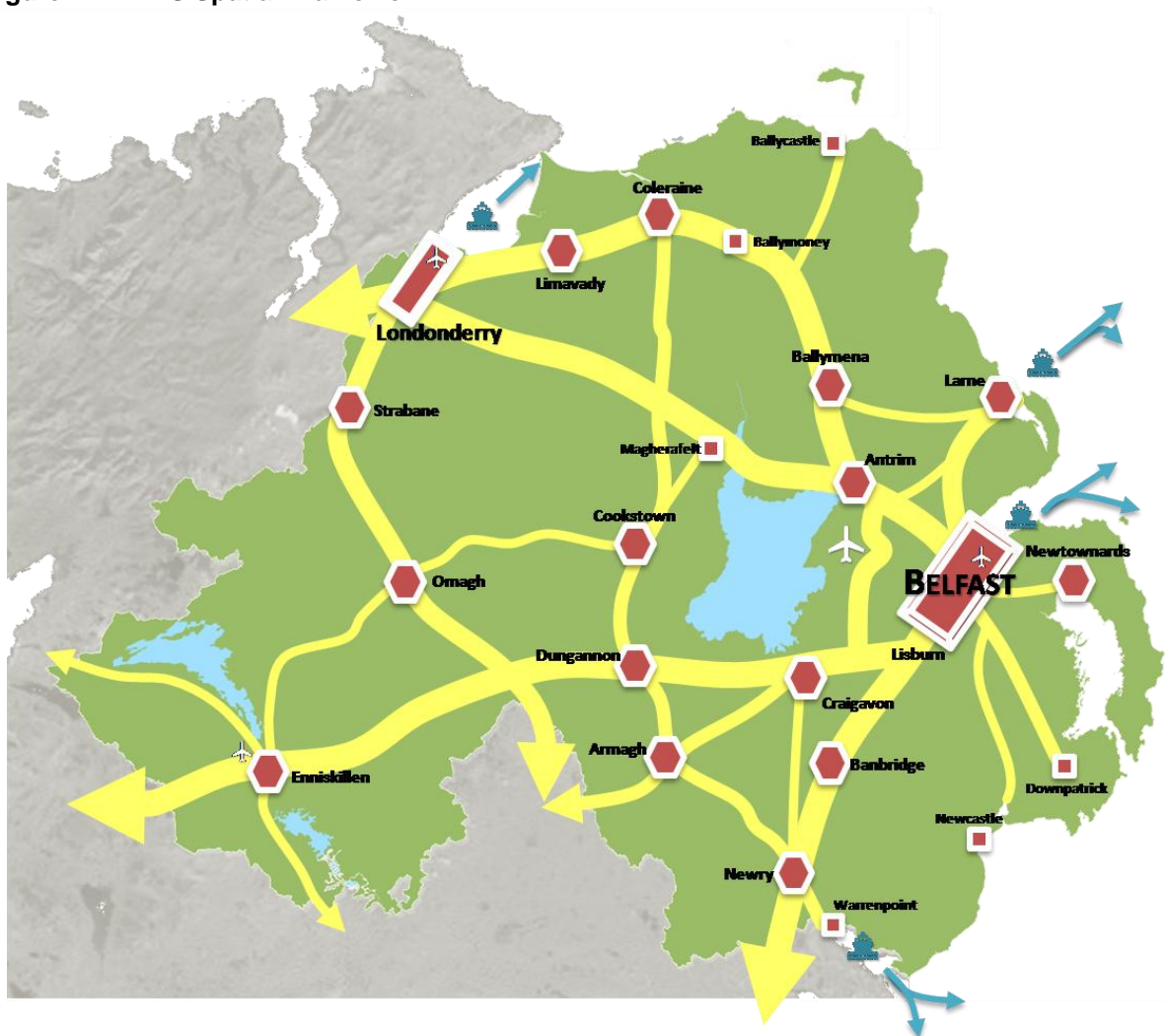
- 1.8 The purpose of the planning system is to secure the orderly and consistent development of land to facilitate sustainable patterns of growth and development whilst protecting and, where appropriate enhancing the natural and man-made environment. To achieve this aim it is essential that the development needs of society are properly identified.
- 1.9 In order to plan for sufficient land to meet these needs, this paper will examine the existing population profile for the new Belfast City Council District; additionally, for the purposes of comparison, data for the whole of Northern Ireland is also included. The paper explores the groups identified in Section 75 of the Northern Ireland Act 1998 and spatial deprivation. Population trends and population projections up until 2030 are then examined.

2.0 Policy Context

Regional Policy

- 2.1 Northern Ireland has a two-tier approach to planning for growth, comprising the Regional Development Strategy (RDS) and Strategic Planning Policy Statement (SPPS) at a regional level and a Local Development Plan. The RDS introduced a framework for the future physical development of the Region based on urban hubs and clusters, key and link transport corridors and the main gateways of ports and airports. Protection and enhancement of the environment allied to the promotion of a strong spatially based economy, a healthy living environment and an inclusive society were an integral part of the drive to achieve balanced growth within the region. The Strategy has been reviewed and these themes have been built upon in the RDS 2035 (2012).

Figure 1: RDS Spatial Framework



- 2.2 Spatial Framework Guidance in the RDS, which is aimed at achieving sustainable development, promotes economic development opportunities one of its eight aims is to “Strengthen Belfast as the regional economic driver”. The RDS recognises that “successful

regions have strong and vibrant cities at their core” and that “Belfast drives much of the economic growth and shares its wealth across the Region”.

- 2.3 The RDS does not attempt to specify population growth for each Council district but instead applies housing growth indicators (HGIs), which provide an estimate of future housing need in Northern Ireland. The figures use household projections produced by NISRA as their basis. The figures are therefore based on current population/household formation trends assuming that these trends will continue into the future. They should therefore be used for guidance rather than seen as a cap on housing development in the area or a target to be achieved.

Figure 2: NI Housing Growth Indicators 2012-2025

Local Government District	A	B	C	D	E	F	G
	Number of Households 2025	Second Homes 2025	Vacant Stock 2025	Net Conversions, Closures and Demolitions 2012 to 2025	New Stock Estimate 2025	Housing Stock 2012	Projected New Dwelling Requirement 2012 to 2025
Antrim & Newtownabbey	58,400	400	4,600	200	63,600	56,400	7,200
Armagh, Banbridge & Craigavon	86,600	800	5,400	2,200	95,000	80,600	14,400
Belfast	147,900	2,200	15,300	2,300	167,700	154,000	13,700
Causeway Coast & Glens	57,300	3,700	5,600	2,100	68,700	62,000	6,700
Derry & Strabane	59,400	300	3,800	900	64,300	59,300	5,000
Fermanagh & Omagh	45,700	900	4,500	600	51,700	47,200	4,500
Lisburn & Castlereagh	60,400	500	3,500	700	65,000	55,400	9,600
Mid & East Antrim	57,800	100	4,100	800	62,800	57,400	5,400
Mid Ulster	55,200	100	3,800	1,500	60,600	51,100	9,500
Newry, Mourne & Down	70,900	900	5,100	500	77,400	66,500	10,900
North Down & Ards	68,800	1,000	4,900	1,100	75,800	68,700	7,100
Northern Ireland	768,300	10,800	60,400	13,000	852,500	758,500	94,000

Cells are rounded to the nearest 100. Calculations have been worked out using unrounded data. Therefore summing individual figures in the table add to total.

Source: Department for Infrastructure

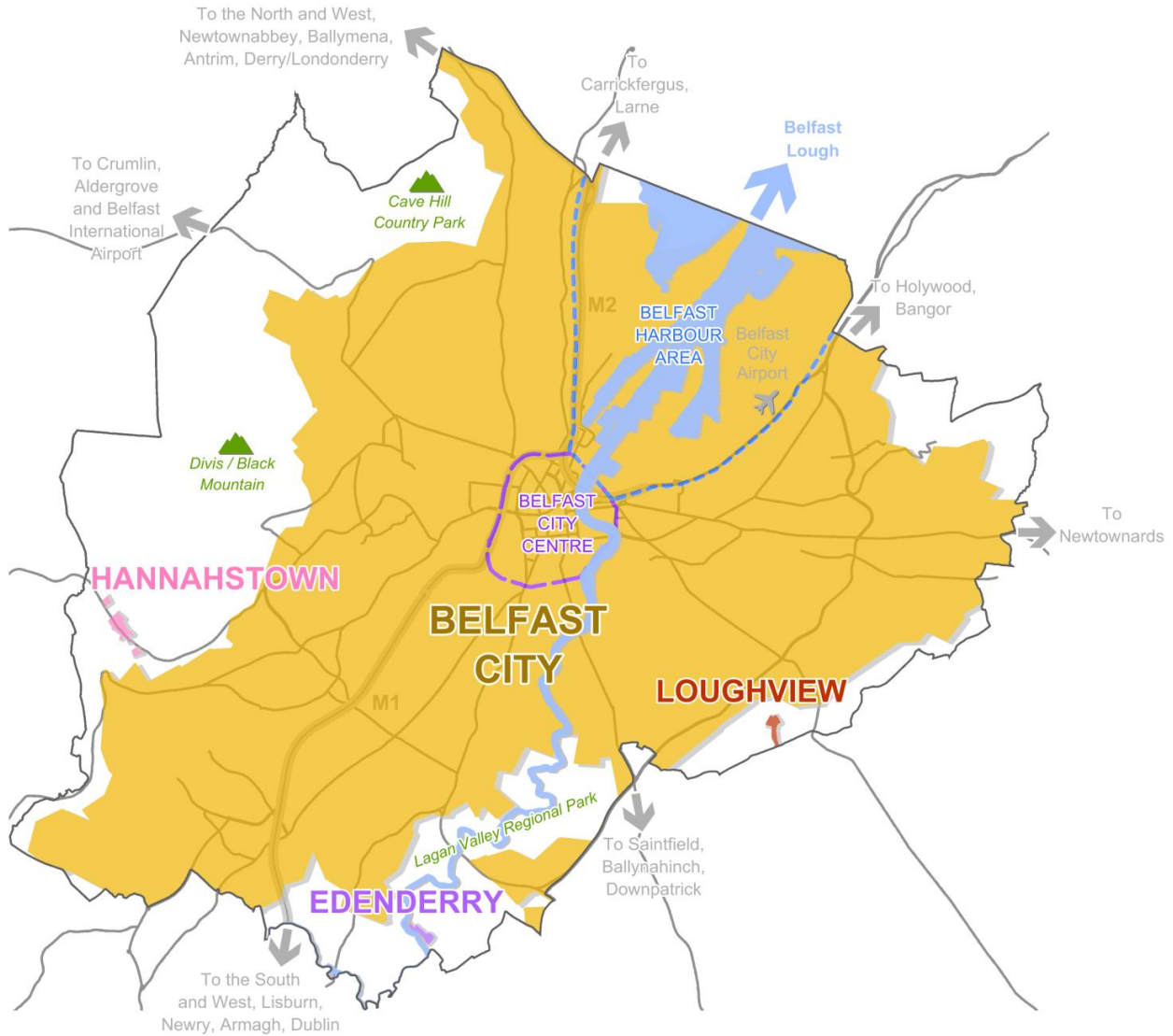
- 2.4 The HGIs were updated in April 2016 to reflect the new District boundaries following local government reform in 2015. These are calculated on the basis of 2012-based population projections and provide an indicator for each district between 2012-2025.

Local Policy Context

- 2.5 This Belfast Metropolitan Area Plan (BMAP) was adopted in September 2014. Volume 2 of BMAP 2015 sets out policies for the old Belfast District. As the council boundary for Belfast has been extended to include areas previously in the Lisburn, Castlereagh and North Down areas, the policies contained in Volumes 3, 5 and 7 respectively that now relate to the new Belfast area must be considered also. A consolidated version of BMAP has been prepared by the Council to reflect the policies and zonings of the new council area. These policies have been developed in the context of the Plan Strategy and Plan Proposals contained in Volume 1 of the Plan and they reflect the policy content of the RDS.

2.6 The settlement hierarchy set out in BMAP for Belfast District is similar to the existing settlement hierarchy with the city of Belfast and three small settlements, Hannahstown, Edenderry (previously Lisburn area) and Loughview (previously Castlereagh).

Figure 3: Settlement Hierarchy for New Belfast District (within BMAP)



2.7 It is, recommended that the settlement hierarchy for the new Council area be re-examined to identify if any settlements need to be re-designated based on their function and services. A starting point is to use a settlement classification based on the Hierarchy of Settlements and Related Infrastructure Wheel in the RDS 2035. This outlines the patterns of service provision that are likely to be appropriate at different spatial levels including neighbourhoods, smaller towns, regional towns and cities (Figure 4 on the following page). Small settlements, Dispersed Rural Communities and the rural area complete the hierarchy of locations where development may take place.

Figure 4: Settlement Hierarchy Classification

Infrastructure	Principal City	Regional Town	Smaller Towns	Villages
Skills	<ul style="list-style-type: none"> • University 	<ul style="list-style-type: none"> • Further Education • Special Schools 	<ul style="list-style-type: none"> • Library • Post Primary 	<ul style="list-style-type: none"> • Nursery • Primary School
Health	<ul style="list-style-type: none"> • Acute Hospital • A&E • Maternity 	<ul style="list-style-type: none"> • A&E Hospital • Children's Home • Minor Injuries • Outpatients 	<ul style="list-style-type: none"> • Pharmacy • Health Centres • Social Services • Day Care Centres 	<ul style="list-style-type: none"> • Doctor • Ambulance • Outreach Services
Social	<ul style="list-style-type: none"> • Museums/Galleries • Conference/Concert Arena 	<ul style="list-style-type: none"> • Leisure Centre (pool) • Visitor Centre • Advice Centres • Arts & Culture Centre 	<ul style="list-style-type: none"> • Community Centre • Sports Facility • Welfare Services 	<ul style="list-style-type: none"> • Local Hall • Play Areas
Environment	<ul style="list-style-type: none"> • Power Generation • AONB/ASSI 	<ul style="list-style-type: none"> • Water & Sewage • Treatment Plants • Waste-landfill • Waste-recycle 	<ul style="list-style-type: none"> • Recycling • Renewables • Water & Sewers Supply 	<ul style="list-style-type: none"> • Access to clean water • Sewage disposal
Commercial	<ul style="list-style-type: none"> • Department Stores • Specialist Shops • Arts & Cultural • Facilities 	<ul style="list-style-type: none"> • Shopping Centres • Retail Warehousing • Range of Restaurants 	<ul style="list-style-type: none"> • Supermarket • Restaurants • Mix of Retail Facilities 	<ul style="list-style-type: none"> • Shop • Pub • Post Office • Petrol Station
Justice	<ul style="list-style-type: none"> • Police HQ • High Court • Prison • Forensic Science 	<ul style="list-style-type: none"> • Police District • County Court • Probation Service 	<ul style="list-style-type: none"> • Police Station 	<ul style="list-style-type: none"> • Neighbourhood Watch
Productive	<ul style="list-style-type: none"> • Tourism Signature Projects • Science Centre • Major Industrial parks • Strategic Development Zones 	<ul style="list-style-type: none"> • Industrial Park • Tourism Office 	<ul style="list-style-type: none"> • Enterprise Centre • Information Office 	<ul style="list-style-type: none"> • Workshop/ Business Unit
Networks	<ul style="list-style-type: none"> • Ports & Airports • Key Transport Nodes • Energy Generation Interconnector 	<ul style="list-style-type: none"> • Major Roads • Bus/Rail • Park & Ride • Cycle Network 	<ul style="list-style-type: none"> • Zink Corridors/ Trunk Roads • Bus/Rail to larger centres 	<ul style="list-style-type: none"> • Local Roads • Broadband • Urban Street • Lighting • Local Bus • Cycle

Source: Extracted from RDS 2035

3.0 District Profile

Population of Belfast District

- 3.1 In April 2015, the Belfast City Council Area boundary expanded to incorporate areas that were formally parts of Lisburn City Council, Castlereagh Borough Council and North Down Borough Council (see below figure 1). The new areas include the localities of Gilnahirk, Tullycarnet, Braniel, Castlereagh, Merok, Cregagh, Wynchurch, Glencregagh (formerly in Castlereagh Borough Council), Belvoir, Collin Glen, Poleglass, Lagmore, Twinbrook, Kilwee and Dunmurry, (formerly in Lisburn Council Area) and a small section from North Down Council.

Figure 5: Belfast District



- 3.2 In 2014, the new Belfast City Council Area had a total population of 336,830. By 2015, the population is estimated to have risen to 338,907, which is 18.3% of the Northern Ireland Population¹. This population increased as the city boundary expanded to take in around 53,000 additional residents from areas that were formally parts of Lisburn City Council, Castlereagh Borough Council and North Down Borough Council. Belfast City Council Area is the largest of the 11 new Local Government Districts and has over 130,000 inhabitants more than the next largest new council area, Armagh, Banbridge and Craigavon.

Spatial Deprivation

- 3.3 Planning is required to have regard to the need to promote equality of opportunity and to promote good relations. An important means to promoting good community relations and

¹ NISRA: 2015 - <http://www.nisra.gov.uk/archive/demography/population/dataviz/finalIN.html>

equal opportunity is to tackle social deprivation and inequalities in the labour market and public health.

- 3.4 Spatial Deprivation studies have been undertaken in Belfast for almost four decades and all have shown certain places immersed in permanent deprivation. Indeed, in all regional deprivation research between 1994 and 2010 (1994, 2001, 2005 & 2010), around 40% of Belfast's wards (about 35% of its population) have been consistently in Northern Ireland's most deprived decile, even though the city contains only 17% of the regional population. Moreover, the 2014 expansion of the Belfast Council Area has increased the proportion of spatial deprivation as the new boundary now encompass some of the region's most deprived Super Output Areas that were previously in Lisburn Borough Council (Op Cit).
- 3.5 As of April 2014, 113,960 people in Belfast claimed at least one of the main benefits. This is equal to 42.3% of the all residents aged 16 years and over. A higher proportion of people aged 16 years and over living in Belfast claimed at least one benefit when compared to the Northern Ireland average of 39.3%. Belfast was the Local Government District with the second highest proportion of people aged 16 years and over claiming at least one benefit. The highest proportions of benefits claimants are located in wards in North, West and Inner East Belfast. This is to be contrasted with low levels of claimants in more suburban areas in the South and East of the city.
- 3.6 The Northern Ireland Multiple Deprivation Measure (NIMDM) 2010 identifies small area concentrations of multiple deprivation across Northern Ireland. The NIMDM 2010 is constructed from 52 different indicators relating to seven types or 'domains' of deprivation: Income, Employment, Health, Education, Proximity to Services, Living Environment and Crime & Disorder.
- 3.7 Within the context of the rankings for the 11 new LGDs in Northern Ireland, Belfast is the worst performer as it contains areas with the highest concentrations of multiple deprivation.

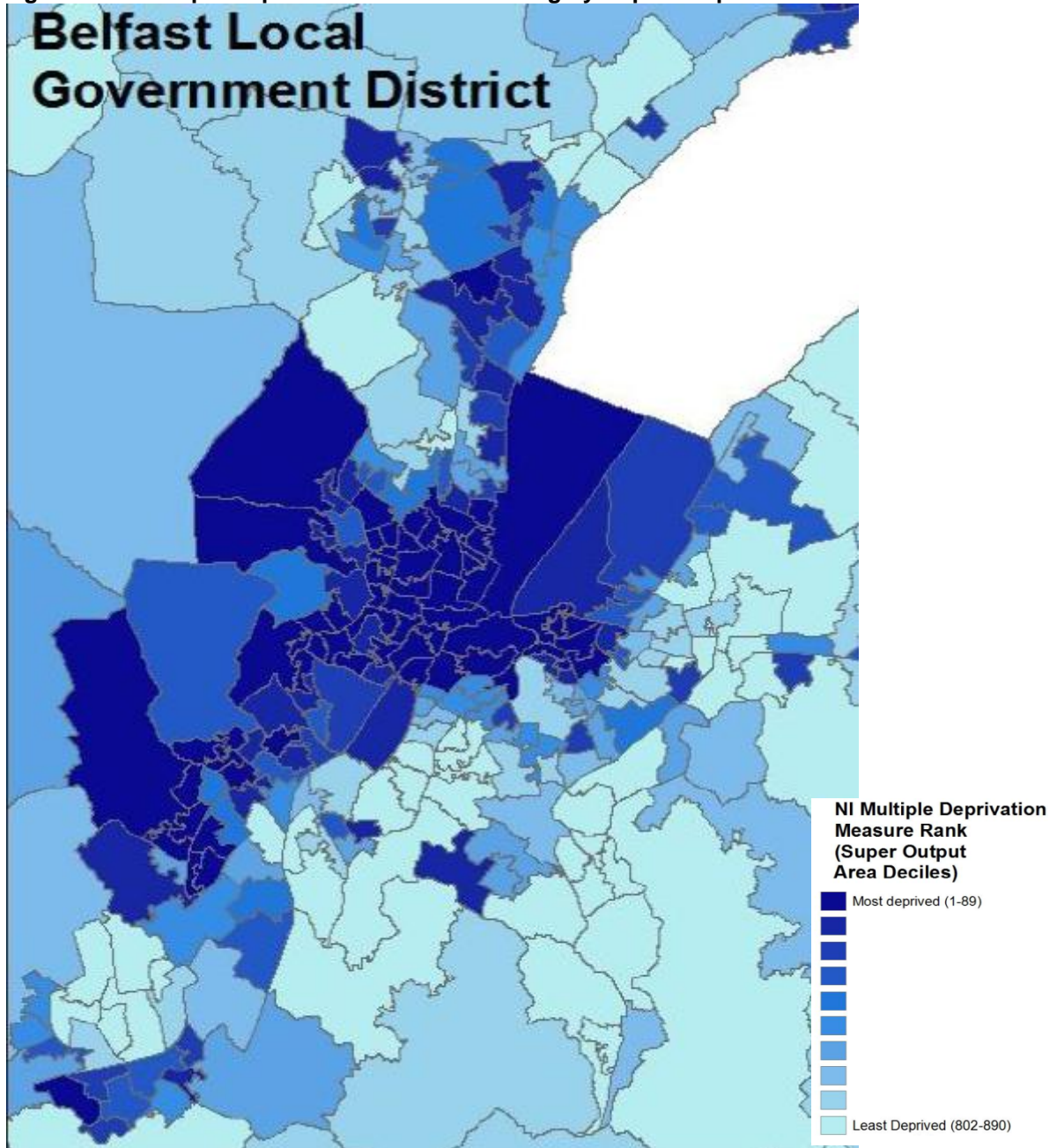
Figure 6: Multiple Deprivation Ranking

Local Government District	Multiple Deprivation Ranking
Belfast	1
Derry and Strabane	2
Newry, Mourne and Down	3
Armagh, Banbridge and Craigavon	4
Causeway Coast and Glens	5
Mid and East Antrim	6
Antrim and Newtownabbey	7
Mid Ulster	8
Fermanagh and Omagh	9
North Down and Ards	10
Lisburn and Castlereagh	11

Source: NI Census 2011

3.8 At Super Output Area level, the Northern Ireland Multiple Deprivation Measure (NIMDM) 2010 illustrates the disparities within the Belfast Council Area. Belfast contains the nine most deprived of the 890 SOAs in Northern Ireland with significant areas of multiple deprivation, particularly in West, North and inner Belfast, it also contains some of the least deprived SOAs, which are located in the South and East of the city (see also Appendix A and B).

Figure 7: Multiple Deprivation Measure Ranking by Super Output Area



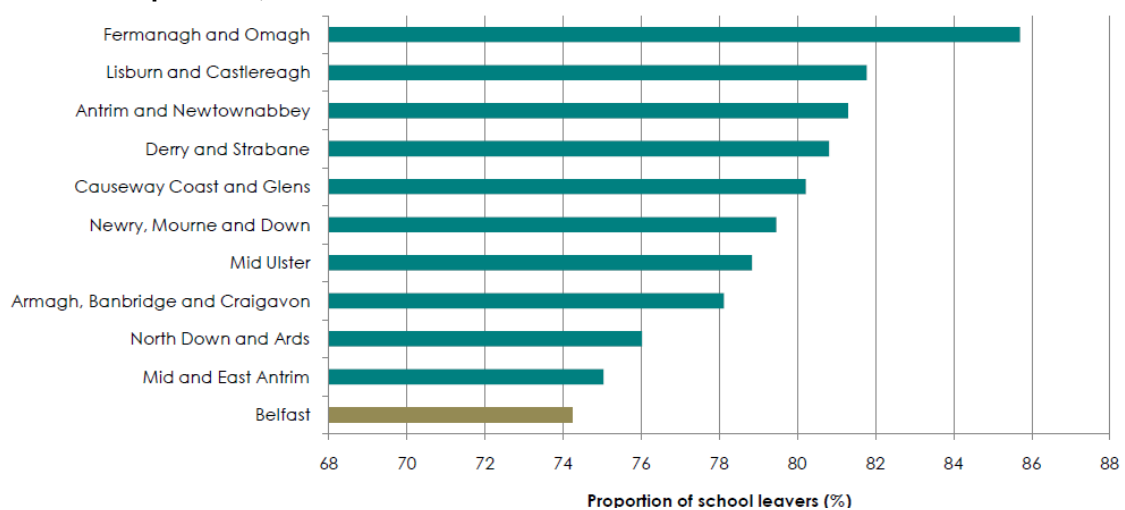
Source: NISRA MDM

3.9 The complex methodology used to determine overall multiple deprivation scores means that, whilst the areas shown above as the most deprived by this multiple measure are the worst effected by income, employment, health and disability, education, skills and training, living environment, crime and disorder, income deprivation facing children and income

deprivation facing the elderly, they are among the least deprived in terms of proximity to services. This is due to their location within a City, with relatively good accessibility throughout when compared to rural districts of NI.

- 3.10 The areas of South & East Belfast that are amongst the least deprived by the multiple measure are considerably more deprived according to the Living Environment Deprivation measure. This measure aims to identify small areas experiencing deprivation in terms of the quality of housing, access to suitable housing, and the outdoor physical environment. The quality of housing measure is based upon the Decent Homes Standard, which considers state of repair, thermal comfort and how modern the facilities are. This measure may explain why areas of older housing, which are less modern and energy efficient appear to be more deprived.
- 3.11 Research by Queen’s University Belfast on the changing demographic patterns shown in the 2011 Census states that “... *the spatial distribution of deprivation has not experienced major changes over the last decade. The same areas that were identified as being socially deprived in 1991 usually remained in roughly the same relative position by 2011, despite a succession of area-based policies by government through the 1970s, 1980s, 1990s, and 2000s that aspired to address their problems.... These wards are also the most segregated; their populations have among the lowest life expectancy; have high morbidity characteristics; low levels of labour market participation and poor educational attainment. Especially in a deprived area like inner North Belfast, spatial segregation, in the form of a patchwork of small geographies dominated by either one of the main communities, is haemorrhaging the opportunities for prosperity. Yet, when looking at the GDP per head, Belfast council is one of the best performing sub-regions within the UK – between 6th and 7th of all UK NUTS III areas. That makes Belfast one of the urban powerhouses of the UK economy*”.

Figure 8: Proportion of School Leavers Achieving at least 5 GCSEs at Grades A*-C or equivalent, 2011/12



Source: Department of Education, Statistics and Research Branch

- 3.12 Education also has an important role to play in promoting economic well-being, improving social mobility and tackling multiple deprivation. Better education improves access to

employment opportunities. It improves the quality of people's lives and leads to broad social benefits to individuals and society. Education raises people's productivity and creativity and promotes entrepreneurship and technological advances. In addition, it plays a very crucial role in securing economic and social progress and improving income distribution.

- 3.13 Belfast has the lowest proportion of school leavers achieving at least five GCSEs at grades A*-C or equivalent when compared to other Local Government Districts. Belfast had the sixth highest proportion of people aged 16 years and over enrolled in higher education (see Appendix A and B). In 2011/2012, there were 11,695 students from Belfast enrolled in higher education. This is equal to 4.3% of all residents aged 16 years and over being enrolled in higher education. A lower proportion of Belfast residents (aged 16 years and over) were enrolled in higher education in 2011/2012 when compared to the Northern Ireland average of 4.5%.

4.0 Equality Considerations

- 4.1 Section 75 of the Northern Ireland Act 1998 places a statutory duty on public authorities to have due regard to the need to promote equality of opportunity:
- between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
 - between men and women generally;
 - between persons with a disability and persons without; and
 - between persons with dependants and persons without.
- 4.2 In addition, without prejudice to the above obligations, public authorities are required to have regard to the need to promote good relations between persons of different religious belief, political opinion or racial group.
- 4.3 The principle of promoting equality of opportunity and good relations between people must be a key objective behind the plan and will be a central theme of the sustainability assessment. In land use planning terms, this means ensuring everyone benefits from quality housing, employment, and access to public services and recreation facilities. These themes will be addressed in more detail in later papers. However, this paper begins the process of identifying issues and needs facing different groups within the area over and above the general population, so that these can be considered at every stage of the plan making process. If an aim of the plan is also to help build a cohesive society then it must also be recognised that this can only be achieved by “sharing space” and “accessing opportunities”.

(A) Age Structure

- 4.4 The age structure of a population has obvious implications for planning. A growing young population will impact on the demand for and provision of childcare facilities, nursery, primary and secondary schools. A growing working age population would necessitate that planning provides adequate housing especially for those entering the housing market and employment opportunities. For a growing elderly population, adequate services and housing to meet their specific needs must also be considered.

Figure 9: Age Structure of Population 2014

District	All Persons	Persons: 0-15 years	Persons: 16-39 years	Persons: 40-64 years	Persons: 65+ years
Northern Ireland	1,851,621	385,200 (20.80%)	583,116 (31.49%)	591,481 (31.94%)	291,824 (15.76%)
Belfast LGD 2014	338,907	66,581 (19.65%)	122,942 (36.28%)	100,076 (29.53%)	49,308 (14.55%)

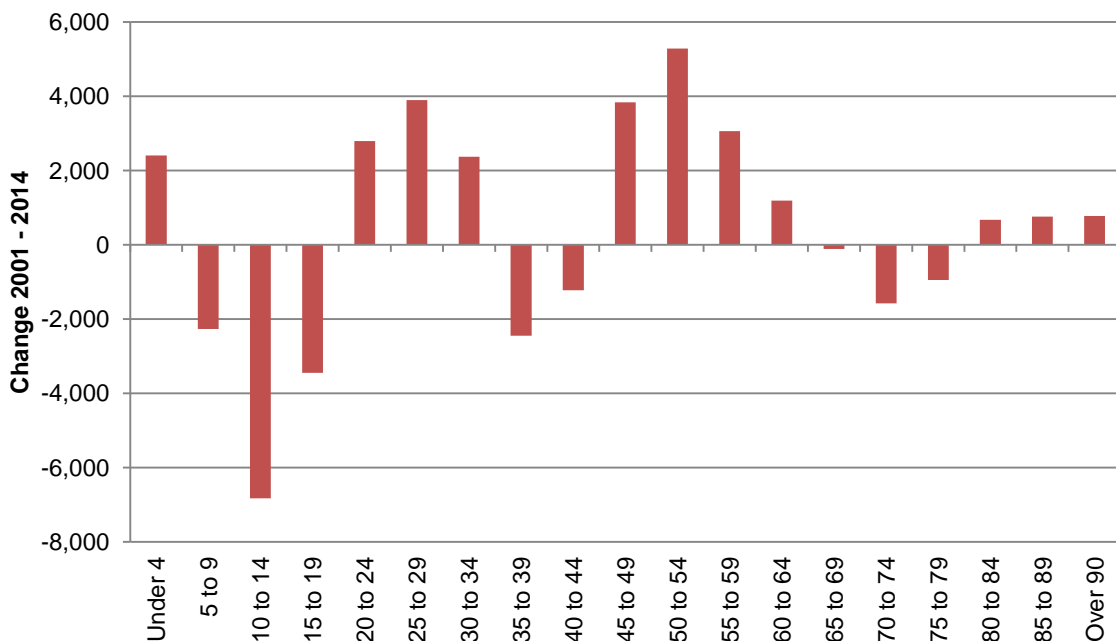
Source: NISRA Population Estimates Broad Age Bands 2014 (Administrative Geographies)

- 4.5 On Census day 2011, the median age of those living in Belfast in 2011 was 35 years, which is lower than the Northern Ireland average (37 years) (BCC City Profile 2015). NISRA

estimate that in 2015, 19.65% of the Belfast population were children aged 0-15 years, lower than the Northern Ireland average of 20.8%. Older persons (i.e. 65 years and over) made up 14.55% of the Belfast population, again lower than the Northern Ireland average of 15.76%.

- 4.6 Over the decade 2014-2024² the population of Northern Ireland is projected to increase by 5.3 per cent (i.e. 98,217 people), reaching 1,938,715 people in 2024. While the overall population of Belfast increased between 2001 and 2014, several age groups declined in size during this period. This includes younger people aged 5 to 19, residents aged 35 to 44 and those aged 65 to 79 years old. The strongest growth occurred in those aged 50 to 54 over this period, but comparatively strong growth was also seen in the those age groups around this cohort (45 to 64) and the younger working age population (20 to 34).

Figure 10: Change in the Age Profile of Belfast 2001 – 2014



Source: NISRA, Turley 2016¹

- 4.7 Population growth is expected for each of the 11 new local government districts over the decade, ranging from 1.4 per cent (Derry and Strabane) to 10.4 per cent (Armagh City, Banbridge and Craigavon). Based on these projections, Belfast’s growth of 3.3 per cent is the fifth highest out of the 11 Local Government Districts.
- 4.8 In Belfast, the number of people of working age (as defined in April 2010, consists of the male population aged 16-64 and the female population aged 16-59) is projected to increase marginally from 94,357 people in 2014 to a projected 96,453 people in 2024 (2.2% increase). In contrast the number of people of pensionable age (Pensioners as defined in

² **NB.** The Belfast City Population and Housing Growth Study completed on behalf of the Council in October 2016 is based on the 2014 population estimates and 2014-based population projections, being the most recent data available at the time.

April 2010 (males aged 65 and over and females aged 60 and over) is projected to increase from 33,779 in 2010 to 36,647 in 2025, an increase of 8.4%.

- 4.9 Closer examination of the Super Output Areas (SOAs) within the new council area indicates that some have slightly older populations than the district average and some have much younger populations. A higher proportion of children under 16 years can be found in areas such as Whiterock 1, Cliftonville 1, Legoniel 1, Ardoyne 3, Ballymacarrett 2, Falls 2 and Shankill 1, which all have children as over a quarter of their populations, whilst a significant proportion of the SOAs around Queen's University in Stranmillis and Botanic have under 10% of their populations as Children. In contrast, the proportion of population aged 65 and over is significantly higher than district level in areas including Upper Malone 1, Cherry Valley 1, Crumlin 1, Stormont 1, Fortwilliam 1 and Andersonstown 1 & 2, which are all over a quarter over 65. These areas are contrastable with the SOAs near Queen's University with SOAs at Botanic (1-5), Windsor (2, 3 & 4) and Stranmillis (2 & 3) all having less than 7% over 65s.
- 4.10 These variations between areas will require more targeted responses with regard to the type of services needed. The growing number of elderly people is a key factor in declining average household size. This has been taken into account by DRD when formulating the Regional Development Strategy 2035 Housing Growth Indicators. A Local Development Plan has a role in providing development land to meet these indicators (which will be discussed in the housing paper) and facilitate housing units to meet the needs of the elderly, particularly nursing homes, sheltered accommodation and smaller sized units. It also has a role in ensuring such units are accessible. The Development Plan housing zonings need to ensure that all housing, including for the elderly, is sited where it is accessible to local services and transportation. These services include health and other community facilities together with recreation and shops. A rising elderly population will also increase demand for health and community services, the development of which will also need to be accommodated.
- 4.11 In 2011, around one fifth of the population was under 16. Children are also a vulnerable group. In 2014/2015, approximately 109,500 children (25%) in Northern Ireland were in relative poverty before housing costs. This is two percentage points higher than 2013/2014 and 5 percentage points higher than 2012/2013. Young people can be particularly vulnerable to the vehicular traffic; therefore, safe and sustainable access to community and recreation facilities, including play parks and sports grounds, must remain high on the agenda.

(B) Gender and Life Expectancy

- 4.12 The usually resident population in Northern Ireland and the Belfast LGD is broadly split on a 50/50 basis between men and women with slightly more females in 2014 in both.

Figure 11: Gender balance of Belfast Population- 2011

Sex	Belfast LGD (%)	N.Ireland (%)
Male	48.2	49
Female	51.8	51

Source: NISRA Population Totals (LGD2014)

- 4.13 Life expectancy continues to improve for both males and females. Between 2000 and 2010, life expectancy for males improved at a slightly faster rate than for females, reducing the gender gap to females. Belfast continues to have a life expectancy of slightly more than two years less than the NI average. Belfast has a larger differential between male and female life expectancy than the NI average with females having a life expectancy of five years more than men born in the same year do.
- 4.14 In the UK, life expectancy at birth is expected to increase by around five years between 2012 and 2037 (Office of National Statistics, 2013) for both men and women and it is therefore anticipated that life expectancy will similarly increase in Belfast.

Figure 12: Life Expectancy by Gender at Birth in Belfast - 2000 & 2010

	2000		2010		% Change	
	Males	Females	Males	Females	Males	Females
NI	75.25	80.17	77.82	82.28	3.42%	2.63%
Old Belfast LGD	73.20	78.80	75.20	80.60	2.73%	2.28%

Source: NISRA Demography Life Expectancy at Birth

(C) Marital Status

- 4.15 The marital status of the population influences the composition of households and therefore the demand for housing. Since 2001, there has been an increase in the percentage of divorced people, a decrease in the percentage of people married and an increase in the proportion of single people in N. Ireland. In the new Belfast City Council Area, The 2011 census data shows that in the new Belfast Council Area there is higher proportion of single people, 45.32% of over 16s, than the Northern Ireland (NI) average (36.14%). A lower proportion of the adult population is married (35.57% compared with a NI average of 47.56%) and a marginally higher proportion are divorced (6.17% compared with the regional average of 5.45%).

Figure 13: Marital Status- 2011

	All People ≥ 16	Single (never married) %	Married ³ %	Divorced %	Widowed ⁴ %
NI	1,431,540	36.14	47.56	5.45	6.78
Old Belfast LGD	269,654	45.32	35.57	6.17	7.46

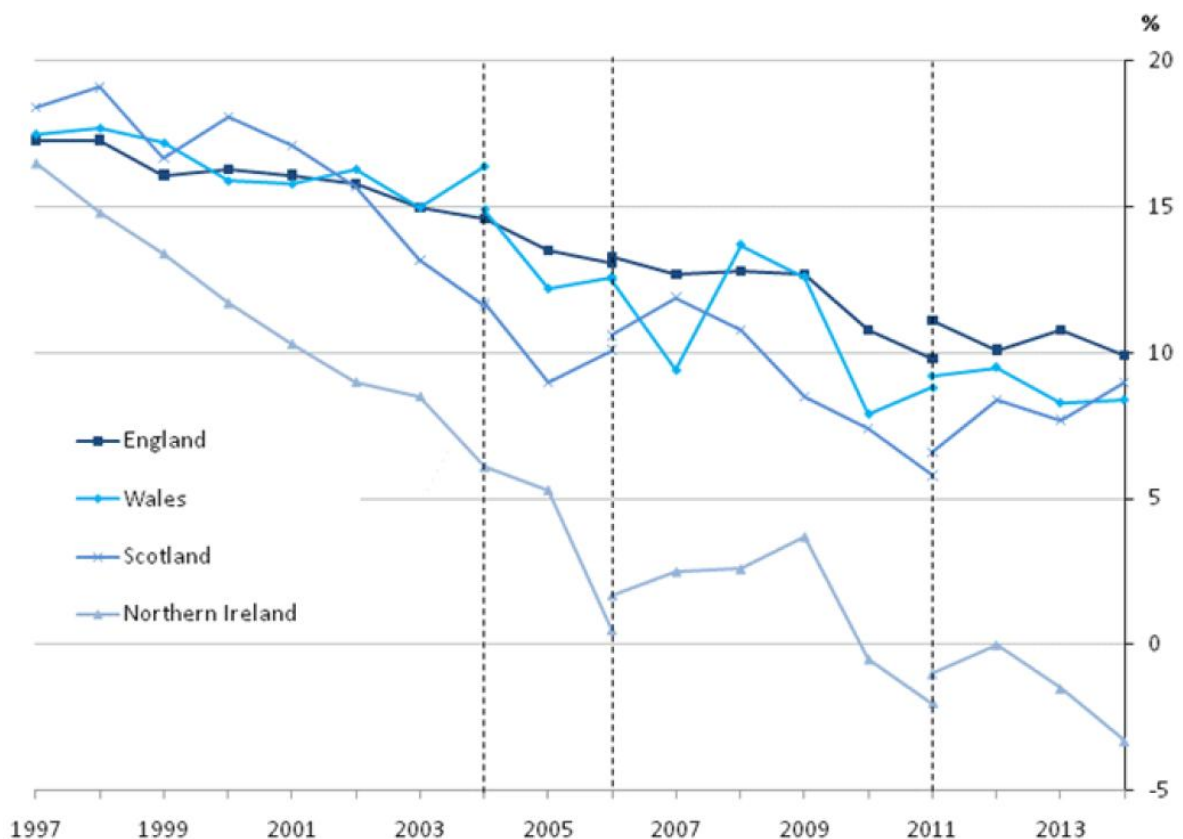
Source: NISRA Census 2011

³ Married – This includes people who were remarried; those who are separated but still legally married; and those in a same-sex civil partnership.

⁴ Widowed includes surviving partner from a same-sex civil partnership.

- 4.16 The role for planning is to adequately provide for appropriate housing to meet the needs of the population. There will need to be units provided for single people. It is reasonable to assume that many single wage earners will not have the same purchase power of a double income household. Single people also have different social needs to those who are married and have families. Young, single people are key to the economy of any town centres, providing a significant part of the market for pubs, clubs and restaurants. However, this can mask the feeling of social exclusion experienced by many single people, particularly the elderly, disabled and single parents. Single parents remain one of the most disadvantaged groups with over half falling within low income groups and over half of lone parent families not having access to a car (Poverty site, 2010).
- 4.17 There are key differences between the sexes in that women tend to take on the role of carer whether it be for children or aging relatives. The traditional gender pay gap (i.e. the difference between men's and women's earnings as a percentage of men's earnings) based on median gross hourly earnings (excluding overtime) for full-time employees has reversed in Northern Ireland as women are now higher earners than men are. This is, in part, due to a higher proportion of public sector jobs here than in the rest of the UK. There are more women employed in this sector than men and these jobs tend to be higher paid, in general, than in the private sector (Op Cit).

Figure 14: Gender Pay Gap 1997-2014



Source: Office of National Statistics 2014

- 4.18 This figure is based on full time work. It therefore masks the fact that in NI there are more women in part-time work (167,000 women compared with 64,000 men). DETI's 2014

Annual Survey of Hours and Earning by contrast shows that the median gross annual pay for women is almost 2/3 of what men are paid (£14,871 compared with £22,327). This is exacerbated by a decrease in the median figure for females of 0.9% when male median wages increased by 2.4%.

Figure 15: Gross Annual Pay (£) for all Employees (who had been in the same job for 1+ years), NI/UK 2014

Description	Northern Ireland		United Kingdom	
	Median (£s)	Annual percentage change 2013-14	Median (£s)	Annual percentage change 2013-14
All	18,764	1.6	22,044	0.9
Male	22,327	2.4	27,162	0.0
Female	14,871	-0.9	17,103	0.8
Full-time	24,020	0.3	27,195	0.7
Part-time	8,624	4.7	9,000	1.6
Public Sector All	23,105	2.1	24,302	1.2
Private Sector All	16,375	3.5	21,259	0.9
Public Sector Full-time	29,658	3.6	29,785	1.0
Private Sector Full-time	21,345	3.7	26,000	0.8

a Employees on adult rates whose pay for the survey pay-period was not affected by absence.

Source: Annual Survey of Hours and Earnings, ONS

(D) Households with or without dependent children

- 4.19 A “dependent child” is defined as 0-15 or aged 16-18 who is a full-time student and living in a family with his or her parent(s) or grandparent(s) (Census 2011). In both Northern Ireland and Belfast, the proportion of households (including lone parent households) with dependent children has declined since 1981.

Figure 16: Percentage of Households with Dependent Children– 1981 & 2011

Households	N. Ireland	Belfast
% with dependent children 1981	45.98%	37.30%
% with dependent children 2011	33.85%	29.74%

Source: Census 1981, 2011

- 4.20 A closer examination of the Super Output Areas within each district reveals that many have much higher proportions of households with children than the district level including Whiterock 1, Glencolin 1, Cliftonville 1, Upper Springfield 2 and Legoneil 1. At the opposite end of the scale, other SOAs around Queen’s University (Botanic 1, 2, 3 & 4 and Windsor 2, 3 & 4) are those with the lowest proportion of households with dependent children as all are less than one in eight households.

(E) Racial Group and Ethnicity

- 4.21 The 2011 census data showed that 96.69% of the population of the new Belfast Council Area are white. Whilst this represents the vast majority of the population, Belfast is also the

most ethnically diverse council in Northern Ireland. The main minority ethnic groups in Belfast are Chinese (0.71%), Indian (0.70%), Other Asian (0.61%), Mixed (0.48%), Black African (0.32%), Irish Travellers (0.08%) and Pakistani (0.08%).

- 4.22 In the new Belfast City Council Area (from Census 2011), 5.97% of the resident population were born either in the European Union (EU) (2.58% - 0.67% pre-2004 accession states and 1.91% post-2004 accession states) or outside the EU (3.39%). It is unlikely that the Local Development Plan will have a particular impact on these groups; however, it is important to monitor changes over time as this may have implications particularly in relation to equality of access to homes and jobs. The housing needs assessment undertaken by the NIHE addresses the distinct needs in terms of Irish Travellers.

(F) Sexual Orientation

- 4.23 Sexual orientation is the only equality strand on which the UK census does not collect information⁵. However, several UK and NI based studies have attempted to quantify the number of people who identify as LGB. Estimates for LGB population range from 0.3-10% using different sources. A commonly used estimate of LGB people in the UK, accepted by Stonewall UK, is approximately 5-7% of the population.⁶
- 4.24 A growing body of research indicates that LGB young people are more likely than their heterosexual peers to experience bullying, exclusion and intimidation in the educational institution. This can lead to higher rates of depression, suicidal ideation, self-harm and other risk-taking behaviours amongst LGB&T young people⁷. Young LGB people are 5 times more likely to be medicated for depression, 2.5 times more likely to self-harm and 3 times more likely to attempt suicide than their heterosexual counterparts. Further to this 28.6% of young same sex attracted men showed signs of a mental health problem compared to 10.2% of those who were attracted to the opposite sex.⁸
- 4.25 One of the key issues for LGB people is the promotion of community safety across the city to reduce both homophobic hate crime incidents and fear of crime. Research by the Rainbow Project in 2009 found that 21% of gay and bisexual males and 18% of LGB females had been victim of one or more homophobic hate crimes or incidents in the previous three years and 30% of these incidents resulted in physical injury. In addition, 13% of LGB people felt that harassment/attacks on people because of their sexual orientation in their neighbourhood was a problem.⁹
- 4.26 The PSNI Annual Bulletin "Trends in Hate Motivated Incidents and Crimes Recorded by the Police" shows that in 2014/ 15 there 126 incidents with a homophobic motivation recorded in Belfast, an increase of 11 incidents (9.6% increase) from the previous year. This

⁵ <http://www.ark.ac.uk/pdfs/policybriefs/pbso.pdf>

⁶ *Through Our Eyes, The Housing and Homeless Experience of Lesbian, Gay, Bisexual and Trans people in Northern Ireland, NIHE, 2015*

⁷ *OUTstanding in your field: Exploring the needs of LGB&T people in rural Northern Ireland, The Rainbow Project, 2016*

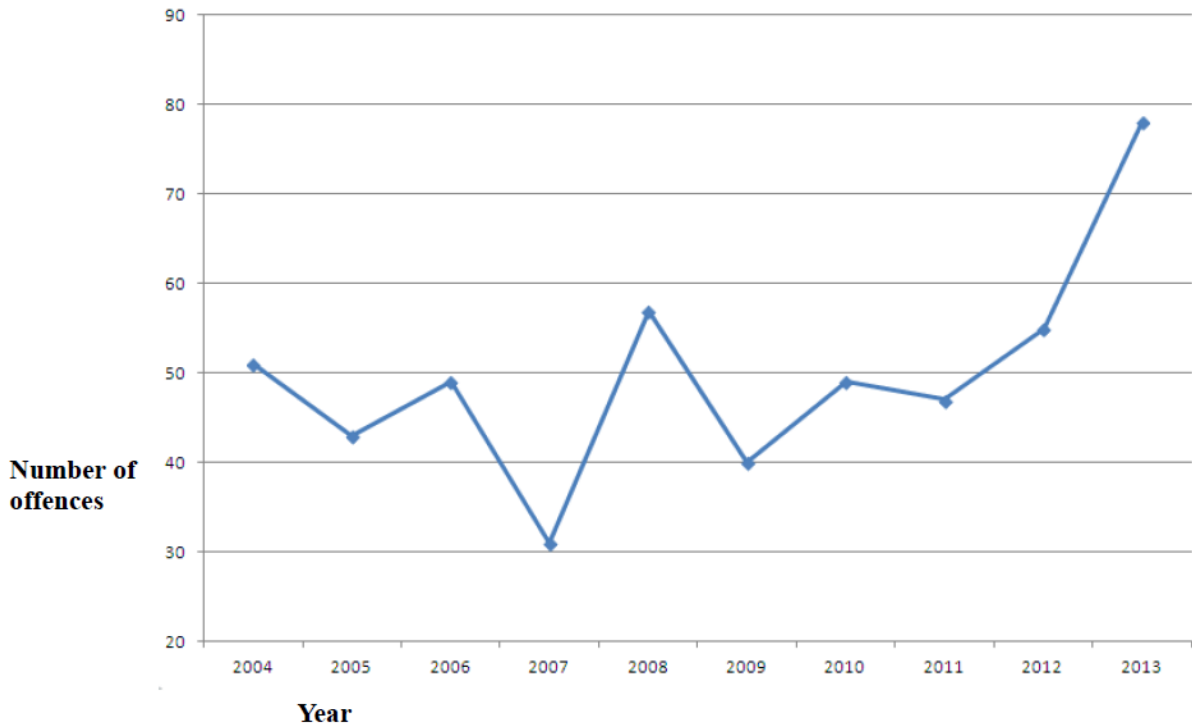
⁸ *Inequalities in Health: A Strategy for the Belfast Health and Social Care Trust, The Rainbow Project, 2010*

⁹ *Through Our Eyes: Perceptions and Experiences of Lesbian, Gay and Bisexual People towards Homophobic Hate Crime and Policing in Northern Ireland, The Rainbow Project, 2009*

represents 37.7% of all incidents with a homophobic motivation recorded in N Ireland in 2014/ 15 (334). The Bulletin also reports that there were 82 recorded crimes with a homophobic motivation in Belfast, an increase of 9 recorded crimes (or 12%) from the previous year. This represents 39.2% of all recorded crimes with a homophobic motivation across N Ireland in 2014/ 15 (209 recorded crimes in NI with a homophobic motivation).¹⁰

4.27

Figure 17: Hate Crimes Offences Recorded with a Homophobic Motivation



Source: NISRA

4.28 Whilst the plan is unlikely to bring forward specific proposals and policies for this group, it is anticipated that many of the measures in a Local Development Plan aimed at providing a range of house types, creating employment and accessible services as well as improving safety and security will benefit this group.

(G) Disability and Health

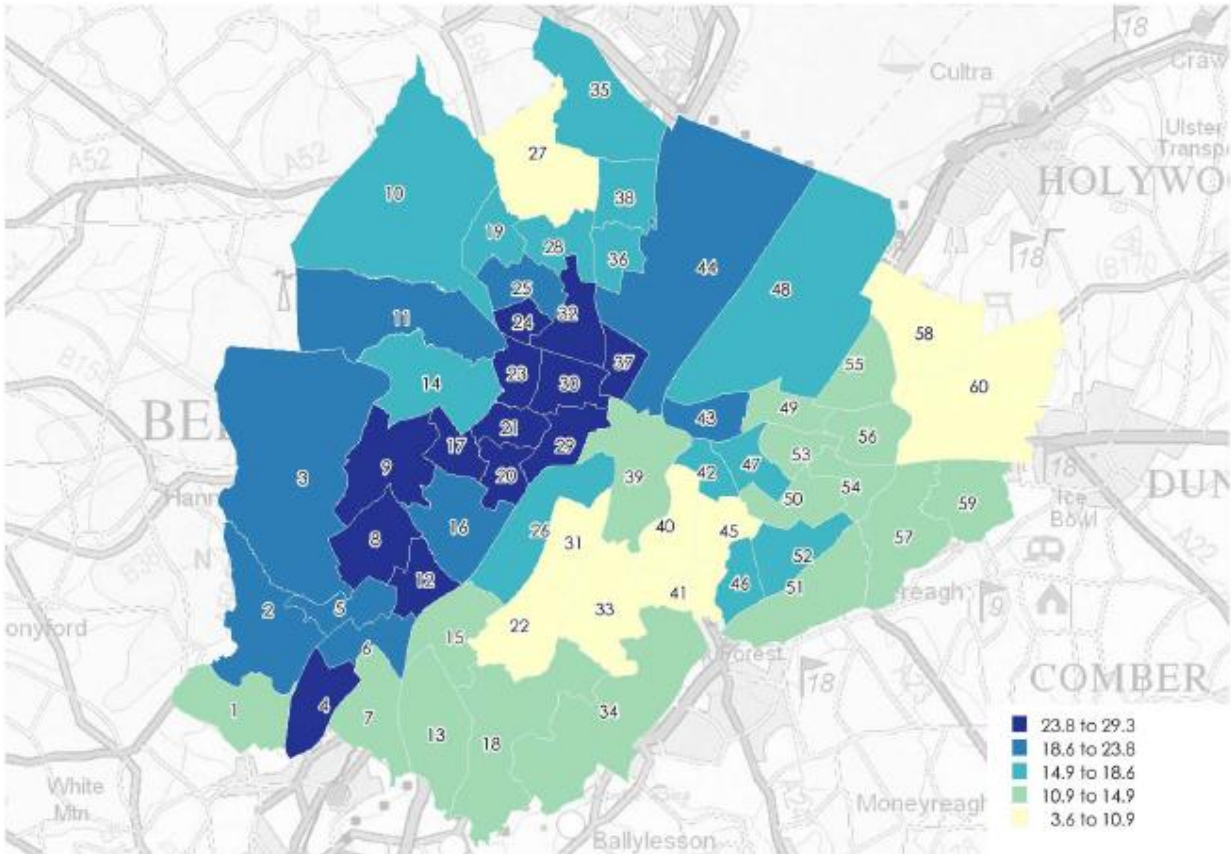
4.29 In February 2014, there were 55,480 people, or 16.6% of all residents, in receipt of at least one disability-related benefit in Belfast. Belfast had the second highest proportion of disability-related benefit recipients (Belfast Profile 2015).



¹⁰ PSNI Annual Bulletin “Trends in Hate Motivated Incidents and Crimes Recorded by the Police”, August 2015

Belfast's disability-related benefit claimant level is above the Northern Ireland average of 13.9%. The highest concentrations of disability related benefits claimants are located in areas of North and West Belfast. This is to be contrasted with some areas in the South and East, which have some of the lowest levels of disability related benefits in Northern Ireland (see map overleaf).

Figure 18: Proportion of People in Receipt of at Least on Disability-related Benefit at Ward Level, February 2014



1	Lagmore	23	Woodvale	45	Ravenhill
2	Poleglass	24	Ardoyne	46	Cregagh
3	Collin Glen	25	Cliffonville	47	Beersbridge
4	Twinbrook	26	Blackstaff	48	Sydenham
5	Stewartstown	27	Cavehill	49	Connswater
6	Ladybrook	28	Chichester Park	50	Orangefield
7	Dunmurry	29	Falls	51	Hillfoot
8	Shaw'S Road	30	Shankill	52	Merok
9	Turf Lodge	31	Windsor	53	Bloomfield
10	Legoniel	32	Water Works	54	Sandown
11	Forth River	33	Stranmillis	55	Belmont
12	Andersonstown	34	Belvoir	56	Knock
13	Finaghy	35	Belvue	57	Shandon
14	Ballygomartin	36	Fortwilliam	58	Garnerville
15	Musgrave	37	New Lodge	59	Gilnahirk
16	Falls Park	38	Innisfayle	60	Stormont
17	Ballymurphy	39	Central		
18	Upper Malone	40	Ormeau		
19	Ballysillan	41	Rosetta		
20	Beechmount	42	Woodstock		
21	Clonard	43	Ballymacarrett		
22	Malone	44	Duncairn		

Source: NISRA

- 4.30 In 2012/2013, 12.05% of all usual residents in the old Belfast council area provided some unpaid care to friends, families and others. The proportion of unpaid carers varies between Belfast Wards from the low proportions found in the South Belfast Wards of Botanic, Windsor, Ballynafeigh and Stranmillis (all less than 10%) to the highest proportions in the West Belfast Wards of Andersonstown, Ladybrook, Finaghy and Falls Park (all over 14.5%). The differentials within the city are not particularly pronounced.
- 4.31 The link between health and wealth is well rehearsed, as is the relationship between mobility and health. Therefore, as with other groups planning has a role in accommodating accessible housing, employment and services. Planning also has a role in helping to improve the health and well-being of people by avoiding development which would result in a deterioration in air or water quality; safeguarding and facilitating open space, sport and outdoor recreation; managing the adverse impacts of noise and nuisance by influencing the location, layout and design of new development. Planning also has a role in recognising and facilitating development to meet the needs of carers, by facilitating houses for those with special circumstances or extension of homes to include “granny annexes”.

(H) Religious Belief

- 4.32 The designation of settlements and provision of development opportunities needs to be carefully considered against the needs and spatial distribution of people of different religion or political opinion to prevent prejudice of any religious or political group and thus meet the requirements of Section 75 of the Northern Ireland Act.
- 4.33 The 2011 census detailed that 48.8% of the Belfast population belong to or were brought up in the Roman Catholic religion; 42.5% belong to or were brought up in a ‘Protestant and Other Christian (including Christian related) religions; 1.6% belong to or were brought up in other religions; and 7.1% belong to or were brought up in no religion.

Figure 19: Percentage of people & Religion belonging to or Religion in which they were brought up- 2011

	Roman Catholic (%)	Protestant / Other Christian (%)	Other Religions / Philosophies (%)	No religion / None Stated (%)
N. Ireland	45.14	48.36	0.92	5.59
Belfast (LGD 2014)	48.82	42.47	1.57	7.14

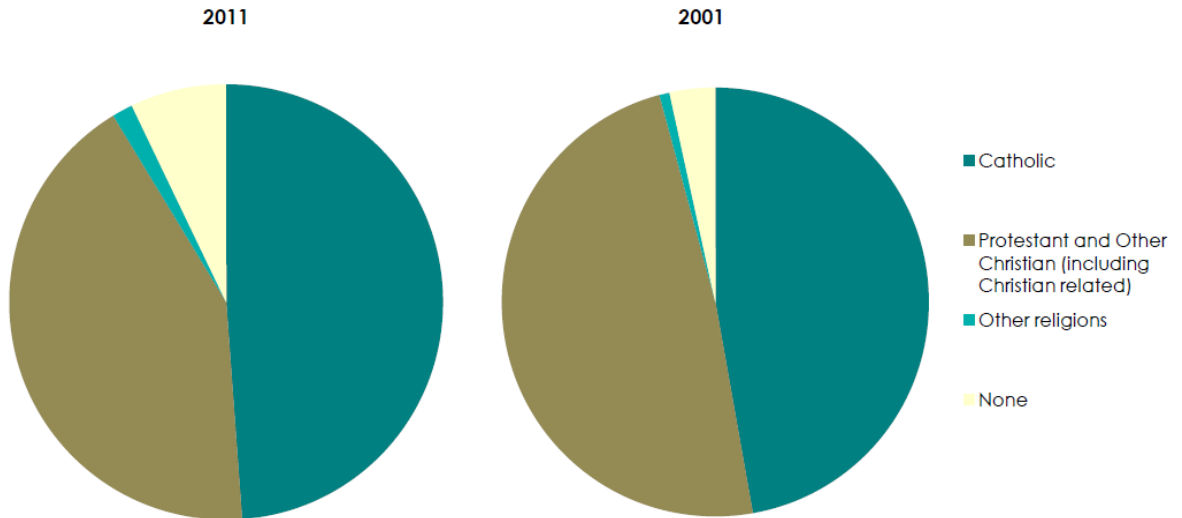
Source: NISRA Census 2011

- 4.34 Since the 2001 Census the proportion of the Belfast population that belong to or were brought up in:
- No religion has more than doubled with an increase of 3.7 percentage points from 3.4%;
 - The Roman Catholic has increased by 1.6 percentage points from 47.2%;
 - Protestant and Other Christian have decreased by 6.1 percentage points from 48.6%;
- and

- Other religions have doubled, growing by 0.8 percentage points from 0.8%.

4.35 Research by Queen’s University Belfast on changing levels of segregation as indicated by 2011 census states the following: “Northern Ireland, as a whole, has experienced a fall in residential segregation between 2001 and 2011. It is likely that Belfast has shared in this trend with the rest of Northern Ireland. However, it is likely that the decrease between 2001 and 2011 is a result of the demographic balance of some areas being changed by immigration, by changes in the way in which people describe their religion in the Census, to local differences in births and deaths between Catholics and Protestants, and to genuine mixing in some areas.”

Figure 20: Religion or religion brought up Belfast (LGD 2014) – 2011



Source: NISRA Census 2011

4.36 The Strategic Planning Policy Statement recognises that the planning process has an important role to play in the delivery of good quality housing that supports the creation of more balanced communities. Balanced communities can contribute positively to the creation and enhancement of shared spaces and vice-versa.

(I) Political Opinion

4.37 In May 2014, 60 councillors were elected to represent the people of Belfast in the expanded city. The council is divided between the predominant political groupings found in Northern Ireland, with 26 Nationalist councillors (Sinn Fein and the SDLP) and 24 Unionist councillors (DUP, UUP, PUP and TUV). This leaves the balance of power with the non-designated councillors from the Alliance Party, Green Party and People before Profit.

Figure 21: Number of Political Party Representatives on Belfast City Council

Sinn Fein	SDLP	Alliance	Green	People Before Profit	DUP	UUP	PUP	TUV
19	7	8	1	1	13	7	3	1

5.0 Issues and Approaches

Summary of Key Issues

5.1 It is clear that Belfast faces complex challenges and opportunities including:

- Persistently **high levels of inequality** between the affluent suburbs in the South and East of the city and the neighbourhoods in West and North Belfast that are the most deprived and segregated in Northern Ireland.
- A **higher than average working age population** with lower than NI average child and pension age populations.
- Higher life expectancy leading to an **ageing population** as the number of pensioners is predicted to increase across Northern Ireland by 40% by 2025.
- A considerably **higher level of single people** over 16 (45.32%) compared with the NI average of 36.14%, which is reflected in the lower level of households with dependent children than the NI average (29.74% compared with 33.85%)
- Belfast has the **highest proportion of single person households** of all the new Local Government Districts in Northern Ireland with over 1/3 of all properties falling within this category.
- Belfast, whilst the **most ethnically diverse LGD**, is not particularly racially diverse but some super output areas now have more significant national minority groups.
- Belfast has a proportionally **small LGBT community**, with 1.4% in NI self-selecting this sexual orientation category in the Integrated Household Survey in 2013.
- Areas in North and West Belfast have significantly **higher concentrations of disability related benefits claimants** than the Northern Ireland average and the low levels found in the South and East of the city council area.
- Belfast remains subject to **religious segregation** in working class communities with higher proportions of the population declaring themselves as non-religious, a small increase in those stating their religious background as Roman Catholic and a more significant decrease of 6.1% for those declaring Protestant backgrounds.
- The **religious background affiliation** is in part reflected in part by the political composition of the council with 26 nationalist councillors and 24 unionists with the 10 non-designated councillors holding the balance of power.

5.2 The local development plan can assist building inclusive and cohesive communities addressing everyone's needs by providing equality of opportunity, facilitating employment and wealth creation, providing accessible services, increasing transportation options and promoting shared space. Decisions must be made based on targeting deprivation and being aware of the consequences for different communities. The policy areas where a local development plan is likely to have an impact on Section 75 groups is summarised in Appendix C. This has been able to inform the initial screening of the LDP for an Equality Impact Assessment.

5.3 It is important to acknowledge that geographic location and design of housing, work, shopping, recreation and social facilities affects everybody, however, it is particularly likely to impact on equality of opportunity and community relations between different groups

based on religion, political opinion, age, gender and people with and without a disability (Appendix C).

- 5.4 From the evidence gathered, several community needs can be identified which should form the basis of further discussion with relevant stakeholders and community groups in formulating the Community Plan and which in turn can inform the Local Development Plan. These are summarised below alongside suggested approaches that planning should adopt to address them.

A Settlement Strategy

- 5.5 To ensure that development is balanced and sustainable and helps to improve the quality of life for existing communities, intervention is needed. Plan making allows local people the opportunity to present their vision of how an area can be developed based on two guiding principles:
- *Sustainable Development* based on four objectives: social progress that meets the needs of everyone; effective environmental protection; prudent use of natural resources; and maintaining high and stable levels of economic growth.
 - *Equality of Opportunity* between people of different religious belief, political opinion, racial group, age, sex, marital status, physical ability, sexual orientation, and those with/without dependants. This includes promoting good relations between persons of different religious belief, political opinion and racial group (Northern Ireland Act 1998, Section 75)
- 5.6 These principles are also complemented by objectives aimed at addressing poverty (Lifetime Opportunities - Anti-Poverty and Social Inclusion Strategy for Northern Ireland) and ensuring the special needs of rural communities are considered (Rural Proofing).
- 5.7 To achieve the RDS objectives of promoting population growth and economic development in the main hubs and sustaining rural communities living in small towns, villages, small rural settlements and the open countryside, a strategy for accommodating growth can be defined based on the following settlement hierarchy:
- **Principal City** – *Belfast City acts as the main service centre. It is therefore intended to focus major population and economic growth in the principal city to maximise the benefits from efficient use of existing facilities, infrastructure and its strategic location on the transport corridors. It is anticipated that the attraction of the city centre will be reinforced by retail, office and mixed use development. Belfast City will accommodate economic development through expansion and creation of industrial estates and modern enterprise and business centres. It will accommodate new residential development both within the existing urban fabric and through the expansion and creation of new neighbourhoods.*
 - **Local/Small Towns** - *These are important local service centres providing a range of goods, services, leisure and cultural facilities to meet the needs of their rural hinterland.*

Growth should be balanced across these towns to sustain, consolidate and revitalise them, focusing new retail and services within their town centres and providing opportunity for privately led economic investment in business and industry. These towns also can accommodate residential development in the form of housing estates, smaller groups or individual houses.

- **Villages** – *These important local service centres, provide goods, services and facilities to meet the daily needs of the rural area. They are good locations for rural businesses and can accommodate residential development in the form of small housing estates, housing groups and individual dwellings.*
- **Small settlements** – *These act as a focal point for the rural community and take the form of a rural cluster or cross roads development where consolidation of the built form can provide opportunity for individual dwellings and/or small groups of houses and small rural businesses.*
- **Dispersed Rural Communities** – *These take into account remoteness, evidence of community activity associated with focal points e.g. school, shop, and an established dispersed pattern of settlement. Policies within DRCs may include provision for small-scale housing, appropriate economic development enterprises, and new social or community facilities.*
- **The Open Countryside** - *Outside settlements, residential and other types of development will also be facilitated so long as it is balanced between protection of the environment from inappropriate development, while supporting and sustaining vibrant rural communities. The rural area offers opportunities in terms of the potential for growth in new sectors, the provision of rural recreation and tourism, its attractiveness as a place to invest, live and work, and its role as a reservoir of natural resources and highly valued landscapes.*

5.8 Under the Strategic Planning Policy Statement (SPPS), Councils will be expected to bring forward a strategy for development in the countryside. This should reflect the aim, objectives and policy approach of the SPPS tailored to the specific circumstances of the plan area.

5.9 In defining where each settlement sits in the hierarchy, account should be taken of a wide range of factors, including the RDS spatial framework, the population of individual settlements and an assessment of the role or function of settlements. The housing paper that follows will focus in more detail on apportioning housing within the settlement hierarchy.

Population Change

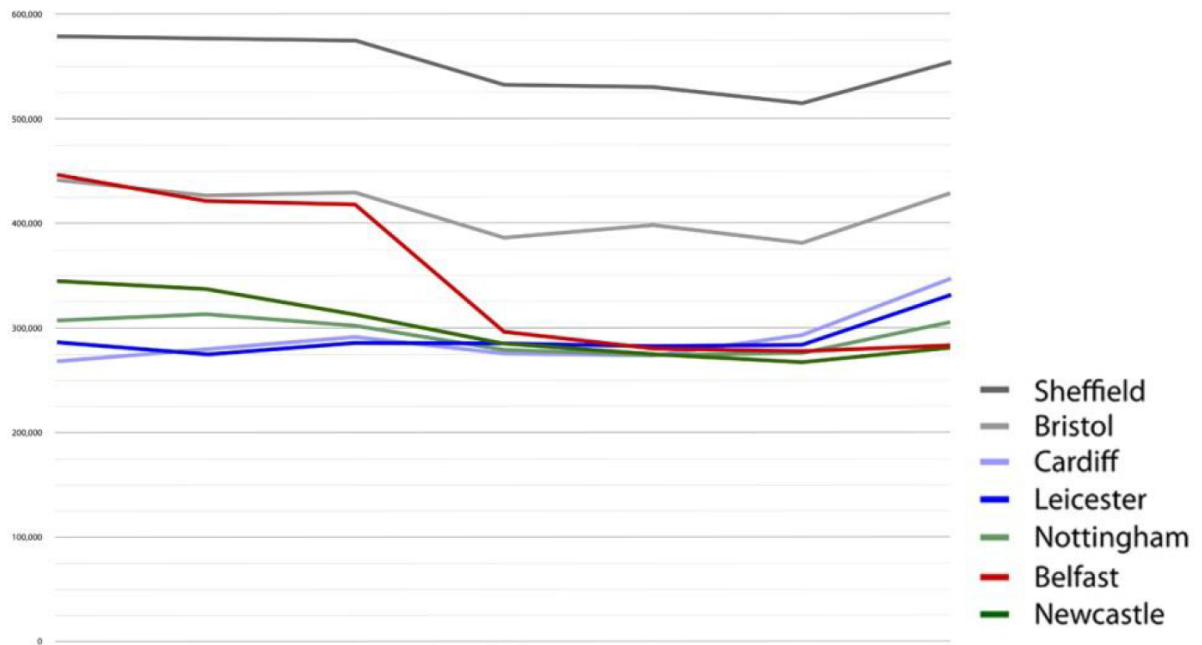
5.10 Population does not remain static, and while the Census 2011 provides us with a wealth of data regarding the profile of the District at that time, it cannot be used in isolation to

determine the future needs of the area. It is therefore prudent to consider both past growth rates and projections for the future.

- 5.11 In October 2015, NISRA published the key findings from the 2014-based national population projections, which replaced the 2012-based projections published in November 2013. National population projections provide an estimate of the future size and age structure of the population of Northern Ireland. Population projections are widely used in policy development in areas such as housing, healthcare and education. Population projections are also used as the base for other national statistics releases, such as household projections. However, it is important to note that these projections are not forecasts and do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour.
- 5.12 The HGIs were calculated on the basis of the now superseded 2012-based dataset, which is likely to have underestimated housing growth when compared to the 2014-based population projections. In addition, the HGIs provide an indication of housing growth to 2025, whereas the LDP will require housing need to be modelled over a longer period to align with the emerging plan period of 2014 – 2035.
- 5.13 With these changes in mind, the Council have commissioned a Population and Housing Growth Study. The first stage in this project involved the completion of a baseline review of factors that will have an impact on future population and household growth in Belfast and, therefore, its need for housing. This baseline research undertaken as part of this Study considered:
- The changing historic population profile of Belfast and factors which have shaped its development;
 - Future potential trend-based demographic projections of population growth;
 - The implications of these projected scenarios of population growth on the labour-force of the authority;
 - The evolution of the housing market within Belfast through analysis of a series of housing market signals; and
 - The implications of the comparative demand and need for housing on the formation of households historically in the authority and its implications over the plan period.
- 5.14 This report presents the outputs of analysis considering the establishment of a reasonable range of potential scenarios of population and household growth within the Local Government District (LGD) of Belfast. This suggested that population growth in accordance with official population projections would result in limited or no growth in the labour force, effectively constraining economic growth.
- 5.15 Comparisons with cities of a similar size across the UK shows that Belfast has gone from being one of the largest in the 1950s to one of the smallest now, despite a boundary change increasing the population by around 53,000 people in 2015. Most cities saw a decline in population during the 1960s as a result of new housing programmes, but Belfast's population continued to decline by over 33% from 1971 to 2011, whilst the

population of Northern Ireland as a whole increased by over 18%. The population of the city has seen modest increases in the last 10 years (about 1.3%), but continues to lag behind population growth in the rest of NI and, perhaps more crucially, other similar sized cities such as Cardiff and Sheffield who have reversed population decline.

Figure 22: Population Growth in Belfast and Other UK Cities 1951 – 2011



Source: Prof Frank Gaffikin, Queen's University Belfast

- 5.16 There have been recent changes in trends as Belfast has seen sustained population growth since 2006, reversing the prolonged decline in population recorded over the last five decades. However, this period has continued to be characterised by a net outflow of people to other parts of NI, which though reducing in scale since 2008, has traditionally resulted in an outflow of younger working age residents. This was supplemented by a strong net inflow of migrants from Great Britain and internationally between 2006 and 2009, although migration – both internal and international – has been largely balanced over the past two years.
- 5.17 The official population projections continue to suggest slow growth in Belfast's population (only 4.79% to 2035). However, this will need to be accelerated if Belfast and Northern Ireland as a whole are to remain competitive. Allowing existing trends to continue in terms of slow population growth would not support the level of economic growth required to allow Belfast to drive the Region's economy without unsustainable levels of commuting into the City to service the employment opportunities created. The preferred growth option contained within the LDP should instead seek to secure an ambitious level of inclusive growth to enable the City to compete with similar sized cities elsewhere in the UK in terms of attracting investment, creating jobs and driving the Regional economy.
- 5.18 A full copy of the Council's Population and Housing Growth Study, including a full analysis of the demographic context in Belfast is published alongside this topic paper as part of the consultation on the Preferred Options Paper.

Ageing Population

- 5.19 Over the period, the demand for facilities to cater for the needs of older people will grow. Many older people have to live on reduced incomes, have disabilities and reduced mobility. This influences not only the number of new houses required but also the design (e.g. suitability for disabled residents); the need for more retirement homes, nursing and care homes and the need for housing support services. Ease of access to community facilities, general recreation and shops will also be important.
- 5.20 An increase in pension age will increase the number of people of working age, resulting in the need for more jobs, particularly for women. The Plan should provide sufficient employment land to meet the expected employment needs.

Community Infrastructure

- 5.21 Belfast has significant issues in terms of its socio-demography with wards of high deprivation levels and health inequalities. The LDP will be a mechanism through which healthy social and physical environments can be encouraged through identifying sites of leisure, health and social care facilities to serve cross-boundary populations and support Belfast as a 'Healthy City'. Belfast City Council is also progressing a Leisure Transformation Programme.
- 5.22 Within education there have been significant restructuring of education facilities in terms of school amalgamation, closures and new facilities like the relocation of Ulster University into the City centre. Although recent trends would suggest that the proportion of children under 16 years is set to decline slightly, this group will influence the demand for and provision of childcare facilities, nursery, primary and secondary schools as well as accessibility to community and leisure facilities. Any such facilities identified by education providers will be reflected in the Plan.
- 5.23 There are some communities within the Council District which have problems of multiple deprivation particularly in parts of North and West Belfast where income and employment are the key concerns. The Plan can help tackle social deprivation and inequalities in the labour market by providing enough employment land, which is accessible to the majority of people, improve local provision and access to social and community facilities.

Health and Well-being

- 5.24 Overall, the health of the area is improving with people living longer. However, there are inequalities in health across the area with long-term disability a particularly pronounced problem in areas most affected by multiple deprivation. There is also evidence of overarching health and well-being policies being utilised elsewhere in the UK to ensure healthy and active lifestyles are considered and promoted in all new developments. This will be particularly important where new developments are based within or adjacent to areas with known health inequalities.

5.25 The Plan has a role in helping to improve the health and well-being of people by:

- Avoiding development which would result in a deterioration in air or water quality;
- Safeguarding and facilitating open space, sport and outdoor recreation;
- Improving accessibility to local open space and leisure facilities and improving connectivity to existing walking and cycling routes;
- Managing the adverse impacts of noise and nuisance by influencing the location, layout and design of new development; and
- Supporting provision of jobs and services.

Community Cohesion

5.26 Belfast remains subject to segregation in working class communities with higher proportions. It is recognised that the division and disconnection within the city can increase social exclusion and limit the potential for regeneration and transformation. Development which addresses socio-economic and spatial imbalances and which meets local needs whilst also having city wide benefit should be facilitated. Planning and regeneration processes offer the potential to reconnect the city and encourage the development of a shared urban environment to which everyone has access. In this context, the LDP could identify development land of strategic importance in inner-city areas that could contribute to enhancing spatial connectivity and community cohesion.

5.27 Encouraging development that contributes to an enhancement of spatial connectivity and community cohesion is important in reconnecting the city physically and socially. There are a range of measures across a number of LDP policy areas that can contribute to a more coherent urban form and improved community relations, such as:

- Establishing mixed-use developments and integrated, mixed-tenure housing schemes;
- Delivering strong neighbourhood centres;
- Facilitating temporary uses in interface locations;
- Ensuring active street frontages; and
- Providing buildings that provide public services in neutral and accessible locations.

5.28 A joined up approach to issues of spatial connectivity and community cohesion, together with early consultation with communities likely to be affected by proposed developments, is important in contributing to reconnection of the city and encouraging good relations. This is of particular importance in relation to the Executive's goal for the removal of all interface barriers by 2023 and the need for the plan to consider the potential for utilisation of all land within the City. Developments within or near interfaces have potential to contribute to this long-term objective in addition to the local and city regeneration objectives.

Equality Impact

5.29 The location and design of development is likely to have a significant impact on equality of opportunity and community relations between different groups based on religion, political opinion, age, gender, disability and people with and without dependants. The new Local

Development Plan will need to have special regard to these groups and their needs and any impact upon them examined through an Equality Impact Assessment.

Housing Mix

- 5.30 Household size is expected to decrease with more single and mature single formations, particularly with an older population. This will influence the number, type and size of houses needed. The Plan has a role in identifying appropriate sites for housing and can specify where the development of certain house types or a mix of house types will be required.

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Glossary

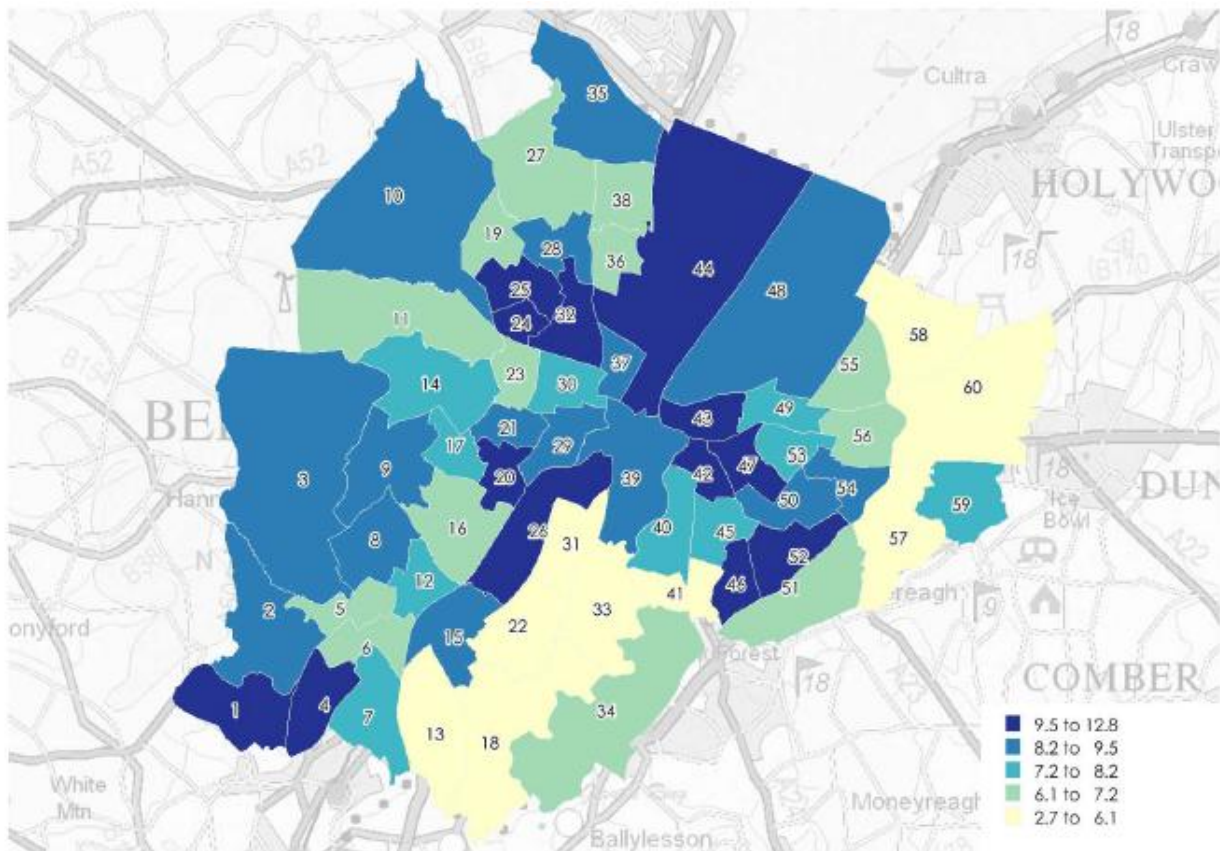
Relative poverty:

An individual is considered to be in relative poverty if they are living in a household with an equivalent income below 60% of UK median income in the year in question. This is a measure of whether those in the lowest income households are keeping pace with the growth of incomes in the population as a whole. In 2013-14, the relative poverty threshold for a couple with no children was an income of £272 per week (BHC) from all sources. For a couple with children the threshold would be higher and for a single person (without children) the threshold would be lower.

Absolute poverty:

An individual is considered to be in absolute poverty if they are living in a household with an equivalent income below 60% of the (inflation adjusted) median income in 2010-11. This is a measure of whether those in the lowest income households are seeing their incomes rise in real terms. In 2013-14 the absolute poverty threshold for a couple with no children was an income of £280 per week (BHC).

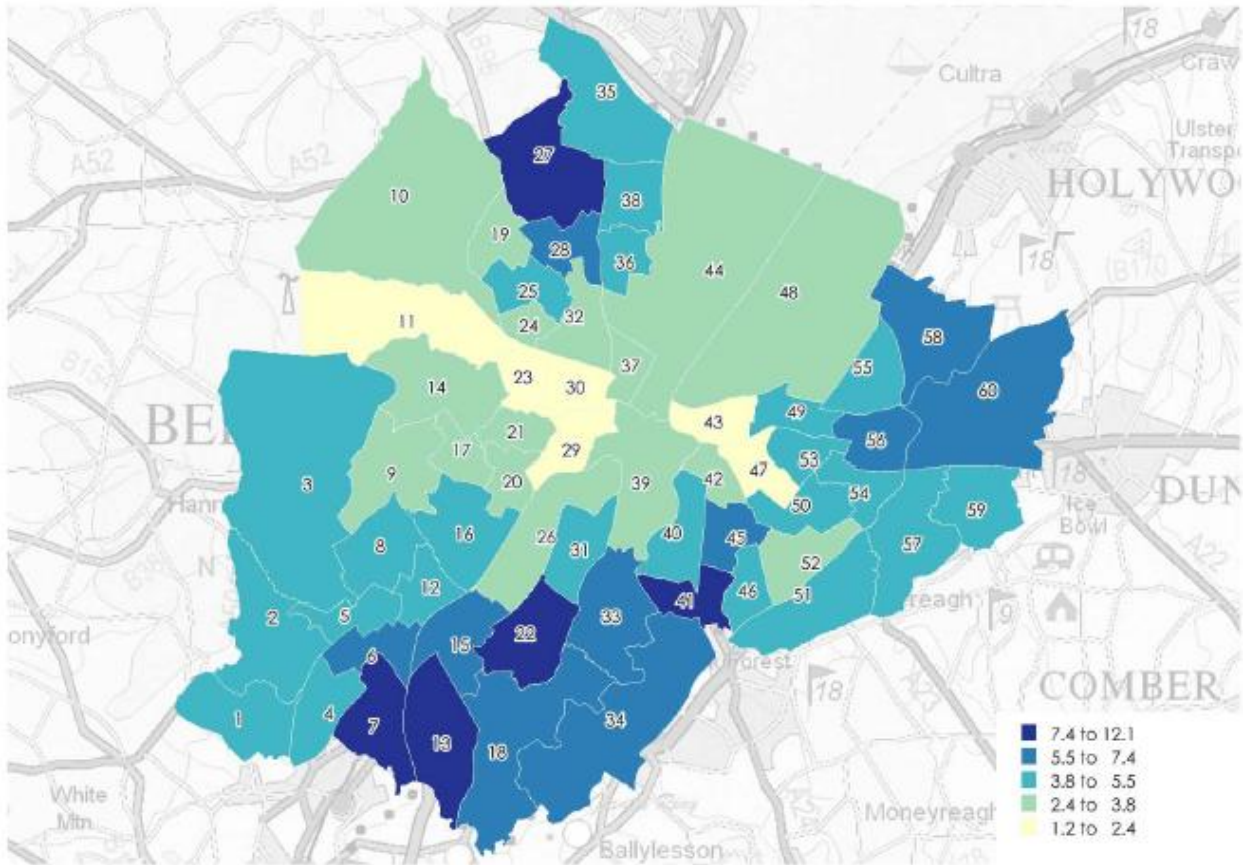
Appendix A: Proportion of People Aged 16 Years and Over Enrolled in Further Education by Ward (2011/2012)



1	Lagmore	23	Woodvale	45	Ravenhill
2	Poleglass	24	Ardoyne	46	Cregagh
3	Collin Glen	25	Cliffonville	47	Beersbridge
4	Twinbrook	26	Blackstaff	48	Sydenham
5	Stewartstown	27	Cavehill	49	Connswater
6	Ladybrook	28	Chichester Park	50	Orangefield
7	Dunmurry	29	Falls	51	Hillfoot
8	Shaw'S Road	30	Shankill	52	Merok
9	Turf Lodge	31	Windsor	53	Bloomfield
10	Legoniel	32	Water Works	54	Sandown
11	Forth River	33	Stranmillis	55	Belmont
12	Andersonstown	34	Belvoir	56	Knock
13	Finaghy	35	Bellevue	57	Shandon
14	Ballygomartin	36	Fortwilliam	58	Garnerville
15	Musgrave	37	New Lodge	59	Gilnahirk
16	Falls Park	38	Innisfayle	60	Stormont
17	Ballymurphy	39	Central		
18	Upper Malone	40	Ormeau		
19	Ballysillan	41	Rosetta		
20	Beechmount	42	Woodstock		
21	Clonard	43	Ballymacarrett		
22	Malone	44	Duncairn		

Source: NISRA

Appendix B: Proportion of People Aged 16 Years and Over Enrolled in Higher Education by Ward (2011/2012)



1	Lagmore	23	Woodvale	45	Ravenhill
2	Poleglass	24	Ardoyne	46	Cregagh
3	Collin Glen	25	Cliftonville	47	Beersbridge
4	Twinbrook	26	Blackstaff	48	Sydenham
5	Stewartstown	27	Cavehill	49	Connswater
6	Ladybrook	28	Chichester Park	50	Orangefield
7	Dunmurry	29	Falls	51	Hillfoot
8	Shaw'S Road	30	Shankill	52	Merok
9	Turf Lodge	31	Windsor	53	Bloomfield
10	Legoniel	32	Water Works	54	Sandown
11	Forth River	33	Stranmillis	55	Belmont
12	Andersonstown	34	Belvoir	56	Knock
13	Finaghy	35	Bellevue	57	Shandon
14	Ballygomartin	36	Fortwilliam	58	Garnerville
15	Musgrave	37	New Lodge	59	Gilnahirk
16	Falls Park	38	Innisfayle	60	Stormont
17	Ballymurphy	39	Central		
18	Upper Malone	40	Ormeau		
19	Ballysillan	41	Rosetta		
20	Beechmount	42	Woodstock		
21	Clonard	43	Ballymacarrett		
22	Malone	44	Duncairn		

Source: NISRA

Appendix C: A preliminary identification of local planning policy likely to have an impact on community relations and social equality

POLICY TYPE	Religious Belief	Political Opinion	Racial group	Age	Marital	Sexual Orientation	Gender	Disability	Dependency	Nature of policies and likely impact of policies on the S75 Groups
Settlement	x	x	x	x	x	x	x	x	x	Designation and status of settlements is not a particularly significant part of the Local Development Process for Belfast due to the primacy of the city over the very small hamlets in the council area.
Housing	✓	✓	✓	✓	x	x	✓	✓	✓	Given the divided and segregated nature of Belfast, the quantum and distribution of zoned housing lands could have a differential impact on religious / political groups. The location, amount and tenure (whether it is social, affordable or private) will also have differential impacts on the ethnic groups, elderly persons/ house-forming people, persons with disabilities and those with dependents.
Business and Industry	✓	✓	✓	✓	x	x	✓	x	x	Quantum and distribution of employment land could result in differing access to employment for certain groups i.e. religion, race, gender and age
Open Space & Recreation	✓	✓	✓	✓	x	x	x	✓	✓	Quantum and distribution of open space and recreation facilities could result in differing levels of access for identified groups i.e. Religion / political. Also Disability, Gender, Dependency and Age.
Retailing and town centres	✓	✓	x	✓	x	x	✓	✓	x	The hierarchy of commercial centres from the city centre to district centres and local centres, development opportunities and control policies could result in differing levels of accessibility to retailing and leisure related services for identified groups. The city centre tends to be a neutral space.
Community Uses	✓	✓	x	✓	x	x	✓	✓	✓	Spatial and physical accessibility to Community uses can have particularly on religious groupings / political opinion, age and disability.
Transportation	✓	✓	x	✓	✓	✓	✓	✓	x	Differing levels of accessibility to all services depending on location/quality of infrastructure for identified groups.
Environment	✓	✓	x	x	x	x	x	x	x	Location of protected areas for conservation, archaeology or landscape could have differential impacts, positive or negative, for different groupings.
Minerals	✓	✓	x	x	x	x	x	x	x	The location of areas protected for / constrained from minerals proposals could have differential impacts, for different religion / political groups.

POLICY TYPE	Religious Belief	Political Opinion	Racial group	Age	Marital	Sexual Orientation	Gender	Disability	Dependency	Nature of policies and likely impact of policies on the S75 Groups
Countryside	✓	✓	✗	✓	✗	✗	✗	✗	✗	The location of policy areas and resultant protection / restrictions on development, could have differential impacts, positive or negative, for different groupings - religion / political. Also persons of house-forming age.
Services and Utilities	✓	✓	✗	✗	✗	✗	✗	✗	✗	Differing levels of accessibility to public services and utilities depending on location of facilities provided - religion / political.
Tourism	✓	✓	✗	✗	✗	✗	✗	✗	✗	Location of areas protected for and constraining tourism proposals could have differential impacts on different religious / political groups.
Design	✗	✗	✗	✓	✗	✗	✓	✓	✓	Design both in terms of appearance and physical access affects everyone but has a particular impact on people with mobility difficulties such as the disabled, elderly and people with young children.

Note: All policies affect everyone in the community in some way. Potential impacts have been identified where they are particularly pertinent to the special needs of a particular growth