

**Newry, Mourne & Down  
Local Development Plan  
Preparatory Studies**



**Paper 1:  
Population & Growth**

August 2014



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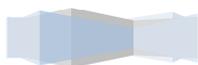
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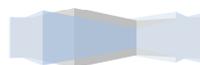


## **PURPOSE**

The purpose of the paper is to provide the Transitional Management Team and Shadow Planning Committee with baseline information on population, across the Newry, Mourne and Down Council Area which is one of the key drivers behind growth. It provides information on:-

- i. a profile of the population including different Section 75 groups of people, identifying those which the plan is likely to have an impact on;
- ii. a profile of the existing population, past population trends and population projections and household projections up until 2030; and
- iii. a proposed settlement strategy for accommodating growth.

Future papers will address land availability for housing, employment and economic development and town centres and opportunity sites. Together these papers will provide a firm foundation on which work can commence on a new planning strategy for Newry, Mourne and Down to replace that contained in the Ards & Down and Banbridge, Newry and Mourne Area Plans.



## **AIMS**

- To build the capacity of members to make informed planning decisions, particularly within the plan making context;
- To provide baseline information which will inform planning policy making at local level;
- To assess the land use needs of a growing population in the Newry, Mourne and Down District 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 and other strategic work being undertaken by the Council.

## **RECOMMENDATION**

That the Transitional Management Team and Shadow Planning Committee notes the findings and considers how to achieve balanced growth across Newry, Mourne and Down.



## Section1: Population Profile

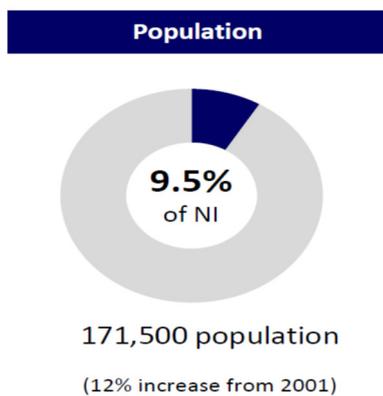
### **INTRODUCTION**

- 1.1** The purpose of the planning system is to secure the orderly and consistent development of land with the objective of furthering sustainable development and improving well-being. The new Local Development Plan will guide the future use of land in the Newry, Mourne and Down Area and will inform developers, members of the general public, communities, government, public bodies, representative organisations and other interests of the policy framework that is used to determine development proposals.
- 1.2** This paper sets out key baseline data and presents a potential growth strategy. Members are reminded that no formal decisions can be made until plan making power transfers to local government. Equally, any future decision making will need to be made within the context of a Sustainability Appraisal under the provision of Planning (Northern Ireland) Act 2011. This paper is therefore intended to generate members' ideas on how planning can best meet the needs of a growing community and different groups within the community.
- 1.3** Therefore, the key outputs of this paper are:
- to conduct a screening exercise of the people within our community (Section 75 Groups) who are likely to be affected by a local development plan;
  - to identify policy goals which may be used to formulate policy and assess the likely affects of the Plan on the various groups within our community; and
  - to consider the existing growth strategy and strategy to accommodate future growth.
- 1.4** Members' ideas on different options are welcome and will be subject to a sustainability assessment at a later date. The next three papers will address growth issues associated with housing, the economy and town centres.
- 1.5** It is important to stress to members that in compiling the report the best information available has been used. However, much of the data from the 2011 Census has not yet been released and it is anticipated that much of the area data will become available in Spring 2015. Accordingly, it is recommended that the report is reviewed at that time to establish whether this will result in any significant changes to the conclusions.

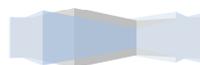
## Population of Newry, Mourne and Down

**1.6** The new Newry, Mourne and Down Council will have the 3rd largest population in Northern Ireland with a 2011 population of 171,500 over an area of approximately 1680 square km. This figure relates to the boundary of the new Council after the inclusion of most of Ballyward ward (population approx 2,300) from the Banbridge District Council. However, for the purposes of this paper, the figures presented as Newry and Mourne and Down will relate to the existing boundaries as this allows meaningful comparison with older Census data and more information is available for the individual Councils than the Cluster. The combined population of the two existing Councils in 2011 was 169,200. Population change has implications for the provision of housing, employment opportunities and public services including health, education and infrastructure. It is therefore important to know the components of population change and the characteristics of the population when planning for future growth. Planning is also about meeting the needs of everyone.

**Figure 1.1: NM&D Population**



**Figure 1.2: NM&D District Map**



## **SECTION 75 GROUPS (N.I. ACT 1998)**

**1.7** Section 75 of the Northern Ireland Act 1998 requires a public authority, in carrying out its functions relating to Northern Ireland, 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.

In addition, without prejudice to the above obligations, public authorities are required to have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or race.

**1.8** 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 our 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”. Therefore, the paper also examines the extent to which segregation occurs and the pattern of multiple deprivation.



## (A) Age Structure

**1.9** Newry & Mourne and Down is broadly in line with the Northern Ireland population age structure albeit with a slightly higher proportion of those under 16 years of age (Tables 1 and 2). In relation to age, it is young and old people who tend to be most vulnerable. Both Districts have a younger age structure than the NI average with the Newry and Mourne area particularly youthful (over 26% 0-15 years of age). Silverbridge 1 and Mayobridge 2 are the SOAs with the highest percentage aged 0-15 in NMDC, while Ballymote is the highest in Down. Other than Derryboy 2, there tends to be concentrations of elderly people in the areas within and around the towns. Examples are Donard and Shimna SOAs in Newcastle which have a concentration of people aged +65 with a median age of 49 and 43. This appears to reflect the tradition of retired people settling at the Coast. The increase in this age structure has implications for services traditionally aimed at the older / retired age group as the 45-64 & 65+ age group in 2011 will be in / near retirement age by the end of the plan period (2030) (source: Planning Palette/NISRA). Within the towns, there is a range of facilities including nursing homes, sheltered and other housing designed to meet their needs, together with better access to services. However, there are also many elderly people living in the countryside where access to services is more problematic (see Maps 1 & 2, Appendix 1).

**Table 1 – Age Structure of Population 2001**

	0-15 years (%)	16-64 years (%)	65+ years (%)
<b>N Ireland</b>	23.62	63.14	13.26
<b>DDC/ NMDC Cluster</b>	25.84	62.05	12.11

Source: Census 2011

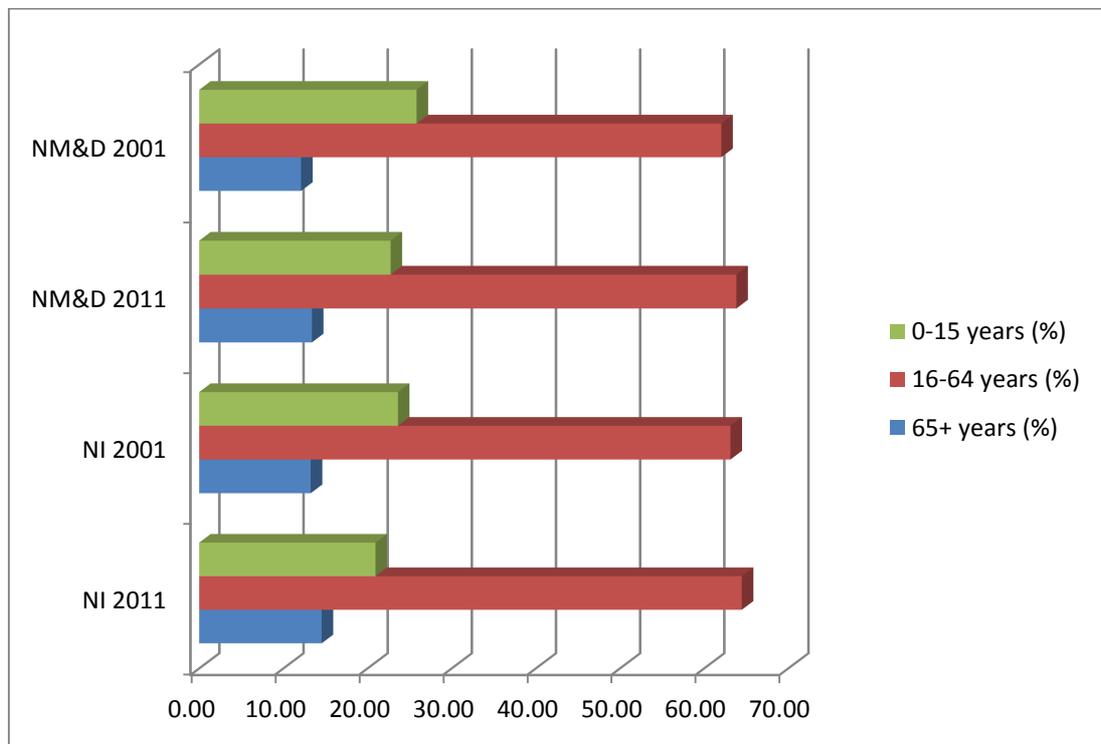
The table above excludes the portion of Ballyward ward which will transfer to NMD

**Table 2 - Age Structure of Population 2011**

	0-15 years (%)	16-64 years (%)	65+ years (%)
<b>N Ireland</b>	20.95	64.49	14.56
<b>DDC/ NMDC Cluster</b>	22.75	63.84	13.40

Source: Census 2011/Table KS102NI \*Cluster figure is total of two Councils excluding the portion of Ballyward ward which will transfer to NMD.

**Figure 1.3: NM&D Age Structure Change 2001-2011**



Source: Census 2001 & Census 2011

\*NM&D figure is total of two Councils excluding the portion of Ballyward ward which will transfer to NMD.

**1.10** The Northern Ireland trend is that the proportion of people over 65 years of age is growing and is expected to reach 20% of the total population by 2027 (NISRA 2012-based population projections). The district is likely to follow this trend. A key issue for elderly people is poverty with many older people having to live on reduced incomes, with reduced mobility and increased disability. Nearly one half of people over 60 in Northern Ireland live with a long term illness or disability and this grows with age (Census, 2001). Over one fifth (22%) of Northern Ireland’s pensioners live in low income households (defined as below 60% of medium income after deducting housing costs), some 4% points above the UK average (Family Resources Survey, 2007). This is reflected in car ownership with one fifth of retired couples and two thirds of single pensioners living in households without a car. It is also reflected in fuel poverty. In 2006, a third of all households were in fuel poverty with single pensioners being the group at greatest risk (Northern Ireland Housing Survey, 2008).

- 1.11** The growing number of elderly is a key factor in declining average household size, projected to fall within the two current Newry & Mourne and Down Council Areas. The average household size in both districts is projected to remain above the NI average for the period 2008-2023 (NI:2.58-2.40; DDC:2.72-2.50; & NMDC:2.89-2.76) with Newry and Mourne significantly above the NI average (NISRA Household Projections, 2008). 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 and facilitate housing units to meet the needs of the elderly, particularly nursing homes, sheltered accommodation and smaller sized units. This will be discussed in the Housing and Settlement paper. It also has a role in ensuring such units are accessible. Building control ensures design compliance, however planning needs to ensure that housing 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.
- 1.12** Over twenty-two percent of the NM&D population is under 16. The number of children under 16 in the Cluster is projected to rise by 5,264 between 2008 and 2023 with the Newry & Mourne District total projected to rise by 5,116 to 28,620 and a much smaller increase of 148 in Down District to 15,504 (NISRA, Population Projections 2008). South Armagh has a younger than district average makeup (source: Planning Palette/NISRA). This will have implications for provision of crèches, nurseries and schools. In particular, the projected increase in the number of children under 16 within Newry & Mourne will strengthen the need for the provision of facilities such as educational services, play areas and parks.
- 1.13** Children are also a vulnerable group. Over one quarter (26%) of children in Northern Ireland are living in low income households (FRS, 2007). Young people do not have independent use of a car. Therefore, safe and sustainable access to community and recreation facilities, including play parks and playing fields, remains high on the agenda.
- 1.14** All of the above issues are also relevant to people between 16 and 65, the key difference being employment is a major issue for those people of working age. In 2013 the claimant count for Down and Newry & Mourne Districts was 2163 and 3254 people respectively. This relates

to 4.9% and 5.1% of the working age population, against a NI average of 5.0% (DFP Claimant Count, Nov 2013). Unemployment is a particular issue for young people, with unemployment for those aged 16-25 rising from 12 to 19% between 2008 and 2010. Unemployment is looked at in more detail later.

## ***(B) Marital Status***

**1.15** Between 2001 and 2011, there has been an increase in the proportion of single people in N. Ireland. In the Newry & Mourne and Down Council areas, the trend is similar, albeit with a slightly higher proportion of married people and lower proportion of divorced people (Table 3). This could be due to the high percentage of Catholics within the cluster and the views they may hold associated with marriage and divorce.

**Table 3a - Marital Status in 2011**

	<b>All People ≥ 16</b>	<b>Single (never married) (%)</b>	<b>Married * (%)</b>	<b>Divorced (%)</b>	<b>Widowed ** (%)</b>
<b>NI</b>	1,431,540	36.14	51.63	5.45	6.78
<b>DDC/NMDC Cluster</b>	130,708	36.08	52.89	4.77	6.35

Source: Census 2011/KS103NI & Census 2001/Marital Status .

\*2011 Married – This includes people who were remarried; those who are separated but still legally married; and those in a same-sex civil partnership.

\*\* 2011 Widowed includes surviving partner from a same-sex civil partnership. \*\*\* Cluster figure is a total of 2 Council 2011 NISRA figures excluding the portion of Ballyward ward which will transfer to NMD .

**Table 3b - Marital Status in 2001**

	<b>All People ≥ 16</b>	<b>Single (never married) (%)</b>	<b>Married * (%)</b>	<b>Divorced (%)</b>	<b>Widowed** (%)</b>
<b>NI</b>	1,287,211	33.11	54.96	4.12	7.81
<b>DDC/NMDC Cluster</b>	111,892	33.21	56.33	3.2	7.26

Source:- Census 2001 - KS04.

\*2001 Married – This includes people who were remarried; those who are separated but still legally married; and those in a same-sex civil partnership.

\*\* 2001 Widowed includes surviving partner from a same-sex civil partnership.

\*\*\*Cluster figure is a total of 2 Council 2001 NISRA figures excluding the portion of Ballyward ward which will transfer to NMD.



**1.16** Official statistics (NISRA Census Table: KS103NI) categorise couples (unmarried) who are co-habiting as single. This potentially is misleading as to the household needs of the population. In this case, the challenge is providing housing to meet the needs of 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).

### *(C) Gender and Life Expectancy*

**1.17** The usually resident population is broadly split on a 50/50 basis between men and women. Life expectancy continues to improve for both males and females. Over the period 1998-2000 to 2008-2010, life expectancy for males improved at a slightly faster rate than for females, reducing the gender gap to females who live around 4-5 years longer than males, a differential which is slightly higher than the N Ireland level. The life expectancy within Down District Council remains above the NI average. In particular, the life expectancy of males increased to 78.7 (1.6 years above the NI average) by 2008-2010. Newry & Mourne life expectancy remains marginally below the NI average. 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 the Council area.

**Table 4: Gender balance of Population - 2011**

Sex	DDC/NMDC Cluster	NI
Male	49.56%	49%
Female	50.44%	51%



\*NM&D figure is a total of 2 Council 2011 NISRA figures excluding the portion of Ballyward ward which will transfer to NMD.

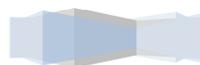
**Table 5: Life Expectancy by Gender 1998-2000 & 2008-2010**

	1998-2000		2008-2010	
	Males (yrs)	Females (yrs)	Males (yrs)	Females (yrs)
<b>NI</b>	74.5	79.6	77.1	81.5
<b>Down</b>	74.6	79.8	78.7	82
<b>Newry and Mourne</b>	73.7	79.3	76.8	81.1

Source: NISRA

**1.18** 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, which is discussed later. Women suffer inequalities in terms of wealth, employment and access to services. The 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 increased to 10% and 19.7% as measured by hourly earnings for all employees (Office of National Statistics, 2013). In Northern Ireland the difference is most pronounced for those on low incomes, with half of those people earning less than £7 being in part time employment, mainly women (DETI, 2010). The gender gap is also reflected in access to a private car with 25% of men in the UK and 40% of women lacking a car in their household or not possessing a driving license (Poverty site, 2010). These figures are often masked by the fact that only a small percentage of couples do not have access to a car.

**1.19** Planning can have a role in addressing this inequality not only by facilitating job creation but by facilitating new employment opportunities at locations accessible by sustainable forms of transport other than just the private car. The same holds true for shops, recreation, and community services. Planning can also help by adopting a more flexible approach to innovation and a flexible approach to home working through Planning Policy.



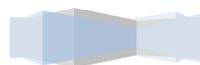
### (D) Health and Disability

- 1.20** A person is described as having a limiting long-term health problem if they have a health problem or disability which limits their daily activities and which has lasted, or expected to last, at least 12 months. This includes problems that are due to old age (Census 2011). In 2011/12, 6% of children in Northern Ireland were disabled compared to 14% of adults of working age and 44% of adults over State Pension age (DSD Family Resources Survey). Overall, the health of the area is improving (Tables 6 & 7) but almost one in five people in Newry, Mourne & Down suffer from some form of limiting illness.
- 1.21** The areas with most people with a limiting long-term illness are within the towns i.e. Ballybot, St. Patricks 2 & Drumgullion 1 (Newry City), Donard 1 (Newcastle), Cathedral 2 (Downpatrick) and Ballynahinch East (Ballynahinch). Naturally, where there are higher levels of long-term limiting illness, there are lower levels of people who described their health as being good or very good and vice versa. There are also areas with higher proportions of people providing unpaid care including Dunmore & Castlewellan 1 (Down) and Kilkeel South 1 & Annalong 2 (Newry & Mourne). See Maps 3, 4 & 5: Appendix 1.

**Table 6 – Health in 2001**

	<b>Limiting long-term illness</b>	<b>Fairly Good General Health</b>	<b>People Providing Unpaid care</b>
<b>NI</b>	20.40%	70.00%	11.00%
<b>NM&amp;D Cluster</b>	19.80%	72.00%	10.70%

Source: - Census 2001



**Table 7 – Health in 2011**

	<b>Limiting long-term illness</b>	<b>Good or Very Good General Health</b>	<b>People Providing Unpaid care</b>
<b>NI</b>	20.69%	79.51%	11.81%
<b>NM&amp;D Cluster</b>	19.90%	80.94%	11.79%

Source: - Census 2001

**1.22** If care in the community is to succeed, value needs to be attached to carers. In 2011/2012, 6% of the population were informal carers and that figure included 7% of working age adults, 9% of State Pension age adults and 1% of children. Some 62% of reported carers are women. The time spent caring varies from 42% of adult carers providing care for less than 20 hours per week, to 22% caring for 50 hours or more per week. (DSD Family Resources Survey, 2011-12)

**1.23** The link between health and wealth is well recognised 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 or extensions such as a “granny annex”.

***(E) Households with or without dependant children***

**1.24** 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). Overall, the proportion of households (including lone



parent households) with dependent children has declined since 1981, although the percentage in Newry, Mourne & Down remains considerably higher than the NI average (Table 8). Other than Clonallan 2 (Warrenpoint) and Cathedral 1 (Downpatrick), the areas with higher proportions of dependent children are within the rural area, such as Burren and Kilbroney 2 & Mayobridge 2 (Newry & Mourne), Castlewellan 2 & Killough 2 (Down). See Map 6: Appendix 1.

**1.25** The fall in the percentage of households with dependent children is another reason why the average household size has declined. However, a significant proportion of Newry, Mourne & Down SOAs have a large household size which remains well above the Northern Ireland average. In particular, this is true of Newry & Mourne. In part this could be due to the inclusion of other dependents such as the elderly or infirm as well as a younger population composition (Table 9).

**Table 8 – Households with Dependent Children: Census 1981- 2011**

Households	DDC/NMDC Cluster	NI
% with dependent children 2011	34.33%	31.15%
% with dependent children 1981	50.03%	45.98%

*The table above excludes the portion of Ballyward ward which will transfer to NMD*

**Table 9 – Household Composition in 2011**

	All Households (Usually Resident)	Average Household Size	1 Person Household (%)	2 Person Household (%)	3 to 4 Person Household (%)	5 or more Person Household (%)
<b>NI</b>	703,275	2.54	27.93	30.19	31.43	10.45
<b>NMDC &amp; DDC Cluster</b>	61237	2.74	25.14	27.84	32.57	14.46

Source: 2011 Census - Household Size: KS403NI (administrative geographies) - Table view excluding the portion of Ballyward ward which will transfer to NMD.

**1.26** The role of planning in relation to access and service provision has been recognised with regards to the elderly and children. It is worth



emphasising that those acting as carers regularly face the same issues particularly in households where the carer is on a low income and does not have access to a car. The Local Development Plan has a role in providing a range of house types to meet the needs of different household sizes and to provide policy to facilitate those wishing to expand their houses to meet changing needs, providing it does not harm other interests of acknowledged importance. Existing Policy examples are contained in PPS 21: Sustainable Development in the Countryside (Policy CTY 1: Development in the Countryside) or the Banbridge / Newry & Mourne Area Plan 2015 (Policy COU 1: Special Countryside Areas).

### (F) Sexual Orientation

- 1.27** There are no specific figures available on how many people may be Gay, Lesbian, Bi-sexual or Trans-gender or Trans-sexual in Newry, Mourne & Down. People in this group often feel excluded or marginalised in society. More importantly, they can also fall victim of discrimination and threat of physical violence from the less tolerant in society. Whilst the Plan is unlikely to bring forward specific proposals and policies for them, 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) Race and Ethnicity

- 1.28** In 2001, 9% of Northern Ireland's population were born outside the region. The percentage born outside NI was similar for Down (8.68%) with Newry & Mourne higher at 10%. By 2011, this proportion had increased to 11.2% for N. Ireland compared to 12% of the NM&D population. The majority of non-indigenous people were born either in the Republic of Ireland, the UK or in Europe. The remainder comprises people born in countries outside Europe. Newry & Mourne which is a district that borders the Republic of Ireland has a notable percentage of people who were born in the Republic of Ireland which is over twice the NI average (See Table 10).



**Table 10: Country of Birth for NMD 2011**

	N Ireland	Rest of UK	Republic of Ireland	Europe	Outside Europe
<b>NI</b>	88.84%	4.57%	2.09%	2.51%	1.99%
<b>NMD Cluster</b>	87.98%	4.55%	3.22%	2.82%	1.43%

Source: Census 2011 - Country of Birth: KS204NI (administrative geographies) - Table view.

*Census 2011 Note: Channel Islands and Isle of Man are excluded from the above figures.*

\*Cluster figure is total of 2 Council 2011 NISRA figures excluding the portion of Ballyward ward which will transfer to NMD.

**1.29** Racial ethnicity remains predominantly ‘white’ with almost 99% of the district described in this category. Other ethnic groups including, Chinese, Indian and Mixed comprise very small numbers (Census 2011) as a consequence 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.

**1.30** An exception may be Irish Travellers who have been described as a different ethnic group. Newry & Mourne has over double the NI average (0.07%) of people within the Irish Traveller ethnic group (0.16%) while Down has only 0.03%. Their needs can be distinctive in terms of providing sites or supported housing for travellers. The housing needs assessment undertaken by the NIHE addresses this matter and will be considered in a later housing paper.

### *(H) Religion and Political Opinion*

**1.31** 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. Therefore the Plan should where possible, aim to provide land for services, housing and employment accessible to all.

**1.32** The overall Newry, Mourne & Down population has a strong majority Catholic background at variance with the whole region (Table 11). Individually, Down has a Catholic majority and Newry & Mourne has a



clear Catholic majority with over 72% categorised in this group. The majority of SOAs are reasonably mixed though quite a few can be identified as being either predominantly (more than 70%) Catholic or Protestant/Other Christian. On the whole, there are more 'balanced' communities in Down than in Newry & Mourne (ie 40-60% Catholic or Protestant/Other Christian). The areas with the highest concentrations of Protestants within Down are in and around Ballynahinch (Ballymaglave 2 & Kilmore 1) and Kilkeel (Kilkeel Central 1) whilst the highest percentage of Catholics are located within the urban areas of Downpatrick (Cathedral 1 & Audleys Acre) and Castlewellan (Castlewellan 1). Within Newry & Mourne, the areas with the highest concentrations of Catholics are within the rural SOAs of Burren & Kilbroney 2, Camlough & Silverbridge 2 whilst the only area with over 70% Protestant/Other Christian SOA is Kilkeel Central 1. Additionally, 17.67% in Saintfield 2 stated they had no Religion compared to just 1.81% in Forkhill 2 with a NI average of 10.11%. Further, 18.42% of the Crossmaglen SOA did not state their religion, compared to just 3.6% of Dunmore against a NI average of 6.75%. However care needs to be taken when examining mix across the wide area as this can conceal the stark differences between neighbourhoods in towns and villages (see Map 7, Appendix 1).

**Table 11: Religious composition of NMD 2011**

Religious background	N. Ireland	NM&D Cluster
Catholic	40.76%	66.04%
Protestant/Other Christian	41.56%	20.13%
Other Religions	0.82%	0.44%
No Religion	10.11%	5.97%
Not Stated	6.75%	7.41%

Source: Census 2011 - Religion: KS211NI (administrative geographies).  
*The table above excludes the portion of Ballyward ward which will transfer to NMD.*

**1.33** In Northern Ireland, political opinion is viewed as being closely associated with religious belief in that Catholics will generally vote for Nationalist parties while Protestants vote for Unionist parties. However, the results of votes cast for the Nationalist parties in the 2011 and 2014 Local Elections do not immediately mirror the percentage composition

of Catholics or Protestants/Other Christian within NM&D. Issues which may partly explain this disparity are the differing age compositions of the two main religions (voting age), levels of apathy, uncertain voting patterns of migrants and the possibility that some Catholics may vote for Unionist parties or other parties and independents (Tables 12a & 12b). Of course the converse could also be true for some Protestants.

**Table 12a: Political Opinion NMD 2011**

<b>First Preference Votes</b>	<b>NM&amp;D Cluster (%)</b>
Nationalist parties	67.52
Unionist parties	23.23
Other parties/ Independents	9.26

*Source: 2011 Local Government Election Results (ARK Economic and Social Research Council).*

**Table 12b: Political Opinion across NMD 2014**

<b>First Preference Votes</b>	<b>NM&amp;D Cluster (%)</b>
Nationalist parties	67.52
Unionist parties	24.19
Other parties/independent	8.29

Source: [http://www.newryandmourne.gov.uk/council/elections\\_2014.aspx](http://www.newryandmourne.gov.uk/council/elections_2014.aspx)

**1.34** Care needs to be taken when making comparisons between communities of different religious/political persuasion as this can be extremely divisive and can unravel the definite progress made in bringing the two communities together. However, there are certain facts which need to be addressed. The proportion of Catholics in low income groups in Northern Ireland is much higher than their Protestant counterparts, 26% compared with 16% (Family Resources Survey 2008/9). Those areas where deprivation is greatest can be identified spatially using the Northern Ireland Multiple Deprivation Measure (NIMDM) 2010.



## *(I) Spatial Deprivation*

- 1.35** An effective way to promote good community relations and equal opportunity is to tackle social deprivation and inequalities in the labour market and public health. With the positioning of Newry Mourne and Down the Development Plan should also where possible, aim to improve social cohesion in the border communities which are subject to higher levels of poverty, social isolation and deprivation. The Northern Ireland Multiple Deprivation Measure (NIMDM) 2010 identifies small area concentrations of multiple deprivation across Northern Ireland. Within the context of the average rankings for the 26 LGDs in Northern Ireland where ranks range from 1 (most deprived) to 26 (least deprived), Newry & Mourne and Down are ranked 5 and 16 respectively. Within each district, there are areas and neighbourhoods which are very deprived. The NIMDM shows that the new Council area contains two SOAs which are amongst the most deprived 10% in Northern Ireland – Ballymote (Down - Rank 59) and Drumgullion 1 (Newry & Mourne -Rank 71). The Newry, Mourne & Down Area also contains one SOA which is amongst the least deprived 10% in Northern Ireland – Saintfield 2 (Down – Rank 846). Where 1 is the most and 891 the least deprived SOA in NI. It should however be noted that the Cluster contains 4 of the 20 most deprived rural SOAs in NI in Crossmaglen, Silverbridge 1 & Creggan (NMDC) and Ardglass 1 (DDC).
- 1.36** The advantage of this spatially led approach is that it identifies disparities between urban and rural areas and adjoining neighbourhoods, for example – Drumgullion 1 SOA (most deprived 10%) & Windsor Hill 1 SOA (least deprived 20%) in Newry City. Generally speaking, the highest levels of deprivation occur in Newry City and Downpatrick. Within these areas, there are significant pockets of deprivation (income, health, education, living environment, skills & crime and disorder). Although Ballymote in Downpatrick is ranked most deprived in the Cluster (Rank 59 in NI), 8 of the 10 most deprived wards are in Newry & Mourne. These include the semi-rural SOAs of Crossmaglen and Bessbrook. Of the 5 least deprived NM&D SOAs, four are at the northern edge of Down District (Kilmore 1 & 2 and Saintfield 1 & 2) along with the Windsor Hill SOA in Newry City. (see Map 8, Appendix1).



- 1.37** As you may expect, the rural SOAs located a distance from large settlements are most deprived in relation to services proximity. The rural SOAs of Derryboy 1 and Killough 2 (Down) and Spelga (Newry & Mourne) are among the most deprived 10% in NI with respect to proximity to services (i.e. long distances to key services e.g. A & E hospital, GP premises, supermarket, leisure centre). Drumgullion 1 (Newry City) is the most deprived SOA in the Cluster (Rank 65) in terms of living environment domain (this considers housing quality, housing access and outdoor physical environment) with Burren and Kilbroney the least deprived (Rank 850). The most deprived SOAs for crime and disorder are Daisy Hill 2 (Rank 9) & Clonallan 1 (Newry & Mourne) and Cathedral 2 (Down) whilst Silverbridge 2 is amongst the least deprived 2% (Rank 879).
- 1.38** Deprivation is also reflected in economic activity and income. The rural Crossmaglen SOA is ranked 26 in NI in terms of income deprivation affecting older people. The unemployment claimant count percentage (Source: NISRA/Claimant Count Annual Averages) has risen across the Cluster from 2005-2013 (DDC: 2.3-5.3% & NMDC: 2.4-5.5%) as may be expected with the economic downturn in 2007. In 2011 the percentage of people economically active aged 16-74 is slightly higher in Down than the NI average but slightly lower than the NI average in Newry & Mourne (Table 13). However, there are localised areas of employment domain deprivation such as Ballymote (Downpatrick) and Drumgullion 1 & Ballybot (Newry City). In contrast, there are also areas within the Cluster with particularly low levels of employment domain deprivation such as Derryboy 1 and Saintfield 2 (Down). In relation to employment, manufacturing in Newry & Mourne and services in Down provide proportionally more employment than the N.I average (Table 14). Newry City in particular has a strong manufacturing employee base (including companies such as Norbrook Pharmaceuticals, First Derivatives IT Consultants, and O'Hare & McGovern & Haldane-Fisher Building Supplies) which is notably above the NI average. Thus the role of any future local development plan in addressing deprivation through a generous supply of economic development land should not be underestimated and will be examined further in the Employment and Economic Development Paper.



**Table 13 – 2011 Economic Activity of the Population (16-74 year olds)**

Area	Economically Active			Economically Inactive
	Total (%)	*Unemployed (%)	**Long-Term Unemployed (%)	Total (%)
<b>NI</b>	66.22	4.96	44.98	33.78
<b>NM&amp;D Cluster</b>	66.16	5.61	46.35	33.84

\* Of those economically active % unemployed.

\*\* Of those unemployed % long-term unemployed

Source: NISRA – Census 2011/Economic Activity: KS601NI (administrative geographies)

**Table 14 a – NMD Employee Jobs by Industry 2011**

	Total No of Jobs	(%) Jobs in Manufacturing	(%) Jobs in Construction	(%) Jobs in Services
<b>NI</b>	681,641	10.90%	4.80%	83.10%
<b>NM&amp;D Cluster</b>	49,936	11.70%	6.40%	79.40%

Source: September 2011 (Northern Ireland Census of Employment 2011)

<http://www.detini.gov.uk/deti-stats-index/stats-surveys/stats-census-of-employment.htm>

\*Cluster figure is total of 2 Council 2011 DETI figures excluding the portion of Ballyward ward which will transfer to NMD.



**Table 14 b – NM&D Employee Jobs by Industry 2001**

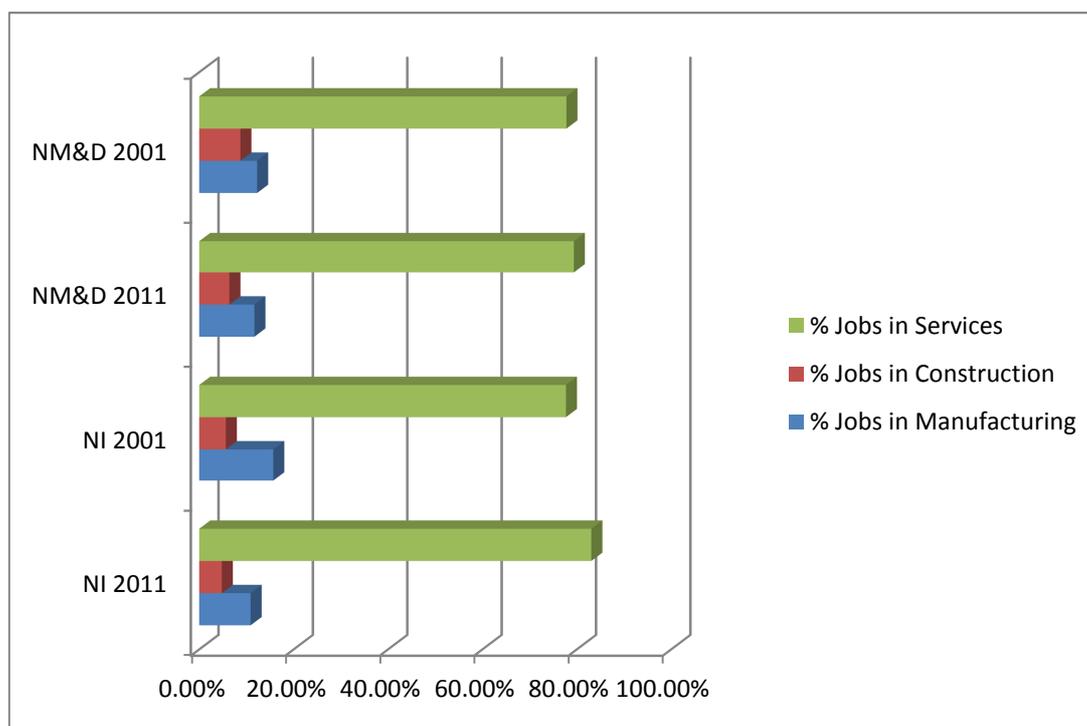
	Total No of Jobs	(%) Jobs in Manufacturing	(%) Jobs in Construction	(%) Jobs in Services
<b>NI</b>	637,533	15.71%	5.66%	77.72%
<b>NM&amp;D *</b>	43,694	12.29%	8.74%	77.83%

Source: September 2011 (Northern Ireland Census of Employment 2001)

<http://www.detini.gov.uk/deti-stats-index/stats-surveys/stats-census-of-employment.htm>

\*Cluster figure is total of 2 Council 2001 DETI figures excluding the portion of Ballyward ward which will transfer to NMD.

**Figure 1.4: NM&D Job Sector Composition Change 2001-2011**



**1.39** Education also has an important role in promoting economic well-being. 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. Since 2001, the proportion of people aged 16 years old and over who had a degree or higher

qualification has increased significantly and the proportion that had no or low qualifications (1-4 O Levels/CSE/GCSE or equivalent) have also decreased notably (Table 15). Areas with the most high level qualifications are Saintfield 1 and Saintfield 2 (Down) and Windsor Hill 1 and Seaview 1 (Newry & Mourne). However, educational achievement in parts of the main towns and rural areas remains low, particularly Ballybot & Drumgullion 1 (Newry City), and Ballymaglave 2 (Ballynahinch) & Castlewellan 1 (Castlewellan). See Map 9: Appendix 1.

**Table 15: Qualifications of Population over 16 yrs of age in NMD: 2001-2011**

	Year	NM&D Cluster (%)	NI (%)
<b>No or low qualifications*</b>	<b>2011</b>	39.33	40.63
	<b>2001</b>	59.16	58.86
<b>Degree or higher qualification**</b>	<b>2011</b>	23.13	23.65
	<b>2001</b>	14.67	15.8

Source: Census 2001 & 2011, NISRA.

\* =no or low (1-4 O Levels/CSE/GCSE or equivalent) qualifications.

\*\* =a degree or higher qualifications.

**1.40** Whilst a Local Development Plan does not deliver educational services, it can assist in making such services more accessible either by facilitating new state-of-the-art facilities or providing travel options.

### *(J) The Urban-Rural Family Resources Report*

**1.41** The Family Resources Survey Urban Rural Report (DSD, 2011-12) considers NI in terms of household income, housing, employment and deprivation. The report findings are presented by urban-rural classifications and the Belfast Metropolitan Urban Area (BMUA). Urban and rural issues are of some considerable importance for government. It is acknowledged that issues such as transport, education and health can have a particular impact on rural communities and seeks to reflect

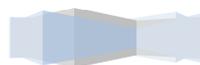


this in mainstream policy development. The urban rural classifications aid in developing our understanding of the issues facing urban and rural areas in Northern Ireland. About 60% of N.I. household income comes from wages or salaries with another 9% from self-employment. However in the rural east and rural west, 14-15% of income is derived from self-employment, with nearly 25% of males self-employed compared to 5% and 7% within the BMUA. The combined rural area also receives the highest level of non-income related benefit at 75% compared to 71% in the BMUA. In contrast, the same area has the highest level of house ownership with 48% of homes owned outright compared to only 32% in the BMUA.

- 1.42** What this means for a Local Development Plan is that not only is there a need for quality employment to lower the need for benefits, but there is also a culture of independence and entrepreneurship and if facilitated, many households will generate their own income and provide their own homes.

### *(K) The Urban – Rural Divide within Newry, Mourne and Down*

- 1.43** In 2001, Newry & Mourne urban settlements (city, towns or villages – See Table 21) contained just under 60% of the District population, while the composition of Down was slightly more urban with 63% living in towns and villages. The 2001 urban component of the combined NM&D Councils was 61%. Further details are contained in Table 16. Comparable NISRA settlement statistics are not yet available for 2011.

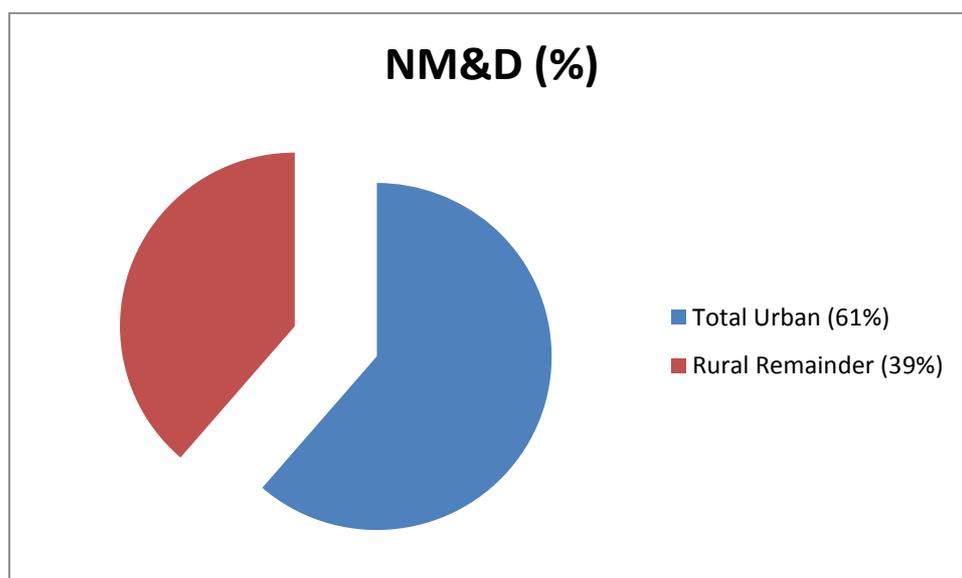


**Table 16 – Urban-Rural Population Split 2001**

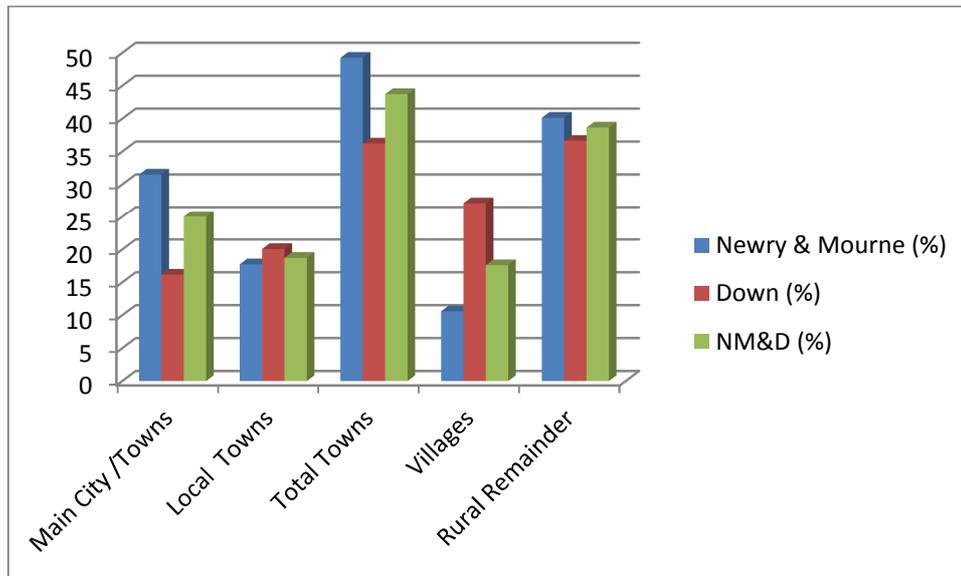
Settlement Hierarchy	NMD
Main City /Towns	37749 (25.02%)
Local Towns	28253 (18.72%)
Total Towns	66002 (43.74%)
Villages	26555 (17.60%)
Total Urban	92557 (61.34%)
Rural Remainder	58329 (38.66%)
Total District	150886 (100%)

Source: - Census 2001. \*Total Urban is the total of cities, towns & villages. Rural Remainder relates to remainder not urban\*  
Table excludes the portion of Ballyward ward which is transferring to NMD.

**Figure 1.5: NM&D Urban-Rural Composition 2001**



**Figure 1.6: NM&D Urban-Rural Composition 2001**

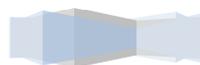


**1.44** From this analysis it is clear that further development in Newry City is needed to help it consolidate its role as a Regional Development Strategy (RDS) Gateway and Main Hub on a key transport corridor, whilst Downpatrick Town would also benefit from additional development in order to fulfil its roles as a Main Hub on a transport link corridor. This said, the needs of those people living in the rural area cannot be forgotten and if those populations are to be sustained they will also require their share of housing and employment opportunities. These themes will be picked up in later papers.



## **CONCLUSIONS**

**1.45** From the analysis, a 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 Catholic and Protestant communities. The policy areas where a local development plan is likely to have an impact on Section 75 groups is summarised in Table 17. With members agreement this could serve as an initial screening for an Equality impact Assessment.



**Table 17: A preliminary identification of local planning policy likely to have an impact on community relations & social equality**

POLICY TYPE	Religious Belief	Political Opinion	Racial group	Age	Marital status	Sexual Orientation	Gender	Disability	Dependency	Comments – nature of policies and likely impact of policies on the 5 – 75 Groups
Settlement	√	√	X	X	X	X	X	X	X	Designation and status of settlements and identification of development opportunities and limits may impact on groups of religious belief / political opinion due to the spatial distribution of such groups
Housing	√	√	√	√	X	X	√	√	√	Quantum and distribution of zoned housing lands could have a differential impact on religious / political groups. The amount whether it is urban / rural, accessible, social / 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	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	√	√	X	The hierarchy of commercial/town centres, development opportunities and control policies could result in differing levels of accessibility to retailing and leisure related services for identified groups. Town centres tend to be relatively neutral areas.
Community Uses	√	√	X	X	X	X	√	√	√	Spatial and physical accessibility to Community uses can have particularly on religious groupings / political opinion, age and disability.
Transportation	√	√	X	√	X	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.
Countryside	√	√	X	√	X	X	X	X	X	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	√	√	X	√	X	X	X	X	X	Differing levels of accessibility to public services and utilities depending on location of facilities provided - religion / political.
Tourism	√	√	X	X	X	X	X	X	X	Location of areas protected for and constraining tourism proposals could have differential impacts on different religious / political groups.
Design	X	X	x	√	X	X	x	√	√	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.
<b>Totals</b>	<b>12</b>	<b>12</b>	<b>2</b>	<b>7</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>6</b>	<b>4</b>	

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 group

**1.46** A Local Development Plan designed to complement a community plan can assist in combating many of the issues highlighted by formulating policy and proposals for the area designed at truly achieving sustainable development. Under the three key headings of sustainable development, (i.e. economic, social and environment) it is clear that if the needs of Section 75 groups are to be addressed then we need to increase the economic and social base, whilst also protecting and enhancing the environment and improving public infrastructure. Accordingly, a number of key themes have been drawn from the above analysis that will assist in formulating aims and objectives of the future local development plan.

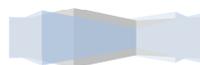
The new Local Development Plan should:

- (i) Promote and facilitate sustainable patterns of growth and development across the new Newry, Mourne & Down Council Area, strengthening the economic and social base of the 2 main hubs whilst maximising the potential of the rural areas including the villages and their key role in supporting economic development.
- (ii) Promote and facilitate health and well-being by providing inclusive safe and secure environments, whilst safeguarding and protecting our blue and green infrastructure; whilst strengthening our services, facilities, provision of homes & jobs which are accessible to all.
- (iii) Promote and facilitate the integration between landuse & transportation and to encourage a shift to more sustainable modes of transport, whilst maximising the use of existing infrastructure.
- (iv) Protect and enhance environmental assets in terms of landscape character and diversity, wildlife and habitats, townscape and archaeology.

**1.47** The traditional approach to planning can assist in achieving many of these goals by:

- (a) designating settlement limits and town centre boundaries,
- (b) zoning land for housing and economic development,
- (c) reserving land for community, recreational use or infrastructure;
- (d) identifying and designating areas subject to environmental protection.

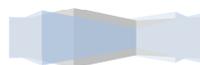
**1.48** However, if these needs are to be fully addressed, there is also a need for **policy innovation** in the Local Development Plan, which is likely to vary significantly from established regional policy. The Draft Strategic



Planning Policy Statement (SPPS) proposes to significantly increase the scope of the Local Development Plan by facilitating new councils to formulate their own policies. The extent to which the Council can do this and the detail of policies will be discussed in later papers.

**1.49** It is not intended that the key themes are exhaustive. It is also recognised that the key themes are based on a general academic analysis and would greatly benefit from both the views of members and input both from those involved in community planning and from the different Section 75 groups. Once these have been received, and in light of the findings of future papers, officers will then be in a position by the time of transfer of planning powers to formulate a draft set of aims and objectives for Members consideration and agreement.

**1.50** Until such time it is recommended that they are used to consider any future strategy for ACCOMMODATING GROWTH and in drafting future TOPIC BASED papers.



## Section 2.0 Population Growth and Population Projections

### **INTRODUCTION**

- 2.1** Population does not remain static, and while the Census 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 necessary to consider both past growth rates and projections in order to plan for the future.

### Population Trends

- 2.2** In 2011, the populations of Newry & Mourne and Down Districts were 99,480 and 69,731 respectively (169,211 in total). This total represents a 12.14% growth in the population over 10 years, considerably above the Northern Ireland average. In particular, Newry & Mourne District shows significant growth levels over the period (2001-2011: 14.27%). During the period 1981-2011, Newry & Mourne population has grown by 38% and Down by 32%. In the 40 year period (1971-2011), the two council areas have experienced population growth at a higher rate than the regional average with Down District population increasing by almost 50% (Table 18). It should be noted that for the purposes of this paper, the figures presented as Newry & Mourne and Down relate to the existing District boundaries as this allows meaningful comparison with older Census data and more information is available for the individual Councils than the new Council post-2015.
- 2.3** Figure 2.1 illustrates the percentage change in the mid-year population estimates for NI and the two districts between 1991 and 2012. The level of estimated population growth has varied between 0.01% and 2.27% over the 1991-2012 period which is not immediately consistent with the overall NI pattern. There are also a number of notable anomalies. In 1992, whilst NI grew at 0.76%, DDC grew at 2.27% and NMDC fell by 2.38%. Down registered significant growth of 1.35% in 1998 against a low NI average growth rate of just 0.07%. Throughout the decade (2000-09), Newry & Mourne estimated population growth was significantly above those of NI and Down varying between 0.85 and 1.98%.

**Table 18 – Newry, Mourne and Down: Population Trends 1971-2011**

Area	Total popn (1971)	Popn change 1971-1981 (%)	Total popn (1981)*	Popn change 1981-1991 (%)	Total popn (1991)	Popn change 1991-2001 (%)	Total popn (2001)	Popn change 2001-2011 (%)	Total popn (2011)
<b>Northern Ireland</b>	1536065	-2.98%	1490228	5.88%	1577836	6.81%	1685267	7.45%	1810863
<b>NMD Total*</b>	119319	4.86%	125112	12.66%	140951	7.05%	150886	12.14%	169211

\* NB - The 1981 Census number of households not enumerated was estimated as approx 19000.

1971 & 1981 Population Source: 1981 Census Preliminary Report: Table 4.

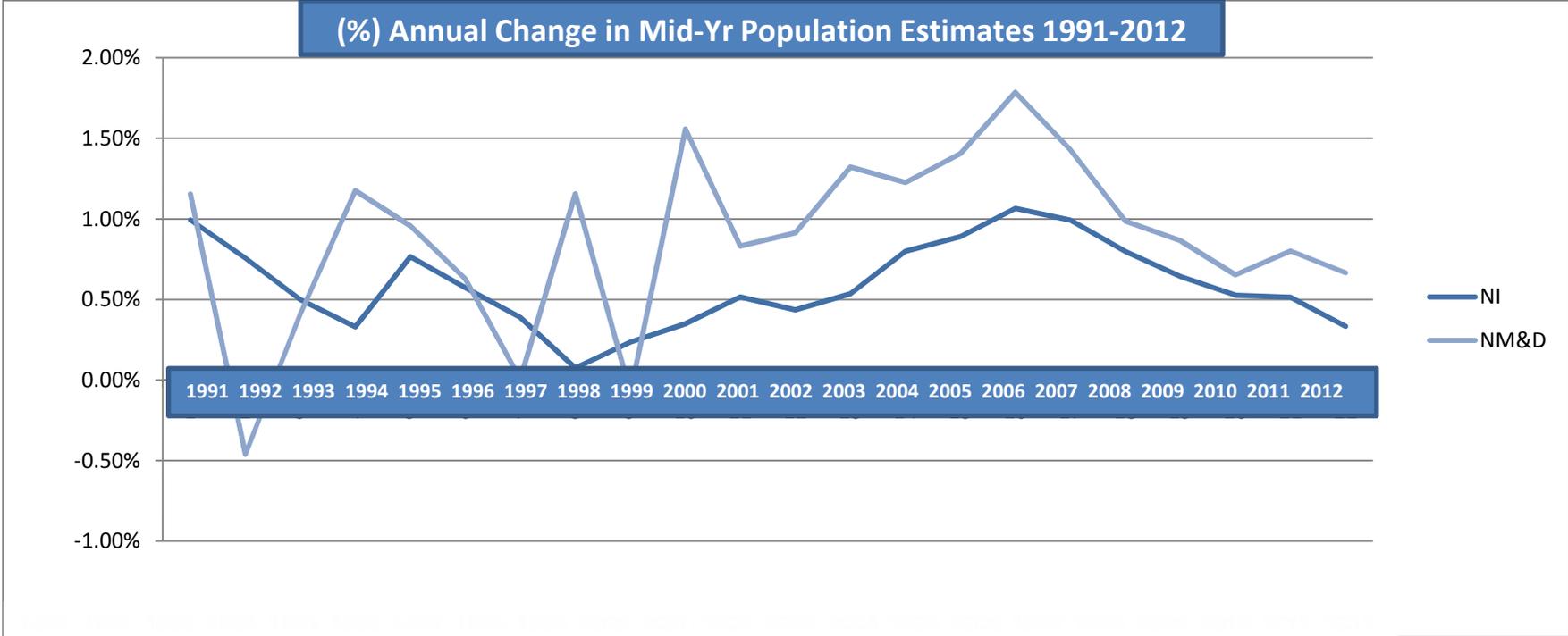
1991 Population Source: 'The Northern Ireland Census 1991.

2001 & 2011 Population Source: The Northern Ireland Census 2001 & 2011.

\*Cluster figure is total of 2 Council 1971-2011 NISRA figures excluding the portion of Ballyward ward which will transfer to NMD.



**Figure 2.1: - Percentage Change in Mid Year Population Estimates (NI & NM&D) 1991-2012**



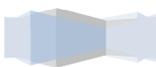
Year	91	92	93	94	95	96	97	98	99	00	01	02	03	04	05	06	07	08	09	10	11	12
<b>NI (%)</b>	0.99	0.76	0.50	0.33	0.77	0.57	0.39	0.07	0.23	0.35	0.51	0.44	0.53	0.80	0.89	1.07	0.99	0.80	0.64	0.53	0.51	0.33
<b>NM&amp;D (%)</b>	1.16	-0.46	0.41	1.18	0.96	0.63	0.00	1.16	-0.08	1.56	0.83	0.91	1.32	1.22	1.41	1.79	1.43	0.98	0.86	0.65	0.80	0.66

Source: - NISRA /Mid Yr Population Estimates 2013

**2.4** Population change occurs due to the combined effect of net migration (both in and out migration) and the level of natural increase which is the difference between the number of births and deaths. Migration has had a significant impact on the population of NI. After a long period through the 1970s and 1980s of emigration from Northern Ireland exceeding immigration and a period of balanced migration flows during the 1990s, the recent period since 2004 has seen significant population growth due to migration from the expanded EU. Thus, in 2011, some 2.82% of the new Council area's population (3.79% of Newry & Mourne's population and 1.44% of Down's population) are from EU countries particularly the eight central and eastern European (A8) countries (Poland, Lithuania, Slovakia, Latvia, Slovenia, Czech Republic, Estonia and Hungary). The percentage of people in Newry & Mourne Council with an EU country of birth area is significantly above the NI average of 2.51%. However, recent evidence suggests that since the economic downturn, the number of migrants has been declining and that natural growth is the main influence on population change (NISRA).

### *Population & Household Projections*

**2.5** Every two years NISRA publishes population projections at local government level, the latest being the 2008-based projections. These take into account migration, natural increase and other factors. In the 2008-based projections, natural growth is the key driver with an element of net migration, including the inward migration of people from the European Union. It was therefore predicted that the total population in Northern Ireland would increase by 4% from 1.775M in 2008 to 1.839M in 2013 and by 5.8% between 2013 and 2023 (1.945M). However, the recently published 2012-based projections for N. Ireland indicate lower levels of growth taking into account the 2011 Census results and the decline in inward migration due to the economic downturn, so that natural growth is now the driver of projected population increase. Therefore, the projected figure for N. Ireland's population in 2023 is now 1.927M. Table 19(b): 2012-2030 NISRA population projections have been revised downwards indicating that the NI population projection is estimated at 1.943M in 2025 as opposed to our estimate of 1.965M. Likewise, the NI population projection is estimated at 1.975M in 2030 as opposed to our estimate of 2.012M as illustrated in Table 19(a) and Table 19(b). It is therefore considered reasonable that our Table 19(a) estimates are generous and the 2012-based population projections at district level will also be revised downwards when released by NISRA. This is also likely to have an effect on household projections. As the plan period extends to 2030, population projections become increasingly uncertain and the figures provided here are for indicative purposes only. Upon release of the 2012 NISRA Local Government population projections, key elements of this paper will be updated.



**2.6** The key findings for 2008-2023 are that the population of Newry, Mourne & Down is expected to grow by around 17%. Whilst the number of children in Newry & Mourne is expected to increase by 22%, the number in Down is only expected to increase by approximately 0.9%, compared to a projected NI increase of 4.4%. The number of working age people in Newry, Mourne & Down is expected to increase by 20.1% and 7.1% compared to the NI projected increase of 8.6%. There is also a projected increase in the number of pensioners across Newry & Mourne and Down of 30% and 27% compared to the NI average of 20%. Therefore, between 2008 and 2023, the proportion of children & those of working age in NM&D will decline slightly from 23.3% to 22.7% and 61.7% to 60.7%, whilst those of pension age will increase from 15.1% to 16.6%. These figures are based on projected pensionable age and broadly follow the trend at NI level, except NM&D has a younger age profile. However, it should be noted that between 2010 and 2020, the age at which women are eligible for the state pension will increase from 60 years to 66 years. By 2023, this will result in increasing the proportion of working age to 68.7% and decreasing the proportion of pensioners to 10.7%.

**Table 19 (a) - Population Projections 2008-2030**

Year	2008	2010	2015	2020	2025*	2030*
<b>NI</b>	1775003	1802170	1862229	1916785	1964567	2012171
<b>NMD*</b>	167105	170929	180430	189578	198005	206676

Source: - NISRA 2008-2023 population projections: <http://www.nisra.gov.uk/demography/default.asp47.htm>

Year\* 2025 & 2030 population projections based on an extrapolation of 2022-23 population annual rate of increase \*.

\*Cluster figure is total of 2 Council figures excluding the portion of Ballyward ward which will transfer to NMD.



**Table 19 (b) – NI Population Projections 2012-2030**

Year	2012	2015	2020	2025	2030
NI	1,823,634	1,851,573	1,900,393	1,942,704	1,974,611

Source: - NISRA 2012-2062 population projections. <http://www.nisra.gov.uk/demography/default.asp20.htm>

**2.7** Assuming annual growth of 0.85% from 2023 onwards (based on the two districts combined rate of growth for 2022-23), the Cluster population could increase to around 207,000 by 2030 (Table 19). This represents a 14.55% rate of growth between 2015 and 2030.

**Table 20 – Household Projections**

Year	2008	2010	2015	2020	2025*	2030*
NI No of Households	688,700	706,400	749,200	786,800	826,853	869,461
NMD**	59,400	61,300	66,300	70,700	75,234	80,028

Source: - NISRA 2008-2023 population projections. <http://www.nisra.gov.uk/demography/default.asp47.htm>

Year\* 2025 & 2030 household projections based on an extrapolation of 2022-23 population annual rate of increase.

\*\*Cluster figure is total of 2 Council figures excluding the portion of Ballyward ward which will transfer to NMD.

**2.8** The corresponding household projections for 2008-2023 which take account of population growth, a reduced size of household and the changing age structure of the population, could lead to an increase of 20.71% in the number of households between 2015 and 2030 (Table 20). The average household size in N Ireland has been projected to steadily decrease to 2.36 people per household in 2023. In the combined NM&D Council area, the average size of households is predicted to remain above the NI average at 2.58 people.

**2.9** The NISRA household projections are broadly in line with those set out in the RDS 2035 figures which add in an element of second homes, housing stock that is vacant, and housing stock losses due to net conversion/closures or demolitions. A more detailed examination of housing, future growth and the provision of development land will be considered in a later paper. Whilst the economic climate that has prevailed since 2007 has impacted on the demand for development land, there are indications that a slow recovery in the economy is underway. There is therefore an argument for increasing the availability of development land to increase choice and flexibility and thus stimulate investment. This can only be achieved through a new plan with a strategic vision to 2030.



## Section 3.0: A Settlement Strategy for Accommodating Growth

### Principles of Planning for Growth

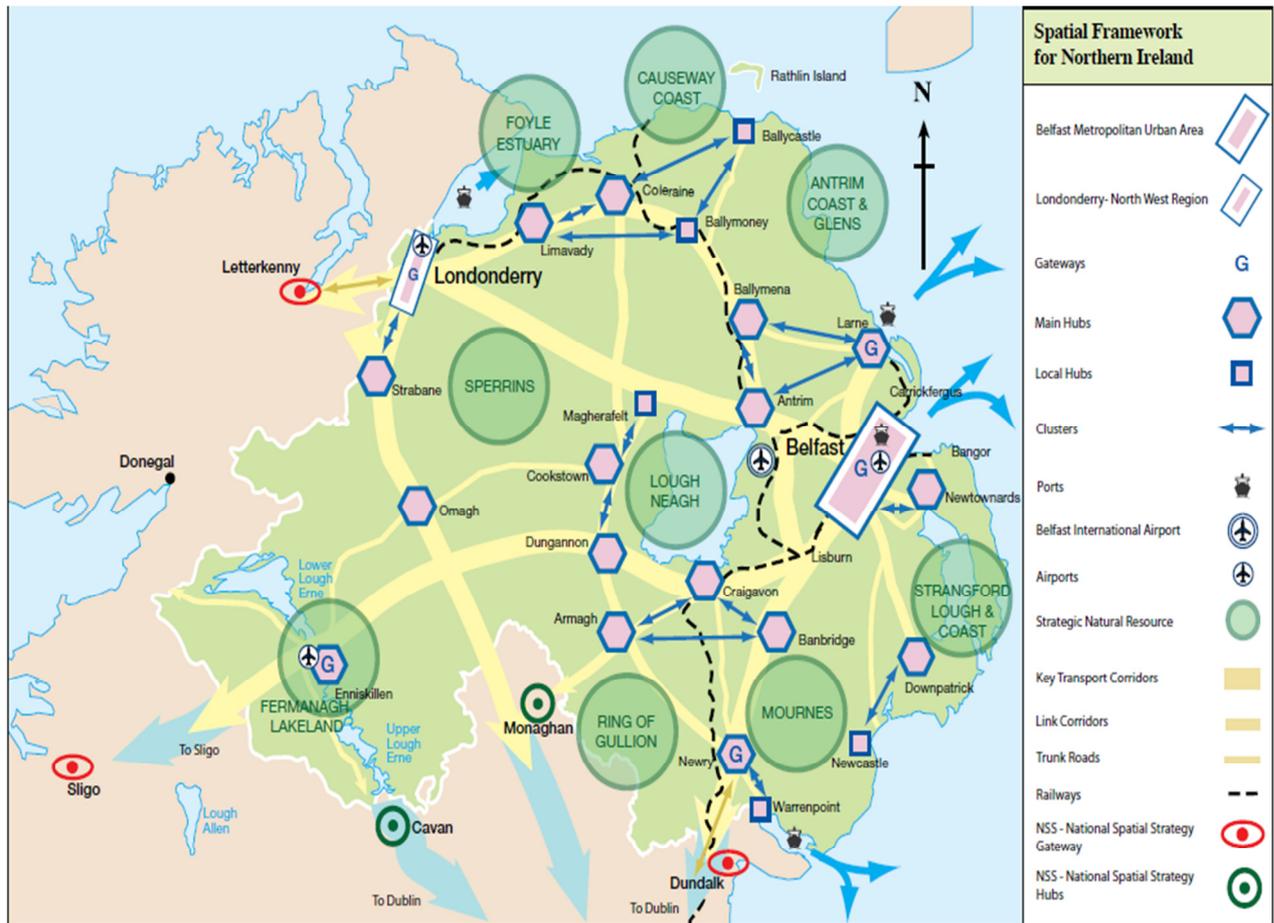
- 3.1** To ensure that development is balanced and sustainable and helps to improve the quality of life for existing communities, intervention is needed. Plan making allows local people the opportunity to present their vision of how an area can be developed based on two guiding principles:
- *Sustainable 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).
- 3.2** 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*).

### Existing Growth Strategies – Regional Context

- 3.3** In Northern Ireland, a two-tier approach to planning for growth has been adopted, comprising the Regional Development Strategy and Local Development Plan. The Regional Development Strategy 2025 (DRD 2001) 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 3.1: Spatial Framework for Northern Ireland**



**3.4** Spatial Framework Guidance in the RDS 2035 which is aimed at achieving sustainable development, promotes economic development opportunities and population growth in the hubs and clusters. For the rural area outside of the main and local hubs, the spatial framework guidance is to sustain the rural communities living in smaller settlements (small towns, villages and small rural settlements) and the open countryside and to improve accessibility for rural communities. The RDS recognises that a strong network of smaller towns supported by villages helps to sustain and service the rural community.

**3.5** The RDS identifies Newry City and Downpatrick as main hubs and highlights the potential to capitalise on their strategic position on the Belfast/Dublin and Downpatrick/Belfast economic corridors (See Fig 3.1 above). Newry City along with Warrenpoint have an important Gateway location in relation to the Islands eastern seaboard and Warrenpoint Harbour. Newry also has opportunities to cluster with Dundalk. Downpatrick clusters with the local hub of Newcastle between Strangford Lough/Coast and the Mournes.

Newry City is the main settlement in the Newry and Mourne District Council. Its setting close to the Mourne Mountains makes it an attractive tourist destination. Newry is a significant employment centre with a strong retail



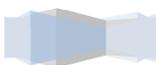
offering and an acute hospital. It is well connected to both Belfast and Dublin being on the main road and rail links. Newry is the South Eastern City gateway due to its proximity to the land border and the major port of Warrenpoint. Newry and Dundalk are both strategically located on the Belfast-Dublin corridor which has the potential to become a significant axis of development within the wider European context. This has provided the impetus for joint working to develop their roles as regional Gateways and to develop the wider eastern seaboard corridor. In recent years Newry and Dundalk have benefited from strong co-operation in both the public and private sectors. The Newry/Dundalk Twin City Region Framework for Co-operation is such an example.

Newry & Mourne Council and Louth Local Authorities signed a 'Memorandum of Understanding' (MOU) committing the region to increased cross border co-operation. This relationship will see them work collaboratively together and share key services.

Downpatrick is a medium town within the Belfast catchment, it is however quite isolated and does perform a higher order role than might be expected by its size. Downpatrick is the main town in Down District Council and it is the main location for second level education and retail provision for the surrounding area. It is of regional significance for its historical and archaeological interest, largely connected with Saint Patrick and is a key tourism centre. DSD and Down District Council have compiled a masterplan for Downpatrick which sets out a clear vision to better reflect its historic status and future potential. Downpatrick provides the retail, health and social facilities for a wide rural area; however there are no other larger towns in the area for Downpatrick to cluster with.

Newcastle is a small town located about 25 minutes by road from Downpatrick and 35 minutes from Banbridge. It is situated at the foot of Slieve Donard with the spectacular backdrop of the Mourne mountains. The town with its natural landscape has year round activity based tourism opportunities and has benefited from a significant regeneration project, which has completely transformed its popular promenade and coastal walk further enhancing its tourism offering. There is potential for Downpatrick and Newcastle to cluster. Each of the towns act as important centres for retailing, commerce and business and serves a substantial number of dispersed smaller settlements.

- 3.6** The RDS does not attempt to specify population growth for each Council district but instead applies housing growth indicators (HGIs) which are derived from examining 2008-based NISRA household projections, existing stock, vacancies etc. The previous RDS covering the period 1998-2015 had a total



requirement of 208,000 new dwellings over that 17 year period. The total requirement in the RDS 2035 for the period 2008-2025 has been set at 190,000. Newry & Mourne and Down's share of this requirement as provided by the HGIs is 11,200 and 9,600 respectively for the period 2008-2025. This total NM&D figure of 20,800 will have to be projected for the period 2015 to 2030 to determine the appropriate housing allocation for the Local Development Plan. This should be considered against the projected population and household growth over the same period (See Table 19 & 20). Further details of these figures together with the extent of housing land supply will be addressed in the paper on housing.

- 3.7** The RDS spatial strategy is implemented at local level by development plans and HGIs for each of the existing 26 District Councils have been produced as a guide. The Planning Act (Northern Ireland) 2011 specifies that development plans must be “in general conformity with” and must “take account” of the RDS.

### *Existing Growth Strategies – Local Area Plans*

- 3.8** The Down and Newry & Mourne Districts are currently planned for by the Ards & Down Area Plan (ADAP) 2015 and the Banbridge/Newry & Mourne Area Plan (BNMAP) 2015. BNMAP 2015 was adopted in 2013 and ADAP adopted in March 2009. They were prepared in the context of the RDS and were considered to be in general conformity. The two plans settlement hierarchy contain four tiers (Main city/town, Local towns, villages and small settlements/rural remainder) and apportion development to settlements based on their hierarchical position, infrastructure and environmental considerations.

### *Existing Settlement Hierarchy*

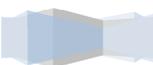
- 3.9** The main city/towns in the two council areas are Newry City and Downpatrick Town. Newry & Mourne has four local towns (Crossmaglen, Kilkeel, Newtownhamilton and Warrenpoint/Burren) whilst Down has two local towns (Ballynahinch & Newcastle). In addition, both Newry & Mourne and Down have 14 villages each. The NM&D Villages vary greatly in size, form, function and capacity to accommodate growth. Some of the larger settlements currently designated as villages are fairly urban in character, accommodating important local businesses and a range of shops and services.
- 3.10** None of the two districts have any Dispersed Rural Communities (DRC) designated. The DRCs are designated in recognition of the strong sense of belonging and sense of place in certain rural areas and have the potential to promote rural regeneration. They may also offer scope for some additional



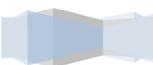
residential development, based at focal points or in surrounding townlands (Table 21).

**Table 21 (b): Existing Settlement Hierarchy for NMD District**

Settlement Hierarchy	Newry, Mourne & Down
Main City/Towns	Newry City Downpatrick
Local Towns	Crossmaglen Kilkeel Newtownhamilton Warrenpoint/Burren  Ballynahinch Newcastle
Village	Annalong Attical Ballyholland Ballymartin Bessbrook Camlough Cullyhanna Forkhill Hilltown Jonesborough Mayobridge Meigh Mullaghbane Rostrevor  Annsborough Ardglass Ballykinler Castlewellan Clough Crossgar Drumaness Dundrum



	<p>Killough  Killyleagh  Saintfield  Shrigley  Strangford  The Spa</p>
Small Settlements	<p>Altnamacken/Cortamlet  Ballymadeerfy  Ballymoyer  Barnmeen  Belleek  Creggan  Cullaville  Dorsey  Drumintee  Dunaval/Ballyardle  Glassdrumman (Co.Armagh)  Glassdrumman/Mullartown  Glen  Greencastle  Jerrettspass  Killeen  Killowen  Lislea  Longstone  Lurganare  Mullaghglass  Newtowncloghoge  Silverbridge  Tullyherron  Whitecross</p> <p>Annacloy  Ballyalton  Ballyhornan  Ballynoe  Bryansford  Burrenbridge  Carrickinab  Chapelstown</p>

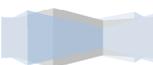


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	Clonvaraghan Coney Island Darragh Cross Derryboye Drumaghlis Drumaroad Kilclief Kilcoo Kilmore Loughinisland Maghera Raholp Saul Seaforde Ballyward* Dechomet* Finnis* Leitrim*
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\* The following BDC Slieve Croob Settlements will transfer to NM&D Council \*

**3.11** It is therefore 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 as represented in Table 22. This outlines the patterns of service provision that are likely to be appropriate at different spatial levels including villages, smaller towns, regional towns and cities. Small settlements, Dispersed Rural Communities and the rural area complete the hierarchy of locations where development may take place.



**Table 22: RDS Settlement Hierarchy Classification**

Infrastructure	Principal City	Regional Town	Smaller Towns	Villages
<b>Skills</b>	University	Further Education, Special Schools	Library, Post Primary	Nursery, Primary School
<b>Health</b>	Acute Hospital, A&E, Maternity	A&E Hospital, Children’s Home, Minor Injuries, Outpatients	Pharmacy, Health Centres, Social Services, Day Care Centres	Doctor, Ambulance, Outreach Services
<b>Social</b>	Museums/Galleries, Conference/Concert Arena	Leisure Centre (pool) Visitor Centre, Advice Centres, Arts & Culture Centre	Community Centre, Sports Facility, Welfare Services	Local Hall, Play Areas
<b>Environment</b>	Power Generation, AONB/ASSI	Water & Sewage Treatment Plants, Waste-landfill, Waste-recycle	Recycling, Renewables, Water & Sewers Supply	☑️ Access to clean water, Sewage disposal
<b>Commercial</b>	Department Stores, Specialist Shops, Arts & Cultural Facilities	Shopping Centres, Retail Warehousing, Range of Restaurants	Supermarket, Restaurants, Mix of Retail Facilities	Shop, Pub, Post Office, Petrol Station
<b>Justice</b>	Police HQ, High Court, Prison Forensic Science	Police District, County Court, Probation Service	Police Station	Neighbourhood Watch
<b>Productive</b>	Tourism Signature Projects, Science Centre,	Industrial Park, Tourism Office	Enterprise Centre, Information Office	Workshop / Business Unit

	Major Industrial parks, Strategic Development Zones			
<b>Networks</b>	Ports & Airports, Key Transport Nodes, Energy Generation Interconnector	Major Roads, Bus/Rail, Park & Ride, Cycle Network	Link Corridors/ Trunk Roads, Bus/Rail to larger centres	Local Roads, Broadband, Urban Street Lighting, Local Bus, Cycle

### *A Proposed Settlement Strategy for Accommodating Growth*

**3.12** 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:

**Main Town** – *The hubs of Newry City and Downpatrick act as the main service centres. It is therefore intended to focus major population and economic growth on Newry City and Downpatrick, thus maximising benefits from efficient use of existing facilities, infrastructure and their strategic location on the transport corridors. It is anticipated that the attraction of the city/town centres will be reinforced by retail, office and mixed use development. They will accommodate economic development through expansion and creation of industrial estates and modern enterprise and business centres. They 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.*



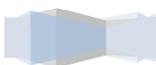
**Villages** – These important local service centres, provide goods, services and facilities to meet the daily needs of the rural area. They are good locations for rural businesses and can accommodate residential development in the form of small housing estates, housing groups and individual dwellings.

**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 (DRCs)** – whilst there are currently no Dispersed Rural Communities within the NM&D Council Areas. DRCs are designated to 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.

- 3.13** 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.
- 3.14** 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.

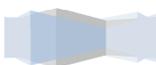


## OVERALL CONCLUSION & RECOMMENDATIONS

**3.15** The purpose of this paper has been to provide baseline information on the population of the new Council area to establish the planning needs of the community and to assist in informing planning policy making at a local level. In compiling this paper, it is recognised that this evidence can be supplemented by the Community Plan process.

**3.16** It is therefore **recommended** to Members that:

- (i) This report is considered and revised in light of work undertaken as part of the community planning process.
- (ii) Local and regional organisations representing groups under Section 75 are identified, included in the Statement of Community Involvement and consulted with as part of the process of formulating a new development plan.
- (iii) The needs identified are used as a working draft for the preparatory studies for the Local development Plan and are updated as new NISRA data is released and taken into account when formulating both the aims and objectives of the plan and future policy.
- (iv) Consideration is given to the existing growth strategy and Members' suggestions on changes to the settlement hierarchy such as alterations to the status of existing settlements or designation of new settlements, including dispersed rural communities are welcome and will be subjected to a sustainability appraisal.
- (v) The settlement hierarchy and strategy is broadly in keeping with the Regional Development Strategy and provides a framework against which to formulate a Local Development Plan.



Southern Area Development Plan Team  
Marlborough House  
Central Way, Craigavon  
craigavon.planning@doeni.gov.uk Tel:03002007830 (NI) or 02891513101