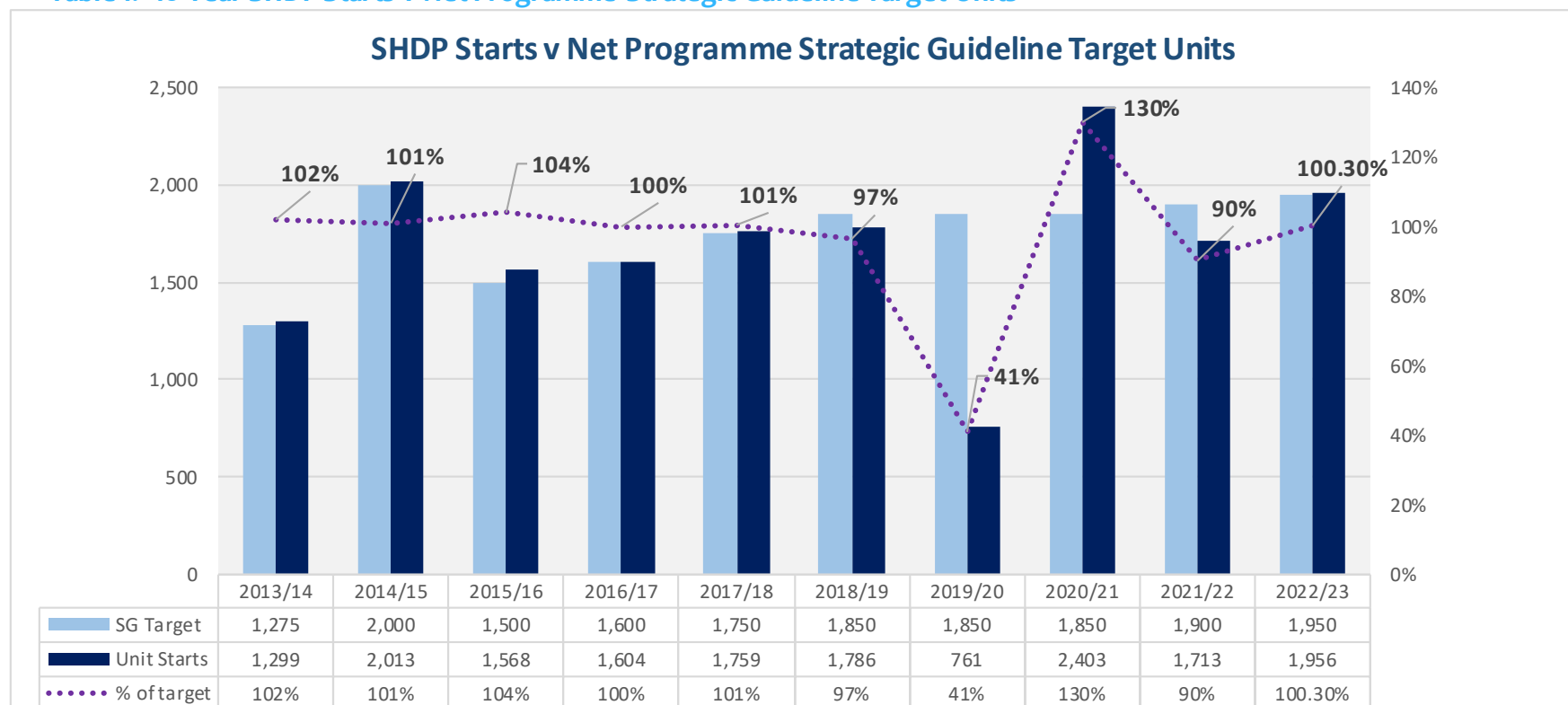


**Social Housing Development Programme delivery against  
Strategic Guidelines Report  
(2020/21 to 2022/23)**

## 1.0 NI Strategic Context

1.1 The Housing Executive took over responsibility for the management of the Social Housing Development Programme (SHDP) from the DSD in 2007/08. The Department for Communities (DfC) encompassed the functions of the former Department for Social Development (DSD) in May 2016. Table 1 below shows historic social housing units started annually against Programme for Government targets established annually by Development Procurement Group.

**Table 1: 10 Year SHDP Starts v Net Programme Strategic Guideline Target Units**



## 2.0 Three Year Analysis (2020/21 – 2022/23)

- 2.1 Table 2 below summarises the SHDP outturn against Strategic Guidelines and the 4 current strategic categories of need (Urban, Rural and Supported / Travellers) for the past 3 years. This is set out for Northern Ireland and the Housing Executive regional geographies. Details for individual years are at Annex 1.
- 2.2 At the Northern Ireland level 106% (6,072 units) of starts were achieved against the 3 year target of 5,700 units. Urban Need was exceeded by 15.5% (772 units), while the Rural Need category was 57% under the target (-400 units).

**Table 2: (2020/21– 2022/23 SHDP) Total 3 Year Cumulative Delivery v Strategic Guidelines Targets NI**

Need Category	3yr NIHE Regional Targets / Starts						3yr NI Totals		3yr % Starts Against Target
	Belfast		North		South				
	Target	Starts	Target	Starts	Target	Starts	Target	Starts	Starts
<b>Urban Need</b>	2,051	1,939	1,863	2,715	1,058	1,090	4,972	5,744	<b>115%</b>
<b>Rural Need</b>	39	32	238	163	420	102	697	297	<b>43%</b>
<b>Supported Housing</b>	8	8	23	23	0	0	31	31	<b>100%</b>
<b>Travellers</b>	0	0	0	0	0	0	0	0	<b>0%</b>
<b>Total No</b>	2,098	1,979	2,124	2,901	1,478	1,192	5,700	6,072	<b>106%</b>
<b>% of Target</b>	<b>94%</b>		<b>137%</b>		<b>81%</b>		<b>106%</b>		

### 3.0 Last Year's (2022/23) delivery against Strategic Guidelines targets

3.1 Strategic Guidelines targets for 2022/23 were issued in July 2021, based on an anticipated budget for SHDP NI starts of 1,950 units. The overall target of 1,950 was exceeded with 1,956 units started. Urban starts were 1,871 against target of 1,683. Rural starts however were 71 units against a target of 253.

3.2 Table 3 summarises the SHDP outturn against the Strategic Guidelines targets for 2022/23 at NI and Regional levels.

**Table 3: 2022/23 SHDP Outturn against Strategic Guidelines**

Need Category	NIHE Regional Targets / Starts						2022/23 NI Totals		2022/23 % Starts Against Target
	Belfast		North		South				
	Target	Starts	Target	Starts	Target	Starts	Target	Starts	
Urban Need	674	561	683	1033	326	277	1683	1871	110%
Rural Need	16	20	92	18	145	33	253	71	28%
Supported Housing	0	0	14	14	0	0	14	14	100%
Travellers	0	0	0	0	0	0	0	0	-
Totals Nos	690	581	789	1065	471	310	1950	1956	100%
% of Target	84%		135%		66%		100%		

3.3 In 2022/23, the **urban targets** at NIHE Regional level were exceeded by North Region by approximately 51% (350 units) above the required target of 683 units. The **rural targets** were exceeded in Belfast Region by four units. In the North Region, only 18 units were delivered against a rural target of 92 units. In the South Region, only 33 units were delivered against a rural target of 145 units.

3.4 In 2022/23:

- Three of the 11 Council areas achieved/exceeded the overall targets set.
  - **Lisburn and Castlereagh** exceeded targets by 120 units (75.5% Over).  
Delivery was significantly below target in this Council area in 2021/22, and exceeded in 2022/23 as several developments (which slipped from 2021/22) reached start on-site at the same time – most notably 113 units at Ballinderry Road and 90 units at Hillsborough Old Road.
  - **Derry and Strabane** exceeded targets by 265 units (57% Over).  
Delivery exceeded targets as three major Derry-based developments all reached start on-site in 2022/23 – 98 units on the Buncrana Road (Faustina), 421 units as part of a first phase on H2 Lands (Buncrana Road) and 190 units at Park Hill/Ballyoan.
  - **Mid and East Antrim** exceed targets by 61 units (60% Over).  
Delivery exceeded targets largely due to the slippage (from 2021/22) of 116 units at the former St Patrick's Barracks site, meaning that this development was not confirmed on-site until mid-year 2022/23.
- The remaining Councils did not meet the target:
  - **Belfast, 229 units** (43%) below target.  
Delivery was below target in BCC in 2022/23 primarily due to the slippage of several scheme proposals because of delays securing Planning Approval – including 45 units at the Flax Centre site (North Belfast) and 47 units on Tate's Avenue (South Belfast). However, there are now over 1,600 units under construction across the BCC area. Significant development proposals are being brought forward to start in 2023/24 in the Titanic Quarter (81 units) and Gort Na Mona (122 units in West Belfast), with a Planning Application also being assessed for 260 units as part of the second phase of development at Hannahstown/Glen Road.
  - **Antrim and Newtownabbey**, 26 units (22%) below target.  
Delivery in this Council area exceeded targets in 2020/21 and 2021/22. In 2022/23, a Competitive Design & Build proposal for 33 units on the former Abbey Caravans site (Shore Road) was refused by Planning Committee in February 2023, with an appeal now in progress. Future delivery will be boosted in this Council area by the potential for 49 units at the site of the former Castle Mall in Antrim.
  - **Causeway Coast and Glens**, 24 units (23%) below target.

Delivery in this Council area has largely been in line with targets in the past two years. In 2022/23, planning delays impacted delivery of 15 units in Portrush and 34 units in Cushendall, and viability issues impacted delivery of 14 units in Ballycastle. Higher out-turn is expected in 2023/24, with developer-led opportunities also coming forward in Ballymoney and Coleraine.

- **Ards and North Down**, 24 units (26%) below target.

Although there have been less development sites coming forward in this Council area in recent years, this is expected to change in 2023/24 – with potential developer-led opportunities in Newtownards, and units becoming available in Bangor via regeneration and planning gain.

- **Armagh, Banbridge and Craigavon**, 50 units (83%) below target.

Delivery in this Council area has exceeded targets in recent years. In 2022/23, planning delays impacted the delivery of 21 units in Portadown and over 40 units in Banbridge. Further opportunities are also expected to deliver 40+ units in Lurgan in 2023/24.

- **Fermanagh and Omagh**, 36 units (80%) below target.

Delivery in this Council area has exceeded targets in recent years. In 2022/23, planning delays impacted delivery of 40 units in Enniskillen, and viability issues impacted delivery of 31 units in Omagh. Future delivery is expected to be boosted by developer-led proposals in Omagh, and there may be other opportunities in the Council area arising from disposal of Surplus Public Sector land.

- **Mid Ulster**, 38 units (54%) below target.

Planning and site acquisition delays have affected delivery of several development sites in Magherafelt and Dungannon. Housing associations are likely to seek additional developer-led opportunities in this Council area in 2023/24.

- **Newry, Mourne and Down** was under target by 13 units (6.5% under).

Rural sites in Ballyhornan and Ballyholland (13 and 14 units respectively) continue to be impacted by third party land issues. There is potential for another significant development opportunity (90+ units) in Newry in 2023/24.

3.5 It is accepted that delivery strictly in line with the Strategic Guidelines targets may not be possible, particularly at a local area office level, due to outside influences e.g. development opportunity locations, planning issues, site acquisition, Nimbyism etc.

- 3.6 In 2022/23, Strategic Guidelines targets were exceeded in North Region but not achieved for Belfast or South Region, however overall Strategic Guidelines targets at NI level were achieved (exceeded by 6 units).
- 3.7 NIHE Place Shaping teams, Development Programme Group (DPG), Rural Unit and Land & Housing Analytics are committed to working in partnership with Housing Associations to ensure that under-provision in specific Council areas is addressed through the implementation of the following measures:
- The annual publication of a Commissioning Prospectus – a wide-ranging, strategic document that details the full spectrum of social housing needs across each Council and the urban and rural settlements within it. The Commissioning Prospectus allows Regional Place Shaping teams to detail local housing requirements and direct Housing Association site-search activity to help address under-provision in specific locations;
  - Place Shaping teams will also endeavour to address any identified imbalances as part of the 2023 Bidding Round and formulation process for the new 3-Year SHDP (2024/25 -2026/27), by prioritising support for development proposals in locations where under-provision has been identified;
  - DPG and Place Shaping teams, in conjunction with DfC, will continue to encourage Housing Associations to progress competitive Design & Build opportunities in areas of social housing need where it is proving difficult to secure sites on a traditional basis;
  - DPG will continue to support Housing Associations to secure land in advance of the planned development year, to ensure a regular pipeline of supply;
  - The Rural Strategy and Action Plan sets out the Housing Executive's commitment to tailor programmes and services to ensure the needs of people living in rural areas are met in an equitable way. This includes the identification and assessment of housing need in rural areas, the identification of land which is suitable for rural housing development and working in partnership with Housing Associations to support and facilitate the delivery of homes included in the Social Housing Development Programme (SHDP);
  - As detailed in the 2021-25 Rural Strategy 'Reaching Rural', the Rural & Regeneration Unit will continue to implement an annual programme of Rural Housing Need Tests to build the evidence of need to support the provision of new homes in rural communities. 11 Housing Need Tests were carried out during 2022/23 and the impact on local waiting lists is currently being assessed;
  - The NIHE's Central Planning & Policy Unit and Place Shaping teams will continue to work closely with the Council Planning Departments in the Local Development Planning process. This partnership will facilitate the provision of new social housing in areas of un-met need and the

development of new affordable housing policies, which should assist in increasing delivery of new homes and also facilitate access to land by Housing Associations in areas where this has traditionally been difficult;

- An annual programme of Site Identification Studies (SISs) is also undertaken, to support Housing Associations in the delivery of new build housing schemes in areas of identified need. SISs involve the appraisal of land at a settlement level (or smaller geographical area) where there is a housing need and for those areas where it is more difficult for Housing Associations to source suitable, readily available sites. Barriers can include inflated land prices, existing planning commitments or restrictive Area Plan zonings. The SISs provide an important evidence base in respect of potential development sites in these areas, and for the allocation of land within Local Development Plans, should a planning intervention be necessary to provide access to land;
- The SIS programme can also help to facilitate development within rural settlements where a relatively marginal housing need may discourage Housing Association site identification activity due to the perceived costs of development and the management of small, rural housing schemes; and
- Work is continuing to bring forward serviced sites for Irish Travellers in three council areas in response to identified housing need.

## 4.0 Key Findings

4.1 The key points arising out of the review are as follows:

a) In 2022/23, a total of 1,956 units were started against the Strategic Guidelines target for the SHDP of 1,950 units (0.3% above starts target).

b) Performance against the NI wide Strategic Guidelines targets was:

- Urban targets were exceeded by 188 units (10% over starts target)
- There was a shortfall of 182 units against the Rural need target (72% under starts target);
- There were 14 units of new build required in 2022/23 for Supported Housing - based on Supporting People's currently assessed needs;
- NIHE Irish Travellers Unit confirmed no SHDP new build was delivered in 2022/23.



- 4.2 Several factors outside Housing Executive control can influence the delivery of schemes, but the principles set out in the original Strategic Guidelines EQIA (2008), and the more recent EQIA introduced in 2011 should continue to be applied when considering formulation of the SHDP and particularly in relation to programming of any in year Housing Association proposals.
- 4.3 If the Strategic Guidelines are not adhered to, there is a significant risk of variance between what is delivered and what was originally programmed to address need. Over time, this can become an issue and may leave the Housing Executive open to challenge. The mitigating factors and response to this, including the initiatives outlined at 3.7 above, will help minimise this as an issue.

## ANNEX 1 Annual SHDP Outturn versus Strategic Guidelines by NIHE Region 2020/20 -2022/23

Table 4: 2020/21 SHDP outturn against Strategic Guidelines

Need Category	Area Targets / Starts												Regional (NI) Totals			
	Belfast				North				South							
	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts
Urban Need	677	98%	949	99.8%	583	89%	802	93%	371	74%	545	93%	1,631	88%	2,296	96%
Rural Need	14	2%	2	0.2%	62	10%	53	6%	134	26%	43	7%	210	11%	98	4%
Supported Housing	0	0%	0	0%	9	1 %	9	1%	0	0.0	0	0.0	9	1%	9	0%
Travellers	0	0%	0	0%	0	0%	0	0.0	0	0.0	0	0.0	0	0.0	0	0%
Total No	691	100%	951	100%	654	100%	864	100%	505	100.0	588	100.0	1,850	1000	2,403	100%
Starts as a % of SG Target	138%				132%				116%				130%			

Table 5: 2021/22 SHDP outturn against Strategic Guidelines

Need Category	Area Targets / Starts												Regional (NI) Totals			
	Belfast				North				South							
	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts
Urban Need	700	98%	429	96%	597	88%	880	91%	361	72%	268	91%	1658	87%	1577	92%
Rural Need	9	1%	10	2%	84	12%	92	9%	141	28%	26	9%	234	12.5%	128	7.5%
Supported Housing	8	1%	8	2%	0	0%	0	0%	0	0%	0	0%	8	0.5%	8	0.5%
Travellers	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Total No	717	100%	447	100%	681	100%	972	100%	502	100%	294	100%	1900	100%	1713	100%
Starts as a % of SG Target	62%				143%				59%				90%			

Table 6: 2022/23 SHDP outturn against Strategic Guidelines

Need Category	Area Targets / Starts												Regional (NI) Totals			
	Belfast				North				South							
	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts	Target	% of total target	Starts	% of total starts
Urban Need	674	98%	561	97%	683	86.5%	1033	97%	326	69%	277	89%	1683	86%	1871	95.5%
Rural Need	16	2%	20	3%	92	11.5%	18	2%	145	31%	33	11%	253	13%	71	3.5%
Supported Housing	0	0%	0	0%	14	2%	14	1%	0	0%	0	0%	14	1%	14	1%
Travellers	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Total No	690	100%	581	100%	789	100%	1065	100%	471	100%	310	100%	1950	100%	1956	100%
Starts as a % of SG Target	84%				135%				66%				100.3%			

## ANNEX 2 3 Year Historic LGD Council v SG Targets

Table 7: 2020/21 SHDP outturn against Strategic Guidelines by Local Government District

Strategic Group																			Actual v Net Target (No) - Over/ <b>Under</b> Programming	Actual v Net Target (%) - Over/ <b>Under</b> Programming
2020/21	Urban				Rural				Supported				Travellers		Total					
Council	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target	Actual	Target (No)	Target (%)	Actual (No)	Actual (%)		
Belfast	588	36%	792	34%	0	0%	0	0%	0	0%	0	0%	0	0	588	32	792	33	204	35%
Lisburn & Castlereagh	89	5%	157	7%	14	7%	2	2%	0	0%	0	0%	0	0	103	6	159	7	56	54%
Antrim & Newtownabbey	89	5%	193	8%	4	2%	6	6%	0	0%	0	0%	0	0	93	5	199	8	106	114%
Causeway Coast & Glens	47	3%	56	2%	28	13%	23	23%	0	0%	0	0%	0	0	75	4	79	3	4	5%
Derry & Strabane	398	24%	453	20%	12	6%	9	9%	9	100%	9	100%	0	0	419	23	471	20	52	12%
Mid & East Antrim	49	3%	88	4%	18	9%	15	15%	0	0%	0	0%	0	0	67	4	103	4	36	54%
Ards & North Down	85	5%	43	2%	11	5%	6	6%	0	0%	0	0%	0	0	96	5	49	2	-47	-49%
Armagh, Banbridge & Craigavon	10	1%	62	3%	6	3%	18	18%	0	0%	0	0%	0	0	16	1	80	3	64	400%
Fermanagh & Omagh	12	1%	26	1%	0	0%	0	0%	0	0%	0	0%	0	0	12	1	26	1	14	117%
Mid Ulster	71	4%	47	2%	13	6%	0	0%	0	0%	0	0%	0	0	84	5	47	2	-37	-44%
Newry, Mourne & Down	193	12%	379	17%	104	50%	19	19%	0	0%	0	0%	0	0	297	16	398	17	101	34%
Total	1,631	100%	2,296	100%	210	100%	98	100%	9	100%	9	100%	0	0	1,850	100%	2,403	100%	553	30%

Table 8: 2021/22 SHDP outturn against Strategic Guidelines by Local Government District

Strategic Group																			Actual v Net Target (No) - Over/ <b>Under</b> Programming	Actual v Net Target (%) - Over/ <b>Under</b> Programming
2021/22	Urban				Rural				Supported				Travellers		Total					
Council	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target	Actual	Target (No)	Target (%)	Actual (No)	Actual (%)		
Belfast	583	35%	425	27%	0	0%	0	0%	8	100%	8	100%	0	0	591	31%	433	25%	-158	-27%
Lisburn & Castlereagh	117	7%	4	0%	9	4%	10	8%	0	0%	0	0%	0	0	126	7%	14	1%	-112	-89%
Antrim & Newtownabbey	111	7%	207	13%	6	3%	0	0%	0	0%	0	0%	0	0	117	6%	207	12%	90	77%
Causeway Coast & Glens	53	3%	80	5%	38	16%	10	8%	0	0%	0	0%	0	0	91	5%	90	5%	-1	-1%
Derry & Strabane	385	23%	342	22%	23	10%	56	44%	0	0%	0	0%	0	0	408	21%	398	23%	-10	-2%
Mid & East Antrim	48	3%	251	16%	17	7%	26	20%	0	0%	0	0%	0	0	65	3%	277	16%	212	326%
Ards & North Down	76	5%	53	3%	9	4%	16	13%	0	0%	0	0%	0	0	85	4%	69	4%	-16	-19%
Armagh, Banbridge & Craigavon	41	2%	38	2%	5	2%	4	3%	0	0%	0	0%	0	0	46	2%	42	2%	-4	-9%
Fermanagh & Omagh	29	2%	40	3%	1	0%	4	3%	0	0%	0	0%	0	0	30	2%	44	3%	14	47%
Mid Ulster	65	4%	105	7%	15	6%	2	2%	0	0%	0	0%	0	0	80	4%	107	6%	27	34%
Newry, Mourne & Down	150	9%	32	2%	111	47%	0	0%	0	0%	0	0%	0	0	261	14%	32	2%	-229	-88%
Total	1,658	100%	1,577	100%	234	100%	128	100%	8	100%	8	100%	0	0	1,900	100%	1,713	100%	-187	-10%

Table 9: 2022/23 SHDP outturn against Strategic Guidelines by Local Government District

Strategic Group																			Actual v Net Target (No) - Over/ <b>Under</b> Programming	Actual v Net Target (%) - Over/ <b>Under</b> Programming
2022/23	Urban				Rural				Supported				Travellers		Total					
Council	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target	Actual	Target (No)	Target (%)	Actual (No)	Actual (%)		
Belfast	531	32%	302	16%	0	0%	0	0%	0	0%	0	0%	0	0%	531	27%	302	15%	-229	-43.1%
Lisburn & Castlereagh	143	8%	259	14%	16	6%	20	28%	0	0%	0	0%	0	0%	159	8%	279	14%	120	75.5%
Antrim & Newtownabbey	111	7%	92	5%	7	3%	0	0%	0	0%	0	0%	0	0%	118	6%	92	5%	-26	-22.0%
Causeway Coast & Glens	57	3%	65	3%	32	13%	0	0%	14	100%	14	100%	0	0%	103	5%	79	4%	-24	-23.3%
Derry & Strabane	435	26%	714	38%	32	13%	18	25%	0	0%	0	0%	0	0%	467	24%	732	37%	265	56.7%
Mid & East Antrim	80	5%	162	9%	21	8%	0	0%	0	0%	0	0%	0	0%	101	5%	162	8%	61	60.4%
Ards & North Down	83	5%	60	3%	11	4%	10	14%	0	0%	0	0%	0	0%	94	5%	70	4%	-24	-25.5%
Armagh, Banbridge & Craigavon	55	3%	5	0%	5	2%	5	7%	0	0%	0	0%	0	0%	60	3%	10	1%	-50	-83.3%
Fermanagh & Omagh	35	2%	0	0%	10	4%	9	13%	0	0%	0	0%	0	0%	45	2%	9	0%	-36	-80.0%
Mid Ulster	46	3%	33	2%	25	10%	0	0%	0	0%	0	0%	0	0%	71	4%	33	2%	-38	-53.5%
Newry, Mourne & Down	107	6%	179	10%	94	37%	9	13%	0	0%	0	0%	0	0%	201	10%	188	10%	-13	-6.5%
Total	1683	100%	1871	100%	253	100%	71	100%	14	100%	14	100%	0	0%	1950	100%	1956	100%	6	0.3%