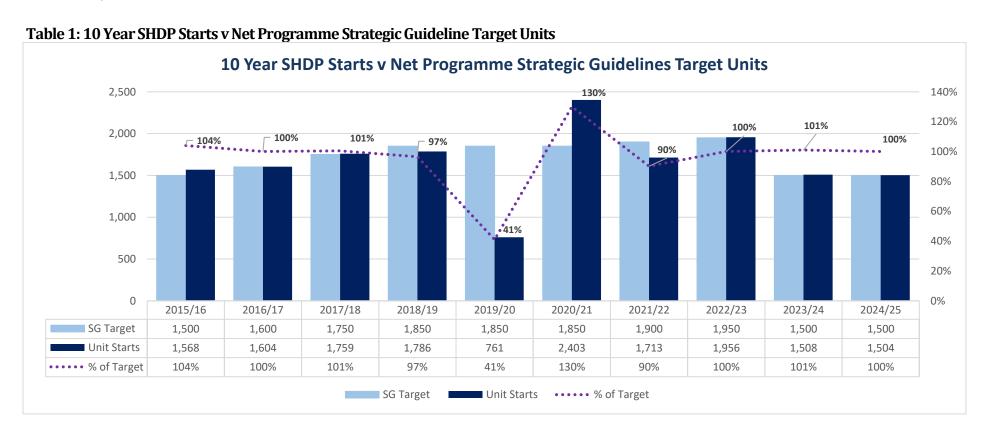
Social Housing Development Programme delivery against Strategic Guidelines Report

(2022/23 to 2024/25)

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.



Three Year Analysis (2022/23 – 2024/25)

- 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.
- At the Northern Ireland level 100.4% (4,968 units) of starts were achieved against the 3-year target of 4,950 units. Urban Need was exceeded by 7% (283 units), while the Rural Need category was 41% under the target (-265 units). Regional performance has varied over the last three years, with North exceeding urban targets (+343 units), while Belfast and South region did not. All regions have underperformed in respect of rural targets.

Table 2: (2022/23 - 2024/25 SHDP) Total 3 Year Cumulative Delivery v Strategic Guidelines Targets NI

Need Category		Зу	r NIHE Reg	ional Targe	ts / Starts		3yr N	II Totals	3yr % Starts Against Target
	Bel	fast	No	orth	Sc	outh			
	Target	Starts	Target Starts		Target	Starts	Target	Starts	Starts
Urban Need	1,825	1,584	1,558	1,911	877	1,048	4,260	4,543	107%
Rural Need	38 29		220 210		383	137	641	376	59%
Supported Housing	35	35 35		14	0	0	49	49	100%
Travellers	0	0	0	0	0	0	0	0	0%
Total No	1,898	1,648	1,792	2,135	1,260	1,185	4,950	4,968	
% of Target	% of Target 87%			.9%	9	4%	10	00.4%	

Last Year's (2024/25) delivery against Strategic Guidelines targets

- 3.1 Strategic Guidelines targets for 2024/25 were issued in July 2023, based on an anticipated budget for SHDP NI starts of 1,500 units. The overall target of 1,500 was slightly exceeded with 1,504 units started. Urban starts (including supported units) were 1,316 against a target of 1,304. Rural starts however were 188 units against a target of 196.
- 3.2 Table 3 summarises the SHDP outturn against the Strategic Guidelines targets for 2024/25 at NI and Regional levels.

Table 3: 2024/25 SHDP Outturn against Strategic Guidelines

Need Category		NI	HE Region	al Targets / S	Starts	2024/25	2024/25 % Starts Against Target		
	Ве	lfast	N	orth	Sou	uth			
	Target	Starts	Target	Starts	Target	Starts	Target	Starts	Starts
Urban Need	587	383	404	544	283	359	1,274	1,286	101%
Rural Need	10	9	63	119	123	60	196	188	96%
Supported Housing	30	30	0	0	0	0	30	30	100%
Travellers	0	0	0	0	0	0	0	0	0%
Totals Nos	627	422	467	663	406	419	1,500	1,504	
% of Target	6	7%	1	42%	10	3%	100		

- In 2024/25, the *urban targets* at the Housing Executive Regional level were exceeded in North Region (by 42% or 196 units above the target of 467) and in South Region (by 3% or 13 units above the target of 406). Belfast region underperformed by 33% (205 units below the target of 627). The *rural targets* were exceeded in North Region by 56 units. In the South Region, only 60 units were delivered against a rural target of 123 units and in Belfast Region, 9 units were delivered against a rural target of 10.
- 3.4 In 2024/25:

- Five of the 11 Council areas achieved/exceeded the overall targets set:
 - Mid Ulster exceeded targets by 136 units (257% over).

Delivery in this Council area was under target in 2022/23 and only marginally over target in 2023/24. In 2024/25, several small to medium sized schemes which slipped from previous programme years all reached Start On-site Stage, resulting in higher-than-usual out-turn for Mid Ulster. This included a 45-unit development at Ballygawley Road, Dungannon for which the Planning Approval process took several years to conclude.

• Causeway Coast and Glens exceeded targets by 149 units (169% over).

Delivery in this Council area was higher than usual in 2024/25, primarily due to the third phase at Laurel Hill, Coleraine (77 units) which progressed quickly through the Planning process. There were also two large developer-led schemes at Edenmore Road, Limavady (40 units) and Lower Captain Street, Coleraine (46 units).

• **Antrim and Newtownabbey** exceeded targets by 59 units (92% over).

Delivery in this Council area was below target in 2022/23 and 2023/24. The target was largely exceeded in 2024/25 due to confirmation of Start On-site for the 63-unit scheme at 333-335 Antrim Road, Glengormley, which slipped from the 2023/24 year due to timing and budgetary pressures.

• Mid and East Antrim exceeded targets by 20 units (56% over).

As the SHDP Starts target was increased to 1,500 units 'in-year', housing associations were encouraged to bring forward deliverable proposals in Q4 to maximise delivery with the additional funding provided during Monitoring Rounds. This included the 24-unit scheme at Windsor Avenue, Whitehead – which increased delivery in Mid & East Antrim.

• Armagh, Banbridge and Craigavon exceeded targets by 27 units (42% Over).

Delivery in this Council was increased in 2024/25 as the Rushmere Glen scheme (38 units) secured Planning Approval faster than expected. There were also 15 'Off-the-Shelf' units brought forward as an 'in-year' addition to the programme.

• The remaining six Council areas did not meet the target:

• Ards and North Down, 49 units (67%) below target.

Delivery in this Council was well above target in 2023/24. In 2024/25, there were lower numbers of deliverable proposals brought forward by housing associations, and a 13-unit scheme at Castle Street, Comber also slipped at year-end due to the discovery of title issues.

• Newry, Mourne and Down, 85 units (51%) below target.

Although 48 new units started on-site on the Carnagat Road in Newry in 24/25, there continue to be difficulties with securing Start On-sites in rural locations in this Council area. Over 50 units in rural locations slipped to 25/26 due to issues securing Planning Approval in a timely fashion or because of viability concerns.

• **Lisburn & Castlereagh,** 54 units (46%) below target.

Delivery in this Council area was above target in 2022/23 and 2023/24. In 2024/25, over 40 units slipped due to issues securing Planning Approval. However, further large development is planned in the coming programme year/s on the Ballinderry Road which should boost delivery.

• Fermanagh and Omagh, 16 units (34%) below target.

Delivery in this Council area was above target in two of the past three programme years. In 2024/25, a 28-unit scheme slipped to 2025/26 due to a requirement for amendments to the existing Planning Approval. Delivery is expected to be enhanced in 2025/26 by a 30-unit scheme in Enniskillen and a 14-unit development in Omagh.

• Belfast, 151 units (30%) below target.

The second phase at Hannahstown/Glen Road was programmed to start in 2024/25, with potentially 140 units included. Delivery was largely below target in 2024/25 due to the slippage of this scheme proposal – with several issues around Planning, viability and land assembly still be resolved to support this complex scheme to progress to Start On-Site Stage.

• **Derry and Strabane**, 32 units (11%) below target.

Although delivery was under target in 2024/25, there are several significant schemes planned for the West Bank and Waterside of Derry over the coming programme years, subject to unlocking infrastructure constraints. These include future phases of the Ballyoan/Park Hill scheme (Waterside) and development of the H2 and H1B zoned lands (West Bank).

- 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.
- In 2024/25, Strategic Guidelines targets were exceeded in North and South Region but not achieved for Belfast Region, however overall Strategic Guidelines targets at NI level (1,500 units) were achieved (exceeded by 4 units).
- 3.7 The Housing Executive 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 2025 Bidding Round and formulation process for the new 3-Year SHDP (2026/27 - 2028/29), 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.
 - O 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. Nine Housing Need Tests were carried out during 2024/25 and the impact on local waiting lists is currently being assessed.

- The Housing Executive'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.

Key Findings

- 4.1 The key points arising out of the review are as follows:
 - a) In 2024/25, a total of 1,504 units were started against the Strategic Guidelines target for the SHDP of 1,500 units (0.3% above starts target).
 - b) Performance against the NI wide Strategic Guidelines targets was:
 - Urban targets were exceeded by 12 units (1% over starts target)
 - There was a shortfall of 8 units against the Rural need target (4% under starts target)
 - There were 30 units of new build required in 2024/25 for Supported Housing based on Supporting People's currently assessed needs
 - The Housing Executive Irish Travellers Unit confirmed no SHDP new build was delivered in 2024/25.

- 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 Housing Executive Region 2022/23 - 2024/25

2022/23 SHDP outturn against Strategic Guidelines

Need Category					Area Targets / Starts									Regional (NI) Totals				
,		Bel	fast			No	rth			So	uth							
	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 tota target	Starts	% of tota starts		
Urban Need	674	98%	561	97%	683	86.5%	1033	97%	326	69%	277	89%	1,683	86%	1,871	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	0.0%		
Total No	690	100%	581	100%	789	100%	1,065	100%	471	100%	310	100%	1,950	100%	1,956	100%		
Starts as a % of		۷/	1%			12	5%			60	5%		100.3%					
SG Target		-0-	• /0		135% 66%								100.5%					

2023/24 SHDP outturn against Strategic Guidelines

	Area Targets / Starts														Regional (NI) Totals					
		Bel	fast			Nor	rth			Sc	uth									
Need Category		% of		% of		% of		% of		% of		% of		% of		% of				
	Target	total	Starts	total	Target	total	Starts	total	Target	total	Starts	total	Target	total	Starts	total				
		target		starts		target		starts		target		starts		target		starts				
Urban Need	564	97%	640	99%	471	87.87%	334	82%	268	70%	412	90%	1,303	87%	1,386	92%				
Rural Need	12	2%	0	0%	65	12.13%	73	18%	115	30%	44	10%	192	13%	117	8%				
Supported Housing	5	1%	5	1%	0	0.00%	0	0%	0	0%	0	0%	5	0%	5	0%				
Travellers	0	0%	0	0%	0	0.00%	0	0%	0	0%	0	0%	0	0%	0	0%				
Total No	581	100%	645	100%	536	100%	407	100%	383	100%	456	100%	1,500	100%	1,508	100.00%				
Starts as a % of		11	1%			76	0/			1.1	100/		400 520/							
SG Target		11	170		76% 119%								100.53%							

2024/25 SHDP outturn against Strategic Guidelines

	Area Targets / Starts															als	
		Bel	fast			Nor	th			Sc	uth						
Need Category	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	587	94%	383	91%	404	87%	544	82%	283	70%	359	86%	1,274	85%	1,286	85.5%	
Rural Need	10	1.5%	9	2%	63	13%	119	18%	123	30%	60	14%	196	13%	188	12.5%	
Supported Housing	30	4.5%	30	7%	0	0%	0	0%	0	0%	0	0%	30	2%	30	2%	
Travellers	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	
Total No	627	100%	422	100%	467	100%	663	100%	406	100%	419	100%	1,500	100%	1,504	100%	
Starts as a % of SG Target		67	7%			142	2%			10)3%		100.3%				

ANNEX 2 3 Year Historic LGD Council v SG Target

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

2022/23 SHDP 0		S.		0						Group)								Actual v Net	Actual v Net
														velle				Target (No) -	Target (%) -	
2022/23		Urk	oan		Rural				Supported				rs			To	Over/Un der Program ming	Over/Un der Program ming		
Council	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Tar get	Act ual	Target (No)	Target (%)	Actual (No)	Actual (%)	6	6
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%

Actual v Actual v Net Net Strategic Group Target Target (%) (No) Over/Un Over/Un Travell der der 2023/24 Urban **Supported** Rural **Total** Program Program ers ming ming **Target** Target **Actual** Actual Target Target Actual **Actual** Target **Target** Actual Actual Tar Act **Target Target** Actual **Actual** Council (No) (%) (No) (%) (No) (%) (No) (%) (No) (%) (No) (%) ual (No) (%) (No) (%) get 100 100 Belfast 456 35% 490 35% 0 0% 0 0% 5 5 0 0% 461 31% 495 33% 34 7.4% Lisburn & 108 8% 150 11% 12 6% 0 0% 0 0% 0 0% 0 0% 120 8% 150 10% 30 25.0% Castlereagh Antrim & 0 65 5% 21 2% 4 2% 0 0% 0 0% 0 0% 0% 69 5% 21 1% -48 -69.6% Newtownabbey Causeway Coast & 66 5% 110 8% 23 12% 34 29% 0 0% 0 0% 0 0% 89 6% 144 10% 61.8% 55 Glens Derry & Strabane 300 23% 177 13% 23 12% 15 13% 0 0% 0 0% 0 0% 323 22% 192 13% -131 -40.6% 3% 0% 0% 0 0% 55 4% 50 -5 Mid & East Antrim 40 26 2% 15 8% 24 21% 0 0 3% -9.1% 5% 9% 0 0% 70 88.6% Ards & North Down 64 119 6 3% 13 11% 0 0% 0 0% 5% 132 9% 62 Armagh, Banbridge 0 0% 50 4% 138 10% 8 4% 21 18% 0 0% 0 0% 58 4% 159 11% 101 174.1% & Craigavon Fermanagh & 36 3% 97 7% 12 6% 10 9% 0 0% 0 0% 0 0% 48 3% 107 7% 59 122.9% Omagh 35 3% 57 0 0% 57 4% 19 10% 0 0% 0 0% 0% 0 54 4% 4% 3 5.6% Mid Ulster Newry, Mourne & 83 6% 1 0% 70 36% 0 0% 0 0% 0 0% 0 0% 153 10% 1 0% -152 -99.3% Down 100 100 100 100 100 100 100 100 **Total** 1303 1386 192 117 5 0 0% 1500 1508 8 0.53% % %

%

2024/25 SHDP outturn against Strategic Guidelines by Local Government District

								St	trate	egic Gr	oup								Actual v Net	Actual v Net
2024/25	Urban Rural								Supported					veller s		To		Target (No) - Over/U nder Progra mming	Target (%) - Over/U nder Progra mming	
Council	Target (No)	Target (%)	Actual (No)	Actual (%)	Target (No)	Target (%)	Actual (No)	Actual (%)	Targ (No	_			Targ et	Act ual	Target (No)	Target (%)	Actual (No)	Actual (%)	J	3
Belfast	480	38%	329	26%	0	0%	0	0%	30	100%	30	100%	0	0	510	34%	359	24 %	-151	-30%
Lisburn & Castlereagh	107	8.5%	54	4%	10	5%	9	5%	0	0%	0	0%	0	0	117	8%	63	4%	-54	-46%
Antrim & Newtownabbey	58	5%	123	10%	6	3%	0	0%	0	0%	0	0%	0	0	64	4%	123	8%	59	92%
Causeway Coast & Glens	64	5%	180	14%	24	12%	57	30%	0	0%	0	0%	0	0	88	6%	237	15. 5%	149	169%
Derry & Strabane	257	20%	231	18%	22	11%	16	9%	0	0%	0	0%	0	0	279	19%	247	16 %	-32	-11%
Mid & East Antrim	25	2%	10	1%	11	6%	46	24.5 %	0	0%	0	0%	0	0	36	2%	56	4%	20	56%
Ards & North Down	63	5%	24	2%	10	5%	0	0%	0	0%	0	0%	0	0	73	5%	24	2%	-49	-67%
Armagh, Banbridge & Craigavon	57	4.5%	92	7%	8	4%	0	0%	0	0%	0	0%	0	0	65	4%	92	6%	27	42%
Fermanagh & Omagh	30	2%	31	2%	17	9%	0	0%	0	0%	0	0%	0	0	47	3%	31	2%	-16	34%
Mid Ulster	40	3%	143	11%	13	7%	46	24.5 %	0	0%	0	0%	0	0	53	4%	189	12. 5%	136	257%
Newry, Mourne & Down	93	7%	69	5%	75	38%	14	7%	0	0%	0	0%	0	0	168	11%	83	6%	-85	-51%
Total	1274	100 %	1286	100 %	196	100 %	188	100 %	30	100%	30	100%	0	0	1500	100 %	1504	100 %	4	0.3%