Delivering sustainable healthy homes and communities in Northern Ireland



TCPA with Belfast Healthy Cities, for the Northern Ireland Housing Executive

March 2016



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This publication draws on various TCPA research, guidance and workshops on planning, the built environment and health undertaken and produced with local authorities and agencies in England.

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About the TCPA

Founded by Sir Ebenezer Howard in 1899 to promote the Garden City model of development, the Town and Country Planning Association (TCPA) is Britain's oldest charity concerned with planning, housing and the environment. The TCPA is independent and campaigns for more integrated planning based on the principles of accessibility, sustainability, diversity, and community cohesion. The TCPA puts social justice and the environment at the heart of the debate about planning policy, housing and energy supply. It inspires government, industry and campaigners to take a fresh perspective on major issues such as climate change and regeneration.

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foreword

As a long-standing advocate of integrated approaches to the people, property and place agenda, I am delighted to introduce this report, which builds on a number of previous initiatives and achievements in the related fields of housing, health and planning. It offers helpful guidance to policy makers, practitioners and all the citizens of Northern Ireland at a time of significant change.

The transfer of most planning functions from the Department of the Environment to the 11 new local councils offers those councils and their statutory partners, including the Housing Executive, exciting opportunities to take a joined-up, 'total place' approach to shaping the development of their areas through Development Plans and the related community planning process. These plans will provide a long-term vision for the social, environmental and economic wellbeing of the areas and their citizens.

With a focus on the closely related issues of planning, housing and health, and building on previous rounds of research and practical experience in Northern Ireland and elsewhere, this report provides a framework for building and maintaining sustainable healthy homes and communities. It brings together and reflects the TCPA's own research programme, the Housing Executive's years of practical experience, Belfast City Council's best practice initiatives, and the good practice and aspirations of all the local councils in Northern Ireland.

Creating and maintaining great places is a task for everyone: central and local government, the private sector, voluntary bodies and, especially, local communities. This report provides both inspiration and guidance, and will prove to be an important resource for everyone involved in promoting health and wellbeing in Northern Ireland.

Professor Peter Roberts OBE

Vice-Chair of the Northern Ireland Housing Executive and Vice-President of the TCPA

1 introduction



Engaging children in decision-making on local neighbourhoods offers a way of accessing valuable local knowledge and supporting active citizenship in delivering healthy homes and neighbourhoods

In April 2015 Northern Ireland's new local (district) councils were given statutory planning functions. For the first time in decades, local authorities became responsible both for planmaking and for deciding whether to grant permission on individual planning applications. They are also responsible for 'community planning', to ensure greater public involvement in shaping services to meet local needs. The Northern Ireland Executive's vision for local government is: 'a strong, dynamic local government creating communities that are vibrant, healthy,

prosperous, safe, sustainable and have the needs of all citizens at their core.'

As the new councils take on their planning responsibilities, they will need to draw support and inspiration from examples of good practice to help them achieve the Executive's aspirations.

At the time these changes are taking place, communities across Northern Ireland face the challenges of living in housing, and a wider environment, that does not always support their health and wellbeing as well as it might. This is because of a range of interrelated issues, including, but not limited to: fuel poverty resulting, in the poor health of individuals and certain population groups; pockets of poor-quality housing; poor air quality; and lack of access to, and provision of, good green spaces and play areas. The related issues of physical inactivity, poor health and obesity are concerns.

One way of focusing efforts to address these diverse issues is to consider them in terms of planning sustainably for energy and for public health. By so doing, practitioners from different sectors can come together to work to improve people's wellbeing.

Research aims and objectives

Recognising the key role that good housing can play in the triangular relationship between planning, energy and health, the Northern Ireland Housing Executive commissioned the TCPA, in partnership with Belfast Healthy Cities, to examine the operational links between these issues and to provide guidance for planning, health, housing and energy professionals on how best to use the new planning powers and responsibilities for community planning. The associated objectives were:

- To provide a better understanding of the scale of the challenge and the opportunities that good, sustainable planning provides for 'better practice'.
- To provide practitioners with advice and information on good practice in policy implementation and delivery through the planning process.
- To help unlock difficult policy and practice situations and enhance collaborative working between professionals from different backgrounds – in housing, planning, health, sustainability and regeneration.
- To communicate findings to practitioners to effect change locally and influence policy development nationally.
- To help ensure that housing (including social housing) is a key building block of future Community Plans.

Methodology

The research that culminated in this report involved three main phases of work: a literature review; engagement activities; and synthesis/report writing.

Literature review

As well as a review of salient material relating to Northern Ireland, a policy horizon scanning exercise was carried out, enabling a strengths, weaknesses, opportunities and threats (SWOT) analysis of the new two-part development plan and community planning process in relation to health, planning, housing and sustainability to be undertaken.

Engagement activities

Two half-day practitioner workshops were held in November 2015. At the first, which was held in Cookstown in collaboration with the EU SPECIAL (Spatial Planning and Energy for Communities in All Landscapes) project, stakeholders discussed opportunities for renewable energy and energy efficiency interventions through planning and housing developments. The second workshop took place in Belfast and focused on opportunities for promoting sustainable development and regeneration through healthy planning principles. The workshops provided the basis for engaging with practitioners, to draw on their invaluable experience and practical knowledge. Their involvement resulted in many very significant contributions to the thinking underpinning this publication. Further information on the workshops, including the organisations represented, is included at Annex 1.

Synthesis and report writing

Finally, the data gathered during the first two stages of the research were reviewed and assembled into this document, which is the key output of the project. It aims to inform all stakeholders in the planning process, including elected representatives, professional town planners, and the housing, health and voluntary sectors, on:

- implementing key national policies, including the Strategic Planning Policy Statement and local councils' new community planning powers;
- establishing better collaborative working relationships between professionals across different professions – in housing, planning, health, sustainability and regeneration;
- creating a more responsive policy framework to reflect an integrated local approach to sustainable homes and communities for energy and health and wellbeing; and
- promoting approaches, concepts and frameworks for consideration and application in the Northern Ireland context, with examples of how such approaches and frameworks are being used elsewhere.

2 setting the scene

2.1 The new planning and community context

In April 2015, key provisions of the Planning Act (Northern Ireland) 2011¹ came into force, giving the 11 new local councils planning responsibilities through powers to create Local Development Plans and take decisions on planning applications. At the same time, the Local Government Act (Northern Ireland) 2014² placed a community planning duty on councils, requiring them to work with partners to improve the social, economic and environmental wellbeing of their area. An output of this process is the Community Plan. Taken together, the new institutional and policy landscape for local government provides a powerful context for shaping a narrative for improving people's lives and environments.³ The key components of this landscape are as follows.

Strategic Planning Policy Statement (SPPS)

The SPPS⁴ is statutory guidance produced by the Department of the Environment regarding 'important planning matters that should be addressed'. Once councils adopt the new Local Development Plans, the SPPS will replace the existing suite of planning policy statements on planning issues such as access, movement and parking (PPS3), housing in settlements (PPS12), and renewable energy (PPS18). In the meantime, it is still a material consideration.

Regional Development Strategy (RDS)

The RDS⁵ sets out the spatial development framework for Northern Ireland up to 2035 in accordance with the three pillars of sustainable development. Its long-term strategic direction to guide the public, private and community sectors includes issues such as delivering a sustainable and secure energy supply, reducing carbon footprints, and supporting urban and rural renaissance. Local planning must take the RDS into account when drawing up plans.

Local Development Plan (LDP)

The LDP guides the future sustainable use of land through planning policies and allocating land use types, and is used as the basis for determining a planning application. Councils are required to produce a Statement of Community Involvement setting out how and where communities will be involved in the planning process. The LDP will be a combination of two documents – the Plan Strategy and the Local Policies Plan. Councils are required to monitor annually how the objectives of the LDP are being delivered. An anticipated timetable of 40 months for preparing these plans has been set, along with a statutory requirement to agree and approve such a timetable from the outset.⁶

- 1 Planning Act (Northern Ireland) 2011. HMSO, 2011. http://www.legislation.gov.uk/nia/2011/25/contents
- 2 Local Government Act (Northern Ireland) 2014. HMSO, 2014. http://www.legislation.gov.uk/nia/2014/8/contents/enacted
- 3 At the time of the publication, the Northern Ireland Executive's Departments Bill (Bill 70/11-16) has cleared the final Bill stage in the Northern Ireland Assembly. It proposes transferring planning and environmental functions to new departments
- 4 Strategic Planning Policy Statement for Northern Ireland. Department of the Environment, Northern Ireland Executive, Sept. 2015. http://www.planningni.gov.uk/SPPS
- 5 Regional Development Strategy 2035. Department for Regional Development, Northern Ireland Executive, Mar. 2012. https://www.drdni.gov.uk/publications/regional-development-strategy-2035
- 6 See Development Plan Practice Note 03. *Timetable*. Department of the Environment, Northern Ireland Executive, Apr. 2015. http://www.planningni.gov.uk/index/advice/practice-notes/common-newpage-9.htm

Determining planning applications

When a planning application for a development is submitted to a local authority, that authority has to decide whether to grant it permission, taking into account how the application complies with the LDP, the RDS and the SPPS. The process of deciding whether to grant planning permission – 'determining' the application – is also known as 'development management'. Development management can also include discussions with the applicant before the application is submitted ('pre-application' discussions), although pre-application discussions usually take place only for major or regionally significant developments. In many cases, a decision is made to grant planning permission only if certain conditions and obligations are met. These might include, for example, ensuring that the development meets local objectives and policies such as on transport, sustainability, housing design and open space provision.

Community planning

Community planning is a new function for local authorities, introduced by the Local Government (Northern Ireland) Act 2014. Councils should initiate, facilitate and maintain a process of engagement with local partners to identify objectives and actions for improving social, economic and environmental wellbeing. The output is a 'Community Plan', which is a strategic plan of the council. A monitoring report must be published once every two years. Local planning must take account of the Community Plan.



Fig. 1 The Northern Ireland planning framework, taking into account key considerations from the Regional Development Strategy and the Community Plan

2.2 Energy and sustainability policy context and outcomes

Northern Ireland is bound by the UK Climate Change Act 2008 to reduce carbon dioxide emissions by 80% from 1990 levels by 2050, but it faces uncertainties over future energy security and climate change. The key challenges include securing the sustainability of energy generation and supply and improving the energy efficiency of the existing housing stock to alleviate high fuel poverty rates:

- Greenhouse gas emissions from the residential and transport sectors accounted for 31% of total emissions for Northern Ireland in 2013, up from 26.7% in 1990.
- In 2014/15, nearly 20% of electricity was generated from renewables the majority of this, 92%, from wind.
- Modelled figures published by Department of Energy and Climate Change estimated that 425,000 households in Northern Ireland were in fuel poverty in 2014. Nearly a third of these households were families with dependent children.

Large new developments and regeneration schemes provide opportunities to create decentralised energy systems. These could be in the form of community energy schemes, which can ensure that the financial benefits of energy generation and/or supply remain within the local community. Both the land use and community planning processes can help to make such schemes happen.

A number of departments and agencies have responsibilities and strategies for energy. Local councils will have to take these strategies into account, and will also have the important role of determining applications when energy developments are brought forward through the local planning process.

Strategic Energy Framework for Northern Ireland (SEF)

The Strategic Energy Framework, published in 2010, sets the direction for Northern Ireland energy policy until 2020, and concentrates on issues such as renewable energy sources and energy efficiency. It sets targets for achieving 40% renewable electricity generation and 10% renewable heat supply. It recognises planning issues relating to onshore wind infrastructure but also the need to meet targets. As a commitment in the SEF, a Sustainable Energy Action Plan was developed for 2012-2015 to bring various strategies and actions together under one document. It set out actions for the then Planning Service to apply PPS18: *Renewable Energy* consistently.

Housing Executive Energy Strategy

As Northern Ireland's Home Energy Conservation Authority, the Housing Executive is responsible for identifying measures that are considered practicable, cost-effective and likely to result in a significant improvement in the energy efficiency of residential accommodation in Northern Ireland, irrespective of tenure. Different approaches and mechanisms apply to owner-occupied properties, Housing Executive properties, housing association properties and those in the private rented sector.

Driving forward evidence on opportunities for renewables – Cambridgeshire Renewables Infrastructure Framework

The result of a study covering the whole of the county of Cambridgeshire, the Cambridgeshire Renewables Infrastructure Framework aims to provide a robust evidence base to allow for an understanding of the main opportunities to use – and the constraints on using – renewable energy sources. And it aims to promote and increase the implementation of renewable energy projects for the benefit of Cambridgeshire residents and businesses.

http://www.crif.citizenscape.net/core/portal/home

Delivering energy outcomes through regeneration – District Heating System, Wyndford Estate, Glasgow

Wyndford Estate is a multi-storey, low-rise social housing estate comprising over 1,900 flats and maisonettes built in the mid-1960s. During late 2012 and early 2013 the estate was given an energy efficiency retrofit. This included the provision of external cladding and new windows and the replacement of old night-storage heating with a district heating system powered by a gas-fired combined heat and power generator. The project was driven by the need to reduce the residents' energy costs and to achieve 2015 regulatory energy efficiency requirements defined by the Scottish Housing Quality Standard. The project resulted in both significantly cheaper heating for residents and increased energy efficiency of the buildings that saved 7,000 tonnes of carbon dioxide per year.

http://www.glasgow.gov.uk/CHttpHandler.ashx?id=28750&p=0

External wall insulation pilot scheme – Northern Ireland Housing Executive

The Housing Executive owns around 10,000 non-traditional dwellings, including 6,700 solid-wall properties. In 2013, it carried out an external-wall insulation scheme at three semi-detached properties in the Greater Coleraine area to inform the development of policy for solid-wall insulation. As well as new external insulation, other measures provided at the dwellings included replacement of existing windows with double-glazed PVC windows and upgrading of roof insulation and replacement of fascia boards. Initial indications are that households saved at least £4 per week on home heating oil after the work was carried out, and carbon dioxide emissions were reduced by more than 2 tonnes per year per property.

http://www.nihe.gov.uk/external_wall_insulation_pilot_scheme.pdf

Energy Efficiency Good Practice Guide for Refurbishment of the Residential Sector (Low Rise) 2015 – Northern Ireland Housing Executive, 2015

With residential energy efficiency having plateaued following sustained investment in affordable warmth measures such as cavity wall and loft insulation and central heating upgrades, the Housing Executive, in its role as Home Energy Conservation Authority for Northern Ireland, saw the need for a fresh approach to exploit the successes to date in thermal performance in order to reduce fuel poverty and carbon dioxide emissions while also enhancing health and wellbeing. The *Energy Efficiency Good Practice Guide* was produced to encourage an 'envelope first' approach, featuring improvements to the thermal performance of the external envelope of the dwelling, combined with an upgrade to the heating system.

http://www.nihe.gov.uk/energy_efficiency_good_practice_guide.pdf

2.3 Health and wellbeing policy context and outcomes

Belfast City Lord Mayor, Councillor Nichola Mallon, remarked at the 'Reuniting Planning and Health: Tackling Disadvantage' conference organised by Belfast Healthy Cities in November 2014:

'Planning and local government reform offers an important opportunity to consider health in a new way within planning. The benefits to be reaped are significant: more attractive places; safer, more cohesive and resilient communities; effective transport systems; and of course, healthier people.'⁷

Extensive research and evidence show that people's health and wellbeing are influenced by the environment in which they live and work. The wider societal factors (including environmental factors) that contribute to poor health, or support good health, are sometimes referred to as the 'social determinants of health'. Living in poorly insulated homes, or in fuel poverty, or in isolated housing estates, or with a lack of play and leisure facilities are all factors that have been linked to poor health. Access to services – especially local services, including transport, education, health care and other amenities – is a particularly important factor that shapes people's life opportunities and lifestyles. For example, access to local amenities affects people's food and physical activity choices, which in turn directly affect health.

The difference between the 'health indicators' of people living in the most deprived areas and those of people in the least deprived areas is stark, according to a recent health survey. For example, across Northern Ireland only 43% of those living in the most deprived areas are physically active at least one day a week, compared with 57% for those in the least deprived areas.⁸

The economic impact of poor health is significant. For instance, research shows that removing the worst disadvantages, such as lack of space in poor housing, could save the Northern Ireland health service about £33 million a year.⁹ The built and natural environments are important elements of the wider determinants of health, and the planning system can help to shape them.

Using planning for food to achieve multiple wellbeing outcomes – Incredible Edible, Cloughmills, County Antrim

Cloughmills Community Action Team (CCAT) was formed in 1999, with the mission of improving the village of Cloughmill as a place to live, work and play. More recently, CCAT saw a need to offer alternative opportunities for young people aged 14 to 18, and in 2012 started a small horticulture project which quickly grew into a community food initiative involving people of all ages. Now mainly based at a 4.5 acre site, owned by Causeway Coast and Glens Borough Council, in the centre of the village, the volunteer-run project has expanded to address food poverty (which in rural areas can be due to transport and access issues as much as cost) and provide opportunities for people to learn about cooking, as well as growing food. The project brings people together, teaches new skills, and enhances emotional and physical wellbeing, and in 2014 it expanded to include a social economy mushroom company which received a community grant from the Northern Ireland Housing Executive. Other elements of Incredible Edible have also benefited from support from a range of funders, including Ballymoney Policing and Community Safety Partnership, The Big Lottery, the Ireland Funds, and Safefood.

http://www.nihe.gov.uk/news-from-mushroom-to-market-at-cloughmills http://incredibleediblenetwork.org.uk/resource/case-study-incredible-edible-cloughmills http://viewdigital.org/2015/11/17/incredible-edible-project-helping-to-tackle-food-poverty/

8 Continuous Household Survey 2014/15 and Young Persons' Behaviour and Attitudes Survey 2013. Northern Ireland Statistics and Research Agency. Department of Culture, Arts and Leisure. http://www.dcalni.gov.uk/publications/dcal-questions-continuous-household-survey and http://www.dcalni.gov.uk/publications/dcal-questions-young-persons-behaviour-and-attitudes-survey

⁷ Planning for Healthy Communities Resource Pack. Belfast Healthy Cities. http://planning.belfasthealthycities.com/

⁹ M. Davidson, S. Nichol, M. Roys, H. Garrett, A. Beaumont and C. Turner: *The Cost of Poor Housing in Northern Ireland*. BRE Trust/Northern Ireland Housing Executive. IHS BRE Press, 2012. http://www.nihe.gov.uk/cost_of_poor_housing_in_ni.pdf

In addition, the new planning and community planning powers can help support the creation of modern healthcare infrastructure, both in new developments and in regeneration projects, working with partners in the Health and Social Care Trusts.

Making Life Better – A Whole System Strategic Framework for Public Health, 2013-2023

*Making Life Better*¹⁰ is the Northern Ireland Executive's cross-cutting public health strategy. It aims to promote more collaborative working across sectors in order to enable people and communities to take control of their lives. Theme 4 of the strategy, 'Creating the Conditions', focuses on the wider economic and environmental elements that provide the fundamental conditions to support good health and wellbeing. These include the physical environment and infrastructure, and safe and healthy homes. In particular, it promotes safe-by-design approaches; age-friendly environments; opportunities for sustainable transport options; delivery of affordable homes; and improvements in housing stock quality and energy efficiency.

Planning for healthcare within regeneration – St Catherine's Health Centre, Merseyside, Birkenhead

St Catherine's is a four-storey health centre in Birkenhead that opened in 2013. It was commissioned with the aim of providing for the health and social care needs of the local population and as part of the regeneration of the wider area. The new building, which replaced an old hospital, was commissioned by NHS Wirral in order to improve the previous fragmented service delivery across a number of sites, bringing together public services and independent and voluntary facilities in one place. The hospital redevelopment masterplan has been integrated into the wider regeneration strategy for the area, as part of the Housing Market Renewal Initiative programme and consistent with the Wirral Unitary Plan.

http://www.wirralct.nhs.uk/attachments/article/321/StCatherine'sbriefingnote.pdf

2.4 Evidence base

Sound planning requires up-to-date and proportionate evidence. This evidence should underpin the Local Development Plan, and should help local authorities to reach the right decisions on planning applications.

On energy matters, policy-making requires an evidence-based understanding of local energy opportunities, such as wind and solar capacity. Similarly, an understanding of where the major heat loads and usage are, and of how this relates to levels of fuel poverty, can help local authorities to map areas where sustainable energy measures could be most effective and viable.

For health and wellbeing, the evidence base is wide-ranging and will require focus on a number of factors, depending on the range of issues being considered. The SPPS encourages councils to 'engage with relevant bodies and agencies with health remits in order to understand and take account of health issues and the needs of local communities' (paragraph 4.6). It is recognised that wider environmental factors, including open space and leisure provision, influence people's health and wellbeing, but that there might not be evidence that can demonstrate a clear link between specific sites and specific health benefits. The evidence produced by non-health agencies or other departments within the council should be considered and taken into account alongside direct health evidence on mortality and morbidity.

¹⁰ Making Life Better – A Whole System Strategic Framework for Public Health, 2013-2023. Department of Health, Social Services and Public Safety, Northern Ireland Executive, Jul. 2014. http://www.dhsspsni.gov.uk/topics/health-policy/making-life-better

Table 1 Example sources of evidence and information				
Health and wellbeing	 Health and Social Care Inequalities Monitoring System, Department of Health, Social Services and Public Safety, Northern Ireland Executive <i>Director of Public Health Annual Report</i>. Public Health Agency Continuous Household Survey. Northern Ireland Statistics and Research Agency Health Economic Assessment Tool (HEAT) (for walking and cycling). WHO/Europe, 2014 			
Leisure provision	Assessing Needs and Opportunities Guide for Indoor and Outdoor Sports Facilities. Sport England, 2014			
Open space and green infrastructure	 Open Space Strategies: Best Practice Guidance. CABE and the Greater London Authority, 2009 Planning for a Healthy Environment – Good Practice Guidance for Green Infrastructure and Biodiversity. TCPA and The Wildlife Trusts, 2012 Planning Sustainable Cities for Community Food Growing. Sustain, 2014 Biodiversity Strategy for Northern Ireland to 2020. Department of the Environment, Northern Ireland Executive, 2015 Northern Ireland Forest Service 			
Renewable energy and heat	 Renewable and Low-Carbon Energy Capacity Methodology. Department of Energy and Climate Change, 2010 Wind Map for Northern Ireland. Department of Enterprise Trade and Investment, Northern Ireland Executive 11kV Network Heat Map. Northern Ireland Electricity Networks 			

2.5 Community involvement

Local councils have to prepare a Statement of Community Involvement (SCI) setting out how communities will be involved in the processes of developing the Local Development Plan and considering planning applications.

Although the Planning (Statement of Community Involvement) Regulations (Northern Ireland) 2015 specify what should be in a SCI, and there is further guidance from the Department of the Environment in the form of a Development Plan Practice Note, individual councils operate under different circumstances and each should work out how best to meet the needs of all groups within their community.

In line with good practice, an SCI should:

- Be consistent and align with the community planning process and the Community Plan, as well as other local community involvement initiatives.
- Build on existing networks and stakeholder lists developed for other projects, initiatives or programmes to maximise outreach. Different groups within a community will want to be involved for different reasons, from the general public to those within particular sectors or with specific interests and needs these can be community energy groups or residents' groups set up as part of regeneration.
- Set out a range of approaches to communicate and disseminate planning information, through a combination of traditional methods such as newspaper advertising and on-site public notices and innovative marketing through social media.
- Set out specific and appropriate processes and procedures for engaging 'hard to reach' groups (such as children and young people, older people, ethnic minorities, and people with a disability) and groups representing them.

- Set out approaches for the various stages of the Local Development Plan preparation process, such as the preferred options and draft stages – and also for the preparation of Supplementary Planning Documents.
- Meet requirements for consultation and discussion on planning applications, as set out in the SPPS – especially for regionally significant and major developments.

Engaging the community is an important element of enabling change. Local people, communities and local groups will have valuable information and experience that can assist in policy- and decision-making while also supporting the development of strong working relationships. For example, extensive community engagement will be needed if councils and their partners want to build consensus, change behaviour, harness local action to reduce fuel poverty, or reduce levels of unhealthy lifestyles. Local councils and their partners should see this as an opportunity to go beyond legislative requirements. It will usually be helpful to put in a lot of effort to engage the local community, particularly in the early stages of a project.

Regeneration on council land -

Derry City Council and the Northern Ireland Housing Executive

In advance of the transfer of responsibility for planning from the Department of the Environment, Derry City Council encouraged the public to get involved in planning for the new Derry and Strabane Council area and held a series of community engagement events. This type of ongoing community consultation was an important aspect of a partnership between the Council, the Northern Ireland Housing Executive, Apex housing association and the Glen Development Initiative on plans for up to 80 new social homes and community facilities at Creggan Burn Park in Derry. Both elected representatives and the general public supported the demolition of the flats that originally occupied the site, and the proposed development was publicised in the local press and on local radio. Apex sent letters to residents, politicians and councillors which described the proposals (including a diagram of the site layout) and provided information on where members of the public could go to view the drawings.

http://www.tcpa.org.uk/data/files/Housing_the_Nation_web_final_version.pdf

2.6 How do the outcomes relate?

Why is it worth the effort of looking at two particular perspectives – energy, and health and wellbeing – within the overall theme of 'sustainable development'? For a start, delivering sustainable energy solutions and improving health and outcomes through the built environment are both major contributions to the achievement of sustainable development. Taken as a whole, the planning, community planning, sustainable energy and health and wellbeing contexts provide a powerful and complementary set of arenas for action by local government practitioners.

At a regional level, energy and health share many policy issues and have overlapping objectives which can often be delivered simultaneously by the district planning authority through a coherent set of Local Development Plan policies. At the level of development control, a single new development or regeneration scheme could meet multiple health and energy objectives that contribute to improving people's wellbeing. Locally, the community planning process is likely to highlight the most pressing issues relating to poor housing conditions, liveable environments, health inequalities, and fuel poverty, and will also help in addressing at local and neighbourhood level regional issues such as climate change mitigation and adaptation.

This suggests that policies could be grouped under the following three interlocking themes:

- **1** Securing a sustainable low-carbon future.
- **2 Promoting wellbeing and health improvement.**
- **3** Providing a decent and healthy home and environment for all.

Integrated initiative on healthy sustainable homes – Healthy Homes Programme, Liverpool Healthy Homes

Liverpool City Council's Healthy Homes Programme aims to tackle health inequalities, poor housing quality and high levels of fuel poverty across its 148,000 private sector properties. 'Healthy Homes Advocates' visit properties and gather information about the occupants, their health needs and the condition of their homes, and then provide free help and advice to residents on removing or preventing hazards, including advice on affordable home heating, with a view to improving their health and wellbeing. BRE's evaluation of the first year of the programme identified savings of £55 million to the NHS and wider society over ten years, including £42 million from the removal of excess cold hazard.

http://liverpool.gov.uk/healthyhomes

Affordable Warmth Scheme – Department for Social Development, Northern Ireland Housing Executive and local councils

From 2014, the Department for Social Development has taken a targeted approach to addressing domestic fuel poverty in the owner-occupied and private rented sectors through its Affordable Warmth Scheme, which is delivered on the Department's behalf by the Housing Executive and local councils. Having been provided with information on concentrations of fuel poverty within their area, local councils make initial contact with households and invite them to complete a short survey. Households eligible for support under the scheme are then referred to the Housing Executive, whose officers assess the energy efficiency measures required. Households with an annual gross income of less than £20,000 are entitled to assistance up to the value of £7,500 (£10,000 where solid-wall insulation is required) towards the cost of the work (up to a maximum of 50% of the total value of work where the property is privately rented). Provision of measures is prioritised in the order: insulation/ventilation/draught-proofing; heating; windows; solid-wall measures.

http://www.nihe.gov.uk/index/benefits/affordable_warmth_scheme.htm



guidance for the local development plan

This Section provides a starting point for facilitating the creation of sustainable and healthy places through the Local Development Plan process. It summarises what the SPPS says about the issues and then provides a set of guiding principles and advice based on good practice examples. Particular examples of good practice are presented in boxes. Further references and details of specific regional resources are given in Annex 2.

3.1 Securing a sustainable low-carbon future

What the SPPS says

- *(3.10 A central challenge in furthering sustainable development is mitigating and adapting to climate change.'*
- *'6.221 Councils should set out policies and proposals in their Local Development Plans (LDPs) that support a diverse range of renewable energy development, including the integration of micro-generation and passive solar design.'*

Principles

The SPPS is clear about the central role of planning in furthering sustainable development. In developing a set of policies in Local Development Plans, and delivering practical outcomes, local councils should therefore address the following issues:

- Climate change mitigation and adaptation strategy: Prepare and integrate into the Local Development Plan as a key spatial objective an energy strategy to tackle mitigation of and adaptation to climate change. In so doing, councils can consider preparing a Sustainable Energy Action Plan and an Adaptation Action Plan.
- Energy-mapping and evidence: Undertake robust and comprehensive energy-mapping to assesses the local demand for energy, the existing energy infrastructure, the potential output from different generation technologies, and the heat loads of key land uses. The outcomes should define areas where planning policies would help to facilitate the delivery of sustainable energy solutions.
- **Energy generation:** Set requirements for renewable and low-carbon energy generation as part of new development, with a proportion of the energy demand to be delivered through low- or zero-carbon energy generation. Such requirements can be presented as targets in the Local Development Plan, underpinned by evidence prepared through the energy-mapping process.
- Sustainability of homes and buildings: Set requirements for the delivery of sustainable homes and buildings, which should be in line with, or seek to improve on, energy efficiency and greenhouse gas emissions reduction standards in existing Building Regulations.

Councils should take into account objectives and policies such as those set out by the Department for Regional Development, the Department of Enterprise, Trade and Investment, and Bryson Energy (the EU regional energy agency for Northern Ireland) – see Annex 2.

Policies for planning for sustainable energy – *Planning for Climate Change* – *Guidance for Local Authorities*. Planning and Climate Change Coalition, 2012

The Planning and Climate Change Coalition has produced guidance on addressing climate change by helping to reduce greenhouse gas emissions and delivering a low-carbon future through plan-making and development management processes. The *Planning for Climate Change* guidance is intended to support implementation of the National Planning Policy Framework in England; but its principles can be applied in the Northern Ireland context.

http://www.tcpa.org.uk/pages/planning-for-climate-change-guidance-for-local-authorities-2012.html

A framework for low-carbon plans – *Low Carbon Neighbourhood Planning: A Guidebook*, Centre for Sustainable Energy, 2015

The Centre for Sustainable Energy has produced a guide to help communities draw up low-carbon neighbourhood plans in England, considering issues such as sustainable renewable energy, and energy-efficient and sustainable transport.

http://www.cse.org.uk/news/view/2012

Integrated approach to energy planning – Sustainable Energy Action Plans (SEAPs)

Sustainable Energy Action Plans set out how a local authority will meet local carbon dioxide emissions targets. SEAP guidance on action in relation to buildings and urban and land use planning advocates retrofitting homes and buildings, introducing energy criteria into spatial planning, and promoting solar-oriented urban planning. The Spatial Planning and Energy for Communities in All Landscapes (SPECIAL) project has highlighted that spatial planning is a key element of the SEAP approach.

http://www.covenantofmayors.eu/actions/sustainable-energy-action-plans_en.html http://www.special-eu.org

3.2 Promoting wellbeing and health improvement

What the SPPS says

'4.6 Councils may bring forward local policies that contribute to improving health and well-being (eg a policy to manage the proximity of fast food outlets to schools) as well as those which promote social cohesion and the development of social capital, the provision of health, security, community and cultural infrastructure and other local facilities.'

Principles

The SPPS sets out a range of health and wellbeing policy areas that local councils preparing Local Development Plans should consider. They should therefore address the following issues:

- Healthy and cohesive communities: Include an overarching health policy in the Plan Strategy, framing various policy issues within a health perspective. Details of more specific requirements resulting from the policy can be set out in the Local Policies Plan.
- Play, sport and recreation: Support the provision of, and easy access to, local formal and informal play and leisure facilities, to improve opportunities for physical activity.

- **Open space and green infrastructure:** Support the provision of, and easy access to, local green and open spaces, and ensure that there is continuing maintenance of these areas.
- Safe and secure environments: Ensure that the physical environment is designed for the safety and security for all groups of the population. This could be done by, for instance, ensuring that public spaces are overlooked by homes. 'Hard' measures, such as impermeable fencing and CCTV, should be avoided.
- Walkable and connected environments: Support the planning and design of accessible environments for pedestrians of all ages and cyclists, and promote shared street surfaces in appropriate residential locations.
- Active travel: Promote sustainable travel options through the use of personal, business or school travel plans and by reducing the attractiveness of the private vehicle by, for example, curbing excess car parking provision in residential and employment areas.
- Promoting access to healthy food: Support positive action on access to healthy food through community food-growing, making efficient use of derelict and under-utilised public or private spaces. And take action to limit concentrations of unhealthy food retail outlets in retail or town centres, vulnerable areas, or areas with high obesity levels among the population.
- Air and noise pollution: Protect communities, especially vulnerable groups, from air and noise pollution.
- Health and community facilities: Support the co-ordinated provision and shared use of social infrastructure as part of local infrastructure planning.

Councils' Local Development Plans should reflect objectives and policies such as those set out by the Department of Health, Social Services and Public Safety, the Public Health Agency, and the Department of Culture, Arts and Leisure – see Annex 2. In addition, Belfast Healthy Cities has developed an online *Planning for Healthy Communities Resource Pack* for elected members, senior officers, planners, and public health and other built environment professionals interested in promoting health through corporate and planning processes.¹¹

Local health planning policy – Policy CH2: Healthy Communities, Royal Greenwich Local Plan: Core Strategy with Detailed Policies, Royal Borough of Greenwich, 2014 'All development must allow and enable residents to lead more healthy and active lifestyles. Measures that will help to build healthier communities and address health inequalities must be incorporated into development where possible, and developments are expected to: *i.* promote healthy and active living for all age groups, including older people; *ii.* for major developments, take account of the impact of development on health inequalities, which should include a Health Impact Assessment (HIA). The Healthy Urban Planning Framework (HUPF) checklist should also be used as appropriate; *iii.* ensure health facilities in Royal Greenwich are accessible to all by walking, cycling and public transport and that new development of health facilities is appropriate to local needs;

iv. ensure that Royal Greenwich's parks, play areas, open spaces and leisure facilities are accessible to all and encourage increased provision where appropriate to meet the needs of the local community, particularly in areas of deficiency;

v. ensure access to local healthy food, including the protection of street and farmers' markets, and encourage new markets where appropriate;

vi. promote active living, through creating places that are easily accessible, that connect to existing walking and cycling routes and extend/enhance these where possible;

vii. safeguard existing allotments and, for major developments in deficiency areas, include appropriately sited allotments or community gardens; ...

ix. provide public toilets in publicly accessible major developments.'

http://www.royalgreenwich.gov.uk/downloads/download/718/core_strategy_with_detailed_policies

11 Planning for Healthy Communities Resource Pack. Belfast Healthy Cities. http://planning.belfasthealthycities.com/planning-healthy-communities-resource-pack

NPPF policy	When developing	When developing your Local Plan	What policies could you have?
requirements	for Planning Lead	for Public Health Lead	
Achieving sustainable development	 Do the overall vision and spatial planning of supporting strong, vibrant and healthy comr 	I vision and spatial planning objectives reflect the social role of planning in rong, vibrant and healthy communities and tackling inequalities?	 Vision and strategic objectives for health
Core planning principles	Have you reflected relevant priorities in the Health and Wellbeing Strategy?	 Have you ensured that your Health and Wellbeing Strategy includes key built/ natural environment priorities? 	 An overarching health and wellbeing policy
Promoting sustainable transport	Have you explored options for promoting active travel and improving opportunities for physical activity?	 Have you engaged planners and transport planners through the Local Transport Plan process? 	 Walking and cycling environment Transport assessment and travel plans
Requiring good design	 Have you set out design principles/ criteria for new development, promoting permeable, safe and accessible layouts? 	 Have you had conversations with planners and urban designers on securing good health through design? 	 Housing design and access Design strategies Lifetime neighbourhoods
Promoting healthy communities	Have you set out viable requirements for play areas, open spaces, leisure, and access to food-growing and healthy food choices/retail for new developments?	 Have you supported planners with an evidence base demonstrating the benefits associated with physical and mental health and mental wellbeing? 	 Open space Play, formal and informal recreation Allotments Access to healthy food Health investment/infrastructure
Conserving and enhancing the natural environment	Have you identified vulnerabilities (what, where and for whom) to significant impacts from pollution and noise?	 Have you presented evidence to planners to enable them to plan for appropriate land use activities? 	AmenityAir and noise pollution
Plan-making evidence: infrastructure	Have you set out the infrastructure requirements for health and reflected need in planning obligations and/or the Community Infrastructure Levy?	 Have you supported planners in engaging with the Clinical Commissioning Group/ NHS England? 	
Plan-making evidence: health and wellbeing	Have you identified and addressed local health needs in justifying policies?	 Have you ensured that the Joint Strategic Needs Assessment provides evidence that can be used and referenced by planners? 	
Monitoring and review	 Have you set out performance indicators/ targets for each health-relevant policy, and what health evidence have you linked to? 	 Are there synergies with Public Health Outcomes Framework indicators that can help planners on health impacts/benefits? 	

3.3 Providing a decent and healthy home and environment for all

What the SPPS says

'6.137 Achieving balanced communities and strengthening community cohesion is one of the major themes underpinning the RDS. The provision of good quality housing offering a variety of house types, sizes and tenures to meet different needs, and development that provides opportunities for the community to share in local employment, shopping, leisure and social facilities, is fundamental to the building of more balanced communities. This will also contribute to creating and enhancing shared space.'

Principles

The Northern Ireland Housing Executive has set out a strong vision for housing in which 'decent', 'well designed', 'energy efficient' homes and 'real choice'¹² are objectives that planning can help to deliver. In preparing Local Development Plans, local councils should address the following issues:

- Housing choice: Provide increased housing choices to meet identified local housing needs, including but not restricted to: affordable housing, social housing, housing for families, older people and vulnerable groups, and, where appropriate, specialist accommodation.
- Sustainability of homes: Support improvements in the sustainability of the existing stock as part of new development or regeneration schemes, in particular with regard to fuel poverty, energy efficiency and heating issues.
- Wider links to housing quality and liveability: Issue a coherent set of policy requirements which also link to other sustainability issues, such as water efficiency and use management, waste, accessibility within and around the home, internal space standards, and daylight standards.

Councils should take into account and reflect objectives and policies such as those set out by the Department for Regional Development, the Department for Social Development, and the Northern Ireland Housing Executive, including, but not limited to, the Housing Executive's Housing Investment Plans for each council area – see Annex 2.

What the SPPS says

- '4.24 Design involves shaping how all elements of the built and natural environment relate to each other through the construction of new buildings, restoration and redevelopment of historic buildings, creation of public spaces and environmental improvements. Design is not limited to the appearance of a building or place but should also encompass how buildings and places function in use and over the lifetime of a development. This includes considering and addressing for example how the design of a development can minimise energy, water usage and CO₂ emissions.'
- *'6.137 A design concept should be sought from and agreed with the developer incorporating sustainable elements such as... energy efficient design of housing units... Councils should bring forward local planning policy or guidance for achieving quality in residential development.'*

Principles

The SPPS makes improving the built and natural environments a key planning principle, with delivery through specific subject policies. Local Development Plans should introduce strategic policies applicable across the whole area and should set out detailed 'place' policies, focusing on designated neighbourhoods or centres for urban regeneration, new housing, mixed-use developments, and economic development.

^{12 &#}x27;Our vision for housing in Northern Ireland'. Webpage. Housing Executive, Updated Mar. 2016. http://www.nihe.gov.uk/index/about/vision.htm

Councils should take into account and reflect objectives and policies such as those set out by the Department for Social Development and the Department of Culture, Arts and Leisure – see Annex 2.

Place-shaping policy – Policy CS15: Place-making, Core Strategy and Urban Core Plan for Gateshead and Newcastle-upon-Tyne, Gateshead Council and Newcastle City Council, 2015

Gateshead and Newcastle's Core Strategy and Urban Core Plan sets out the following policy:

Development will contribute to good place-making through the delivery of high quality and sustainable design, and the conservation and enhancement of the historic environment. This will be achieved by:

- 1 Development being required to:
 - i Respond positively to local distinctiveness and character,
 - ii Create safe and inclusive environments,
 - iii Ensure connectivity, accessibility and legibility,
 - iv Respect and enhance significant views and the setting of heritage assets,
 - v Respond to the unique character and importance of the River Tyne, its tributaries and its setting,
 - vi Respond positively to opportunities to introduce public art, and
 - vii Respond to local design and conservation guidance.'

http://www.newcastle.gov.uk/planning-and-buildings/planning-policy/core-strategy-and-urban-core-plan

Guidance on the sustainability of buildings – Sustainable Design and Construction Supplementary Planning Document, Stockport Metropolitan Borough Council, 2012

Stockport's Sustainable Design and Construction Supplementary Planning Guidance provides local guidance, information and resources to support the sustainable design and construction of buildings. It provides support in terms of compliance with the energy and climate change related policies in the Stockport Core Strategy, which includes policies that promote sustainable design and construction methods as well as carbon dioxide emission targets for developments over certain thresholds. The topics covered include site layout and building design, materials, waste, energy, health and wellbeing, operations and management, and marketing.

http://www.stockport.gov.uk/services/environment/planningbuilding/planningpolicy/policyguidance/spd/sustainabledesignandconstruction

Guidance on housing quality – Draft Interim Housing Standards Supplementary Planning Guidance, Greater London Authority, 2015

The London Housing Standards Supplementary Planning Guidance supports London boroughs in implementing the London Plan policies on housing. It includes guidance and standards on housing supply, aspects of housing quality such as space standards, affordable housing, and the existing stock and housing investment.

http://www.london.gov.uk/what-we-do/planning/implementing-london-plan/supplementary-planning-guidance/draft-interim-housing

3.4 Local Supplementary Planning Guidance

Local councils' Plan Strategies and Local Policies Plans are currently being prepared in a process that is expected to take up to 40 months before final adoption. In the interim period, councils will continue to apply existing guidance and policies, many of which date back a number of years and may not reflect current and emerging trends and developments. The use of interim guidance to support the SPPS was a suggestion put forward during the project workshops. Although this would be non-statutory, it would be a material consideration and would provide detailed local level evidence, objectives and guidance on how policies could be applied when determining planning applications.

The guidance could include:

- area-based development/regeneration frameworks to guide future proposals; and
- thematic guidance for example regarding the use of planning agreements; affordable housing; design; sustainable design and construction; restrictions on hot-food takeaways; active travel; community infrastructure; and planning for open space.

Area-based regeneration framework – North Huyton Action Area Supplementary Planning Document, Knowsley Metropolitan Borough Council, 2007

North Huyton is an area in which many residents suffer from poor health, high levels of crime and anti-social behaviour, low levels of employment, poor educational achievement, and a lack of local community services. The Action Area Supplementary Planning Document enabled – through partnership working between Knowsley Council and the Knowsley Housing Trust housing association – the regeneration of a deprived housing area with low land values into a neighbourhood of well designed, sustainable homes.

 $http://www.knowsley.gov.uk/pdf/PP05_NorthHuytonActionAreaSupplementaryPlanningDocument.pdf$

Promoting good health through access to healthy food – Hot Food Takeaway Supplementary Planning Document, Gateshead Council, 2015

Gateshead's Hot Food Takeaway Supplementary Planning Document was developed with the public health and environmental health teams to meet local planning and health policy objectives. It sets out guidance and justification for approaches to restrict new takeaways, such as in locations where children and young people congregate, where there are populations with high levels of obesity, or where there would be an impact on transport and residential amenity.

http://www.gateshead.gov.uk/DocumentLibrary/Building/PlanningPolicy/SPD/Hot-Food-Takeaway-SPD-2015-FINAL.pdf

Social housing design in rural areas – *Design Guide for Social Housing in Rural Northern Ireland*, Rural Housing Association, 2014

The *Design Guide* was developed to ensure that social housing is built to a high quality of design and with high levels of energy efficiency, and is easy to use and maintain and enhances local character.

http://www.ruralhousing.co.uk/Publications/DesignGuide/Designguide.html

3.5 Monitoring, review and reporting

What the SPPS says

'5.36 Councils must keep under review the implementation of their plans and report annually to the Department on whether the objectives in the Plan Strategy or Local Policies Plan are being achieved.'

Principles

Having clear indicators for monitoring policy implementation and delivery is an important element of meeting the 'soundness test'¹³ for the Local Development Plan. It is also important that councils and their partners take notice of the impact of policies on the outcomes they wish to achieve: *what gets measured gets attention*.

The mechanism for monitoring is the Annual Monitoring Report, which must be submitted to the Department of the Environment. Good practice in English planning authorities' Local Plans shows that monitoring indicators are best built into policies using a combination of existing data and, where necessary, additional assessments from other sources. Table 2 illustrates the range of indicators that could be considered.

Table 2 Suggested monitoring indicators for inclusion in Local Development Plans				
Theme	Policy issue	Indicators		
Securing a sustainable low- carbon future	 Renewable energy Emissions Carbon dioxide emissions reduction 	 Renewable energy generated Per-capita carbon dioxide emissions Carbon dioxide emissions reduction from new and existing housing 		
Promoting wellbeing and health improvement	 Health Fuel poverty Allotments Fast-food takeaways Accessibility Healthy lifestyles 	 Life expectancy/obesity data Fuel poverty levels Number of allotment sites Number of applications approved/declined Amount of new residential development within 10-, 20- and 30-minute travel time by public transport to a GP, hospital, primary school, secondary school, large employer, food stores, and major retail sites Number of applications with travel plans Participation in sport/leisure Increase in bicycle use 		
Providing a decent and healthy home and environment for all	 Housing quality Affordable housing Open space 	 Meeting design quality standards such as Living Places Number of affordable housing secured Gross affordable housing completions Resident satisfaction Change in local open/amenity space 		
Planning agreements		 Number of planning agreements signed Monetised value of planning agreements Areas of spend of planning agreements 		

13 See Development Plan Practice Note 06: *Soundness*. Department of the Environment, Northern Ireland Executive, Apr. 2015. http://www.planningni.gov.uk/index/advice/practice-notes/dp_practice_note_6_soundness.pdf



guidance for determining planning applications

This Section suggests ways in which councils could deliver sustainable and healthy places through the planning application process.

4.1 Policy requirements for information

Applicants for planning permission for major developments, or developments of one or more dwellings, or where the floor space is 100 square metres or more, are required to submit supporting information. The 2011 Act requires the submission of a Design and Access Statement. The Department of the Environment has produced a *Design and Access Statement* Practice Note.¹⁴ In addition to satisfying legislative requirements, there is scope for – for example – health impacts to be included in addressing design quality and access concerns.

Other types of additional supporting information can also be required for all developments, or for developments over a certain size threshold. Councils can consider the merits of any of the following, according to local circumstances and the impact on their resources in assessing the information after submission. Where possible these requirements could be included as part of planning policies in the Local Development Plan. These could include:

- a Health Impact Assessment (HIA) submitted for developments which meet a certain threshold, usually for major housing proposals more than 100 units – setting out whether the development proposals may have an impact on health or health inequality, or wider lifestyle-related considerations, or factors such as those highlighted in Section 3;
- Environmental Impact Assessments (EIAs), which could also address health impacts changes to the EU EIA Directive (to be transposed into national legislation by spring 2017) will now require EIAs to identify, describe and assess in an appropriate manner the direct and indirect significant effects of a project on population and human health; and
- an energy statement demonstrating that climate change mitigation measures comply with Local Development Plan climate change or energy policies, such as those set out in Section 3.

Guidance on Health Impact Assessments – *Health Impact Assessment Advice Note*, Greater Norwich Development Partnership, 2012

Greater Norwich Development Partnership's *HIA Advice Note* (aimed primarily at helping developers and planners in the Broadland, Norwich and South Norfolk areas in drawing up HIAs required by Local Plan policies dealing with health issues) sets out an assessment matrix and possible factors for consideration, including safety and security, affordable and energy-efficient housing, and climate change.

http://www.greaternorwichgrowth.org.uk/dmsdocument/2146

¹⁴ Development Management Practice Note 12: Design and Access Statements. Department of the Environment, Northern Ireland Executive, Apr. 2015. http://www.planningni.gov.uk/index/advice/practicenotes/dm_practice_note_12_das_complete-3.pdf

4.2 Use of checklists

The use of checklists provides a structured way for both applicants and council officers to assess and determine the sustainability of a development proposal. Some councils in England have, for instance, developed a 'health and planning' checklist for applicants to complete and submit as part of a planning application. Public health teams in the council are then able to assess and submit comments to the planning teams as part of the consultation process. If, as this report suggests, health and energy are prioritised as part of the overall sustainability theme, a shared checklist could be developed instead of having two separate lists.

Northern Ireland health and planning resource – *Planning for Healthy Communities Resource Pack*, Belfast Healthy Cities, 2014

The *Resource Pack* explains why integrating health and spatial planning is important, the opportunities to achieve such integration in Northern Ireland within the local government and planning reform processes, and ideas from elsewhere to illustrate potential ways forward.

http://planning.belfasthealthycities.com

Health and planning checklist – Health Impact Assessment Tool, Wakefield Council Wakefield Council in South Yorkshire has developed a screening tool to help applicants determine whether, and how, an HIA should be submitted as part of a planning application.

http://www.wakefield.gov.uk/residents/health-care-and-advice/public-health/what-is-public-health/health-impact-assessment

Integrated health and sustainability checklist – Sustainability Checklist, Stockport Metropolitan Borough Council, 2012

Stockport's Sustainability Checklist is designed to help developers and building professionals to evaluate the sustainability of their projects. It covers eight topics: location and transport; site layout and building design; materials; waste; energy; water; landscape and biodiversity; and health and wellbeing.

http://www.stockport.gov.uk/services/environment/planningbuilding/planningpolicy/policyguidance/spd/sustainabledesignandconstruction

4.3 Use of planning conditions

Planning conditions can be used to reduce or mitigate a particular health impact or to secure energy requirements in accordance with Local Development Plan policies, but should follow the SPPS tests on whether a planning condition should be imposed. Conditions should be: necessary; relevant to planning; relevant to the development being permitted; precise; enforceable; and reasonable. Examples of conditions (illustrative only) include:

- Health Impact Assessment: 'No development shall take place before an HIA is carried out, submitted to and approved by the designated health officer.'
- **Open space:** 'The garden/amenity space provided as part of the development hereby permitted shall be available for use prior to the occupation of any flat or dwelling and shall be accessible to the occupants of all dwelling units in the scheme.'

- Restrictions on takeaways: 'Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (or any order revoking and re-enacting that order with or without modification), the use hereby permitted shall not include use for the sale of hot food for consumption off the premises or any activity involving such sales whether ancillary or incidental to the use of the premises.'
- **Travel plan:** 'A scheme for an updated integrated package of transportation measures to accord with the principles set out in the current guidance to reduce car travel to the site (A Travel Plan) shall be submitted to the Local Planning Authority for approval.'

4.4 Use of planning agreements

There may be significant opportunities to secure additional benefits from Section 76 planning agreements or developer contributions. A study of the use of the similar (Section 106) agreements in England calculated that a total of £3.7 billion was agreed in 2011-12, to deliver on a range of benefits including affordable housing, open space and the environment, community and leisure facilities, transport and education facilities.¹⁵ A study for the year 2007-08 saw £13 million secured for health services through direct payment and £1.5 million in in-kind contributions.¹⁶ A planning agreement can require applicants either to make a monetary payment or to make an in-kind contribution. For instance, the developer could pay money to the council for a new playground or could build the playground as part of the development. Councils should try to include a policy specifically about the use of planning agreements in their Local Development Plans, or through more detailed guidance in a Supplementary Planning Document. This would provide a clear starting point for negotiations on how applicants can comply with policy and meet local infrastructure needs.

Planning agreements policy – Policy CS 21, Wycombe Development Framework Adopted Core Strategy, Wycombe District Council, 2008

'Contribution of Development to Community Infrastructure
1. Where implementation of a development would create a need to provide additional or improved infrastructure, amenities or facilities or would exacerbate an existing deficiency in their provision, the developer will be expected to make such provision.
2. Where the developer is individually or directly unable to make such provision, the District Council may require the developer to make a proportionate contribution to the overall cost which shall in all cases be wholly devoted to such provision.'

http://www.wycombe.gov.uk/council-services/planning-and-buildings/planning-policy/wycombe-development-framework/adopted-core-strategy.aspx

Guidance on planning agreements – Planning Obligations: Revised Supplementary Planning Document, Dudley Council, 2015 This SPD supports the adopted Local Plan and other SPDs in setting out requirements for contributions to renewable energy and planning for health.

http://www.dudley.gov.uk/resident/planning/planning-policy/local-plan/planning-obs-spd/

¹⁵ Section 106 Planning Obligations in England, 2011-12. Report of Study. Department for Communities and Local Government, May 2014. http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/ 314066/Section_106_Planning_Obligations_in_England_2011-12_-_Report_of_study.pdf

¹⁶ The Incidence, Value and Delivery of Planning Obligations in England in 2007-08. Department for Communities and Local Government, Mar. 2010. http://www.cchpr.landecon.cam.ac.uk/Projects/Start-Year/2009/Valuing-Planning-Obligations-in-England-2007-08/Incidence-Value-Delivery-Planning-Obligations-England-2007-08

guidance for community planning

This Section sets out principles that district councils and their local partners might adopt to deliver sustainable, energy-efficient homes and healthy places through community planning, and considers how these principles can be reflected as objectives in the Community Plan. It complements the general guidance published by the Department of the Environment.

The Local Government (Northern Ireland) Act 2014 introduced a duty on councils to initiate, maintain, facilitate and participate in community planning, much as Scottish local authorities have a duty on community planning. English councils were required to produce Sustainable Community Strategies until the Deregulation Act 2015 repealed this duty, but many local authorities continue to underpin their corporate strategies and Local Plans with non-statutory Sustainable Community Strategies. In Scotland, good practice in community planning has been widely championed, but community planning is not without significant challenges,¹⁷ and the Scottish Government has produced several advice notes which could be useful to stakeholders in community planning in Northern Ireland.¹⁸

5.1 Community involvement

While the timescales for developing Local Development Plans and the Community Plans are different, there are similarities in the processes involved: both require local councils to consult, involve and empower local communities. Ideally, councils should co-ordinate consultation on both plans, to avoid the confusion or annoyance that can be generated among communities by repeated consultations. Working with local community networks and groups can be an effective way of reaching all members of the community, including vulnerable and hard-to-

Community involvement – Belfast 'Planning for Healthy Communities' event An event held by Belfast Healthy Cities in November 2105 in collaboration with the North Belfast Partnership provided an opportunity for the community to contribute views on the draft Belfast Planning Service Statement of Community Involvement, linked to the development of the Belfast Local Development Plan. Belfast City Council also undertook a series of events in May 2015 as part of the community planning process.

http://www.belfasthealthycities.com/news/planning-healthy-communities-%E2%80%93-engaging-local-expertise

¹⁷ Community Planning. Turning Ambition into Action. Audit Scotland, for Accounts Commission/Auditor General for Scotland. Nov. 2014. http://www.audit-scotland.gov.uk/docs/central/2014/nr_141127_community_planning.pdf

¹⁸ The Scottish Government's Community Planning Advice Notes are available at http://www.gov.scot/Publications/2004/04/19167/35255

reach groups. Councils might consider working with area regeneration partnerships, residents' associations or special-interest organisations – or even local sport and leisure groups.

Partnership working and communications – Dundee Partnership

There has been extensive engagement with communities and partners in the development of the Community Plans for each of Dundee's eight wards, through the Dundee Partnership, involving key city agencies and the business and community sectors. The Partnership has three formal bodies: the Dundee Partnership Forum, meeting twice a year in the form of participatory workshops on strategic issues; the Dundee Partnership Management Group, meeting four times a year to agree priorities and maximise collaboration; and the Dundee Partnership Co-ordinating Group, meeting every two months to co-ordinate implementation. It has set up a website to share information with internal and external partners.

http://www.dundeepartnership.co.uk/content/local-community-planning

5.2 Setting out a vision, identifying actions and outcomes

The process of community planning provides a timely opportunity for councils, communities and stakeholder partners to set out their vision and objectives for making sustainable and healthy places. Typically, the strategic direction and long-term vision for an area will be for a period of 10-20 years; and it should contribute to the area's and Northern Ireland's sustainable development. For a local priority or policy to be sustainable, it should adhere to the following five principles of sustainable development, which can provide policy hooks for the Local Development Plan:

- living within environmental limits;
- making a strong, healthy and just society;
- achieving a sustainable economy;
- promoting good governance; and
- using sound science responsibly.

Coherence and commitment in achieving outcomes – Glasgow Community Planning Partnership

A 2014 Audit Scotland report highlighted Glasgow Community Planning Partnership's clarity of purpose and direction, along with positive elements of the Partnership's progress against five themes: working; learning; healthy; safe; and vibrant. Although Glasgow still exhibits social and economic challenges, the Partnership has helped to improve local outcomes on life expectancy, education and public perception of local liveability.

http://www.glasgowcpp.org.uk/index.aspx?articleid=10769

Community plan objectives – Newham's Sustainable Community Strategy for 2010-2030, Newham Council, 2013

Through undertaking an annual residents' survey and liveability survey, the principles and actions of Newham's Sustainable Community Strategy relate to residents' top priorities. In addition to an overall action plan, each partner in the plan also has its own detailed action plan, monitored by the Newham Partnership.

http://www.newham.gov.uk/Pages/Services/Strategies-and-plans.aspx

5.3 Creating a baseline

The Community Plan must be based on data and evidence from the local area and its population. The process of community planning will help to collate qualitative data, while quantitative data can be accessed through existing sources within the council. The use of qualitative data can provide insights and experiential information which can help in re-shaping local services and identifying areas in need of improvement. This is where councils can benefit from a shared evidence base with the Local Development Plan and avoid duplication of effort.

Communities as sustainability leaders and energy providers – Northern Ireland Community Energy, Belfast

Northern Ireland Community Energy (NICE) is the first community-owned solar energy enterprise in Belfast. It was established in 2014 by a group of volunteers with a track record in renewable energy and co-operative schemes. Their aim is to create communityowned renewable energy projects and energy efficiency services, and to keep the income within the local community, while contributing to reductions in the local carbon footprint. The group also aims to facilitate sharing of technical expertise and increase knowledge about zero-carbon communities and climate change adaptation measures in Northern Ireland.

http://www.nicommunityenergy.org/

5.4 Addressing sustainability issues

Sustainability encompasses a range of social, economic and environmental issues which need to be identified and addressed. Although the outcomes of action taken may vary little, whatever viewpoint is taken, communities may articulate issues in a different way from planning professionals. For example:

- Planners may see renewable energy and energy efficiency in terms of climate change mitigation, or meeting targets; but communities may think about these issues in terms of household energy bill savings.
- Professionals may consider the provision of open space in terms of delivery on biodiversity or flooding policies; but communities may think of open spaces as contributing to their sense of wellbeing or providing a connection to nature.

In the end, the local issues to be tackled will need to be agreed by all partners, and a balance will have to be struck between the long- and shorter-term needs of the council and its communities.

5.5 Spatial planning

The link between the Local Development Plan and the Community Plan is statutory and of great importance. Department of the Environment guidance states that the Local Development Plan should 'deliver the spatial aspects of the council's current community plan'.¹⁹ The Local Development Plan should be underpinned by a spatial vision of how the area and the places within it should develop. This spatial vision should reflect the vision and objectives of the Community Plan, and the Local Development Plan should provide a coherent framework for

¹⁹ Statutory Guidance for the Operation of Community Planning. Circular LG 28/15. Department of the Environment, Northern Ireland Executive, Oct. 2015. https://www.doeni.gov.uk/publications/circular-Ig-2815-%E2%80%93-statutory-guidance-operation-community-planning

the sustainable and healthy development of the district and the realisation of objectives through, for example, contributions secured by planning agreements with developers.

Community engagement in consenting renewable energy projects – *Good Practice Principles for Community Benefits from Onshore Renewable Energy Development, Local Energy Scotland, for the Scottish Government, 2013* The *Good Practice Principles* guide details good practice principles and procedures on communicating the community benefit of renewable energy developments, and includes details on consultation, funding and governance arrangements.

http://www.localenergyscotland.org/media/34682/Good-Practice-Principles.pdf

Supporting communities in planning – Planning Aid Scotland

Planning Aid Scotland is an organisation of volunteers, set up to provide free independent planning advice and mentoring support to communities engaged in planning. It also runs an educational programme aimed at elected members, young people and those less engaged in the planning process. Similar community services exist in England and Wales.

http://pas.org.uk/

5.6 Monitoring, review and reporting

Monitoring delivery is an essential element of the Community Plan process. Monitoring should be conducted every two years, whereas the Local Development Plan is monitored annually. In 2005 an evaluation of Sustainable Community Strategies in England found that, of the 50 strategies assessed, only 20 had a comprehensive monitoring framework that included baselines and targets against each strategy priority.²⁰ This represented a missed opportunity. Many Community Plan indicators use the same data sources as Local Development Plans on issues such as health and social care, safety and security, housing, the environment, and transport. The effective sharing of information and data sources among partners should be a key prerequisite for an effective monitoring framework, and would demonstrate the strength of links to other plans.

²⁰ Process Evaluation of Plan Rationalisation: Formative Evaluation of Community Strategies. Leeds Metropolitan University/Sheffield Hallam University, for the Office of the Deputy Prime Minister, Dec. 2005. Available at https://www.shu.ac.uk/research/cresr/sites/shu.ac.uk/files/process-eval-plan-rationalisationcommunity.pdf

6 conclusions

The next few years should be an exciting time as Northern Ireland's councils help to shape the future of their communities.

Councils and communities should see the new planning system as playing an important, positive, and proactive role in sustainable development. They should try to ensure that the ambition to create high-quality places in which people can live fulfilling and healthy lives is at the heart of the decision-making process. A shared ambition for high quality could help overcome the practical and policy challenges that are bound to arise. However, success will depend on action being taken within a collaborative process.

The TCPA makes the following recommendations.

For regional agencies and policy-makers

- Provide illustrated good practice examples of councils and partners carrying out their planning functions, with achieved outcomes.
- Provide good practice examples of Local Development Plan policies that provide a coherent pathway to deliver sustainable and healthy communities.
- Provide a single gateway to access different sources of evidence from different departments and agencies, to assist plan-making.
- Review and update current strategies and plans to reflect changes in the planning system, placing quality place-making and planners at the heart of delivery.
- Continue to support councils through capacity-building programmes so that the current and next generation of planners, built environment professionals and elected representatives can deliver high-quality outcomes for communities and places.
- Set out a monitoring framework to evaluate the implementation of planning and community planning functions so that lessons can be learnt.

For local councils

- Ensure that there is joint working across council departments and with external stakeholders on issues with shared objectives such as health and wellbeing and sustainability. This includes working on a shared evidence base, leading to appropriate planning policies.
- Place people and communities at the heart of the process through genuine involvement and empowerment in the decision-making process.
- Build on existing good practice and established relationships.

For local partners, stakeholders and communities

- Understand the full potential of the planning process to meet local aspirations and deliver on local needs for improved health outcomes in housing and environments.
- Ensure that there is a formal or informal process of engaging with council planning teams through the various statutory stages of plan-making and planning applications.
- Ensure that local aspirations and experiences are communicated to councils and key agencies and that they are reflected in the evidence base.

annex i how this document was prepared

The steps taken in delivering this project are shown below:



The literature review was undertaken by reviewing key Northern Ireland Executive strategies and policies, including relevant documents from the Housing Executive, considered according to the perspectives of planning, housing, health, energy, and sustainability. The results of the review were presented as a SWOT analysis. An update on the literature review was presented at the Housing Executive's 'Insight - The Housing Market Intelligence Exchange' event on 26 May 2015.

Workshops

The project output was informed by two practical workshops held in November 2015:

- 3 November 2015, Cookstown: The workshop considered energy sustainability in terms of opportunities for promoting sustainable development and regeneration through renewable energy and energy efficiency interventions in planning and housing developments. It was held in collaboration with the SPECIAL project.
- 4 November 2015, Belfast: The workshop considered health and wellbeing in terms of opportunities for promoting sustainable development and regeneration through healthy planning principles. It drew on work undertaken by the TCPA and Belfast Healthy Cities in 2014 on the Planning for Healthy Communities Resource Pack.

The workshops provided the basis for engaging practitioners and drawing on their invaluable experiences and practical knowledge. Their involvement resulted in many very significant contributions to the thinking underpinning this publication. The workshops were attended by the following organisations:

- Northern Ireland Housing Executive
- Ministerial Advisory Group for Architecture Department of the Environment Planning and the Built Environment
- Queen's University Belfast
- Northern Ireland Environment Link
- Antrim and Newtownabbey Borough Council
- Belfast Health and Social Care Trust
- Belfast City Council
- Belfast Healthy Cities
- Mid Ulster District Council

- Louth County Council
 - Service
- Department for Regional Development
- Institute of Public Health in Ireland
- 2Plan NI
- Ross Planning
- **Taggart Design Architects**
- Irish Planning Institute
- TCPA

annex 2

further general and specific resources and references

General sources

Belfast Healthy Cities

Planning for Healthy Communities Resource Pack (2014)

Department of the Environment

- Strategic Planning Policy Statement for Northern Ireland: Planning for Sustainable Development (2015)
- Living Places An Urban Stewardship and Design Guide for Northern Ireland (2014)
- Planning Policy Statement 18: Renewable Energy (2009)
- Statutory Guidance for the Operation of Community Planning. Circular LG 28/15 (2015)
- Development Plan Practice Note 03: *Timetable* (2015)
- Development Plan Practice Note 07: *The Plan Strategy* (2015)
- Development Plan Practice Note 08: The Local Policies Plan (2015)
- Development Management Practice Note 02: Statement of Community Involvement (SCI) (2015)
- Development Management Practice Note 12: Design and Access Statements (2015)
- Development Management Practice Note 20: Use of Planning Conditions (2015)

Northern Ireland Housing Executive

- Community Involvement Strategy 2014-17 (2014)
- Housing and Health Strategy (2001, reviewed 2007)
- Energy Strategy

Town and Country Planning Association

- Reuniting Health with Planning Healthier Homes, Healthier Communities (2012)
- Planning for Climate Change Guidance for Local Authorities (2012, for Climate Change Coalition)
- Public Health in Planning Good Practice Guide (2015)

Guidance for the Local Development Plan

Securing a sustainable low-carbon future

- Energy A Strategic Framework for Northern Ireland (DETI, 2010) http://www.detini.gov.uk/publications/energy-strategic-framework-northern-ireland
- Sustainable Energy Action Plan (2012-2015) and Beyond (DETI, 2012) http://www.detini.gov.uk/sites/default/files/publications/deti/Sustainable%20energy%20action %20plan%202012-15.pdf

Communities and Renewable Energy: A Study (DETI, 2015) http://www.detini.gov.uk/sites/default/files/publications/deti/Communities%20and%20Renewa ble%20Energy%20-%20A%20Study_0.pdf

Promoting wellbeing and health improvement

- Sport Matters: The Northern Ireland Strategy for Sport and Physical Recreation 2009-2019 (DCAL, 2010) http://www.dcalni.gov.uk/publications/northern-ireland-strategy-sport-andphysical-recreation-2009-2019
- Sport and Arts Interventions that Impact on Mental Health: A Scoping Review 2012 (DCAL, 2012) http://www.dcalni.gov.uk/publications/sport-and-arts-interventions-impact-mental-health-scoping-review-2012
- Ensuring a Sustainable Transport Future A New Approach to Regional Transportation. Post Adoption Statement (DRD, 2012) http://www.drdni.gov.uk/publications/ensuring-sustainabletransport-future-post-adoption-statement
- Building an Active Travel Future for Northern Ireland (DRD, 2013) http://www.drdni.gov.uk/publications/building-active-travel-future-northern-ireland
- Urban Regeneration and Community Development Policy Framework (DSD, 2013) http://www.dsdni.gov.uk/sites/default/files/publications/dsd/urcd-policy-framework.pdf
- Best Practice in Addressing Child Poverty (OFMDFM, 2013) http://www.ofmdfmni.gov.uk/publications/best-practice-addressing-child-poverty
- Public and Community Transport for Older People in Rural Ireland North and South (OFMDFM, 2014) http://www.ofmdfmni.gov.uk/publications/public-and-community-transportolder-people-rural-ireland-%E2%80%93-north-and-south
- Belfast Active Travel Action Plan 2014-2020 (Belfast Strategic Partnership, 2014) http://www.publichealth.hscni.net/publications/belfast-active-travel-action-plan-2014-2020
- Noise Policy Statement for Northern Ireland (DOE, 2014) http://www.doeni.gov.uk/publications/noise-policy-statement-northern-ireland
- Ambitions for the Arts: A Five-Year Strategic Plan for the Arts in Northern Ireland 2013-2018 (DCAL, 2014) http://www.dcalni.gov.uk/publications/ambitions-arts-five-year-strategic-planarts-northern-ireland-2013-2018
- Making Life Better strategy and reports (DHSSPS, 2014) http://www.dhsspsni.gov.uk/publications/making-life-better-strategy-and-reports
- Obesity prevention framework and reports (DHSSPS, 2015) http://www.dhsspsni.gov.uk/publications/obesity-prevention-framework-and-reports
- Sport Matters Monitoring Group Presentation. Local Government Reform: Linking Community Planning to Sport and Leisure (DCAL, 2015) http://www.dcalni.gov.uk/publications/sport-matters-monitoring-group-presentation-linkingcommunity-planning-sport-and
- Poverty and Engagement in Culture, Arts and Leisure: A Literature Review, 2015 (DCAL, 2015) http://www.dcalni.gov.uk/publications/poverty-and-engagement-culture-arts-and-leisure-literature-review-2015
- Research to Examine the Barriers to Engaging in Arts, Sport, Libraries and Museums for People Living in Poverty (DCAL, 2015) http://www.dcalni.gov.uk/publications/researchexamine-barriers-engaging-arts-sport-libraries-and-museums-people-living
- Changing Gear: A Bicycle Strategy for Northern Ireland (DRD, 2015) http://www.drdni.gov.uk/publications/bicycle-strategy-northern-ireland

Providing a decent and healthy home and environment for everyone

- Warmer Healthier Homes A New Fuel Poverty Strategy for Northern Ireland (DSD, 2011) http://www.dsdni.gov.uk/publications/fuel-poverty-strategy
- Building Safer, Shared and Confident Communities: A Community Safety Strategy for Northern Ireland 2012-2017 (DOJ, 2012)
 http://www.niassembly.gov.uk/globalassets/Documents/Social-Dev/community-safetystrategy/2-COJ-Draft-Community-Safety-Strategy.PDF

- Measuring Young People's Perspectives on Sharing and Integration in Northern Ireland (OFMDFM, 2013) http://www.ofmdfmni.gov.uk/publications/measuring-youngpeople%E2%80%99s-perspectives-sharing-and-integration-northern-ireland
- 'Getting-by', Coping and Resilience in Difficult Times (OFMDFM, 2014) http://www.ofmdfmni.gov.uk/publications/recession-resilience-and-rebalancing-socialeconomies-northern-ireland
- The Principles of Sustainable Design Guidance Prepared by the MAG (DCAL, 2014) http://www.dcalni.gov.uk/publications/principles-sustainable-design-guidance-prepared-by-mag
- Northern Ireland Economy in Transition: Future Drivers, Challenges, Impacts and Issues for Policy Consideration (OFMDFM, 2014) http://www.ofmdfmni.gov.uk/publications/economytransition-future-drivers-challenges-impacts-and-issues-policy-consideration
- Together: Building a United Community Strategy (OFMDFM, 2015) http://www.ofmdfmni.gov.uk/publications/together-building-united-community-strategy
- Tackling Rural Poverty and Isolation Framework (DARD, 2015) http://www.dardni.gov.uk/publications/tackling-rural-poverty-and-social-isolation-framework
- Thinking Rural: The Essential Guide to Rural Proofing (DARD, 2015) http://www.dardni.gov.uk/publications/thinking-rural-essential-guide-rural-proofing
- Valuing Nature: A Biodiversity Strategy for Northern Ireland to 2020 (DOE, 2015) http://www.doeni.gov.uk/publications/biodiversity-strategy-northern-ireland-2020-0
- An Appreciation and Analysis of the Landscapes of the Region LCA (DOE, 2015) http://www.doeni.gov.uk/publications/appreciation-and-analysis-landscapes-region-lca
- Housing Executive Investment Plans (Northern Ireland Housing Executive) http://www.nihe.gov.uk/index/corporate/plans/district_housing_plans.htm
- Northern Ireland Housing Market Review and Perspectives 2015-2028 (Northern Ireland Housing Executive, 2015)
 - http://www.nihe.gov.uk/index/corporate/housing_research/housing_market_review.htm
- Private rented sector and rents reports (Northern Ireland Housing Executive/Ulster University/Property News) http://www.nihe.gov.uk/index/corporate/housing_research/ completed/private_rented_sector_and_rents.htm
- Active Ageing Strategy 2016-2021 (Northern Ireland Executive, 2016) http://www.ofmdfmni.gov.uk/publications/active-ageing-strategy-2016-2021

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