



12 January 2021

Dear Councillor

You are invited to attend a meeting of the Environment Committee to be held in The Chamber, Magherafelt and by virtual means Council Offices, Ballyronan Road, Magherafelt, BT45 6EN on Tuesday, 12 January 2021 at 19:00 to transact the business noted below.

In accordance with the spirit of the recent COVID restriction, Members are strongly encouraged to join virtually as the preferred option. Should you need to attend in person then provision will be made at the Council Offices, Magherafelt. Please notify Democratic Services in advance if this is the case.

A link to join the meeting through the Council's remote meeting platform will follow.

Yours faithfully

Adrian McCreesh
Chief Executive

AGENDA

OPEN BUSINESS

1. Apologies
2. Declarations of Interest
Members should declare any financial and non-financial interests they have in the items of business for consideration, identifying the relevant agenda item and the nature of their interest.
3. Chair's Business

Matters for Decision

- | | | |
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Items restricted in accordance with Section 42, Part 1 of Schedule 6 of the Local Government Act (NI) 2014. The public will be asked to withdraw from the meeting at this point.

Matters for Decision

21. Updated Tender report for the appointment of Contractors to a framework for Construction works
22. Town/Village awards and Seasonal Planting Arrangements 2021
23. Contract for provision of Waste Related Consultancy Services

Matters for Information

24. Confidential Minutes of Environment Committee held on 8 December 2020
25. To update members on changes to Affordable Warmth Scheme in response to Covid -19
26. Energy Performance of Buildings Regulations
27. Capital Framework – ICT Contracts Update
28. Capital Framework – IST Contracts Update
29. Capital Projects – Scoping Contracts Update
30. Report on Improvements at Fivemiletown Recycling Centre

Report on	Results of a regional survey relating to the nutritional content of cheesecakes available from restaurants in Northern Ireland
Date of Meeting	12 th January 2021
Reporting Officer	Fiona McClements, Head of Environmental Health

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	The purpose of this report is to advise elected members of the results of a regional survey, which the Environmental Health department participated in, relating to the nutritional content of cheesecake available from restaurants and hotels in Northern Ireland. The survey was undertaken in 2019.
2.0	Background
2.1	Obesity is one of the most important public health challenges currently facing Northern Ireland, with 62% of adults and 27% of children aged 2-15 classified as overweight or obese. Research shows the NI population is eating too much sugar, saturated fat and salt and not enough fruit, vegetables and wholegrain foods.
2.2	Research commissioned by the FSA in 2018 reported that 71% of NI consumers eat out at least once a month, meaning these businesses now have a greater part to play in helping to make the healthier choice the easy choice.
2.3	Public Health England (PHE) identified 'puddings' such as cheesecake, pies, tarts, crumbles, gateaux etc. as one of the top ten sources of sugar in the UK diet, and have therefore included this category in its reduction and reformulation programme. Cheesecake was recognised as a food of 'particular relevance' to the NI population as it is a popular option on dessert menus, with many restaurants and hotels offering it as a hand-made dessert on their menus.
3.0	Main Report
3.1	Mid Ulster District Council, along with the other 10 district councils in Northern Ireland, and in partnership with the Food Standards Agency (Northern Ireland), carried out a survey of cheesecakes served in restaurants and hotels to determine the typical portion sizes and nutritional composition of this popular pudding.
3.2	Between July and September 2019, across Northern Ireland a total of 47 samples of cheesecake sold in restaurants and hotels were collected by Environmental Health Officers. Samples of each cheesecake portion were sent for nutritional

	analysis. The samples included a range of cheesecake flavours which were categorised into four groups – luxury (e.g. salted caramel, raspberry and white chocolate), chocolate (e.g. white chocolate, chocolate bar flavoured), fruit and other flavours (e.g. passionfruit, blueberry and lemon) and baked.
3.3	<p>A summary of the regional results are highlighted below:</p> <ul style="list-style-type: none"> • The average portion of cheesecake weighed 145g • The largest portion of cheesecake weighed 273.9g • As portion size increased so did energy, sugar, fat, saturated fat and salt content • The average portion of cheesecake provided 534kcal • The portion with the highest amount of energy provided 972kcal – this is almost half an adults daily recommended energy intake • The highest amount of sugar in one portion was 68.0g – this is the equivalent of almost 14 teaspoons of sugar • The highest amount of fat in one portion was 72.8g – this is almost all the adult fat recommendation no more than 35% of daily energy intake
3.4	The full results of the survey are outlined in the Nutritional Content of Cheesecake Report. The findings of this report will inform targeted interventions with food businesses and manufacturers of puddings to help increase the availability of healthier products in local food businesses.
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: N/A
	Human: N/A
	Risk Management: N/A
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: N/A
	Rural Needs Implications: N/A
5.0	Recommendation(s)
5.1	Members are asked to note the content of the attached report, and to continue to support the work of the Environmental Health Department in relation to any future initiatives undertaken in the area of nutritional content of foods, aimed at providing individuals with information and choice to improve dietary health.
6.0	Documents Attached & References
6.1	<p>Survey report on the nutritional analysis of cheesecakes served in restaurants and hotels in Northern Ireland. Also available at the following link:</p> <p>https://www.food.gov.uk/sites/default/files/media/document/nutritional-content-of-cheesecake-report.pdf</p>

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NUTRITIONAL CONTENT OF CHEESECAKE

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**Results of nutritional analysis of
cheesecake available from out of
home businesses across
Northern Ireland in 2019**

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Acknowledgements

The Food Standards Agency in Northern Ireland would like to thank:

- Environmental Health Officers (EHOs) from the eleven district councils who led and funded the sampling in outlets across Northern Ireland and arranged the nutritional analysis of cheesecake samples.
- The Food and Nutrition Subgroup of the Northern Ireland Food Manager's Group (NIFMG), for managing the survey of samples and assisting in the preparation of the final report.
- Public Analyst Scientific Services Ltd. for the nutritional analysis of samples.
- Victoria King, Food Standards Agency for data collation.
- Beatrix Siemering, Data, Information, Governance & Security Team, Food Standards Agency for data analysis.
- Jennifer McGonagle, Victoria King and Colleen Mulrine, Food Standards Agency for preparing the report.

Introduction

Background and rationale for the survey

About the Food Standards Agency

The Food Standards Agency (FSA) is an independent Government department which works across England, Wales and Northern Ireland (NI) to protect public health and consumers' wider interests in food.

In NI, the FSA is responsible for delivering aspects of nutrition and dietary health policy with an aim of improving nutrition and health outcomes for NI consumers by making the healthier choice the easy choice.

Survey data and research

Data from the National Diet and Nutrition Survey (NDNS) shows the NI population are eating too much sugar, saturated fat and salt and not enough fruit, vegetables and wholegrain foods (FSA, 2019). Over the last 10 years the number of people in NI who are overweight or obese has increased. Currently in NI, over half of adults (62%) and a quarter of children aged 2-15 (27%) are overweight or obese (Department of Health, 2020). This increases the risk of heart disease, stroke, type 2 diabetes, non-alcoholic fatty liver disease and some types of cancers.

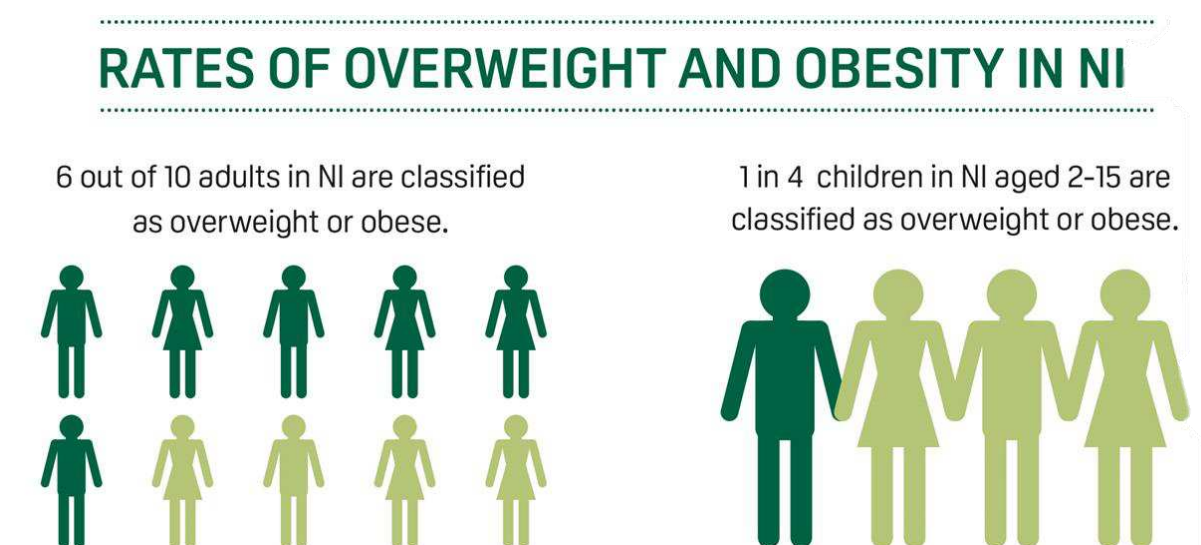


Figure 1. Rates of overweight and obesity in NI

Research commissioned by the FSA in 2018 reported that NI consumers were eating out more, with 95% eating out at least occasionally (NatCen, 2018). In 2019 the FSA's Food and You survey reported that 71% of NI consumers eat out at least once a month, with most of these people eating out at least once or twice a week (30%) (FSA, 2019).

Food eaten outside of the home tends to be less healthy, with more calories and higher in fat, sugar and salt (Jaworowska et al., 2013). Public Health England (PHE) reported that there are more calories in products likely to be consumed on a single occasion out of the home than retailer own brand and manufacturer branded single serve products, across all the food categories included in the Sugar Reduction Programme (PHE, 2019).

Given the increasing influence food businesses have on consumer diets, they now have a greater role in ensuring the healthier choice is the easy choice.

Eating Well Choosing Better

In March 2012, the Department of Health (DoH) launched 'A Fitter Future for All', a cross-departmental framework for preventing and addressing overweight and obesity in NI (DoH, 2019). Under outcome 34, the FSA and District Councils committed to progressing a programme of work to reduce energy, fat, saturated fat, sugar and salt in the foods that contribute most to our diet.

The FSA's Eating Well Choosing Better (EWCB) programme, which is delivered in partnership with District Councils and Knowledge Providers (i.e. local academic institutions), contributes to Outcome 34. The EWCB programme supports small and medium sized food businesses in NI with food product improvement/reformulation, as well as increasing the availability of small and/or reduced portion sizes. The programme aligns with the UK Government's Reduction and Reformulation Programme (PHE, 2017). This tasks the food industry with reducing sugar, calories and salt from the food categories which contribute most to dietary intakes.

This report is one of the deliverables of the EWCB programme. It follows on from a previous report on the nutritional profile of scones available from high street coffee shops in NI (FSA, 2018) which highlighted the wide variety in size and nutritional composition of scones available in NI.

Rationale for surveying cheesecakes

'Puddings' are one of the top ten sources of sugar intake in NI and are included as a food category in the UK Government's Sugar Reduction Programme (FSA, 2019; PHE, 2017). Within this category, cheesecake has been identified by the FSA as

having particular relevance to the NI population. It is a popular option on dessert menus, with many restaurants and hotels offering them as a handmade dessert on their menus.

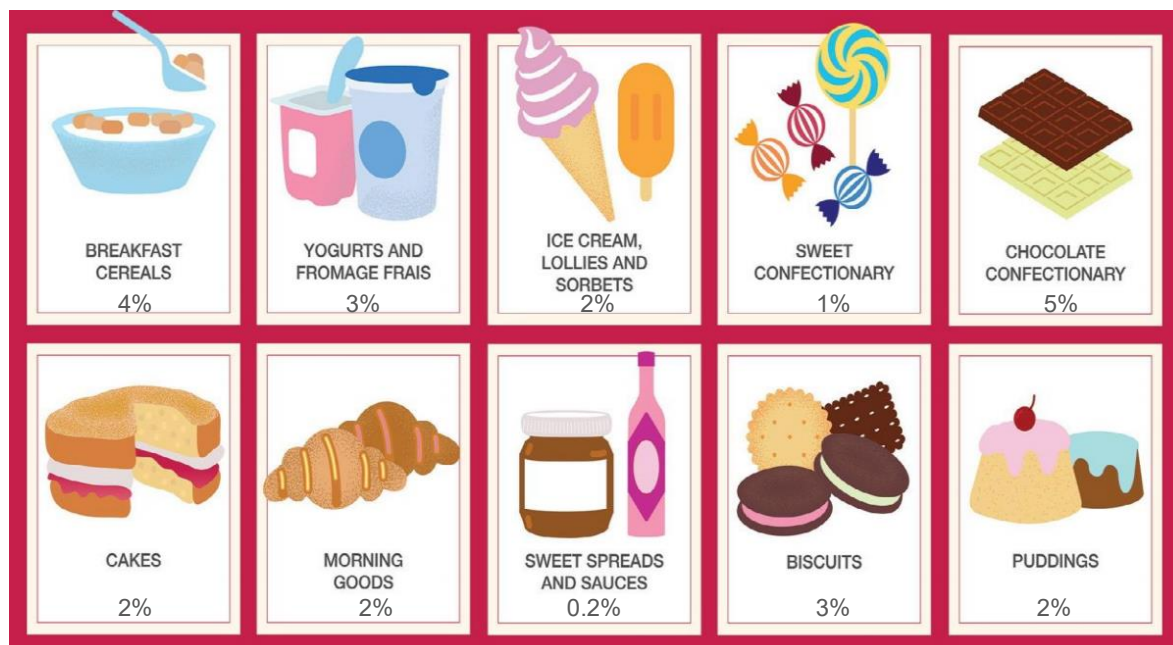


Figure 2. Food categories included in the UK Governments Sugar Reduction Programme and percentage contribution to total sugar intakes for adults aged 19-64 (PHE, 2017; PHE, 2019)

Purpose and scope of survey

The purpose of the survey was to determine the portion sizes and nutritional composition of cheesecake sold in restaurants and hotels in NI.

The results of this survey will inform targeted interventions with food businesses and manufacturers of cheesecake/puddings to improve the nutritional profile and increase the availability of healthier products in local catering establishments.

The results of this survey will be used as baseline data against which any interventions can be measured.

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Methods

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Sampling

Each of the eleven district councils in NI sampled a minimum of three cheesecake portions from restaurants and hotels in their council area. This was to ensure samples were representative of the cheesecakes on sale across NI.

Samples were collected by district council Environmental Health Officers (EHOs) using a set protocol (Appendix 1). Table 1 describes the inclusion and exclusion criteria for cheesecake sampling.

Table 1. Sample inclusion and exclusion criteria

Inclusion	Exclusion
Cheesecakes from local restaurants and hotels where the product is manufactured in NI	Other food outlets e.g. café, bakeries, service stations
Single serve portions of cheesecakes likely to be consumed by an individual in one eating occasion	Multinational chain restaurants
A range of cheesecake flavours including chocolate, luxury, baked, fruit and other flavours	

The samples were sent to Public Analyst Scientific Services, a UKAS accredited laboratory, for nutritional analysis. While full nutrition information was provided, this publication reports on energy, sugar, fat, saturated fat and salt content per cheesecake portion (as sold) and per 100g.

The following data was also gathered on the preparation methods;

- made from scratch by businesses or bought in ready made
- made with or without the use of measuring equipment
- how the cheesecake was portioned

Data collection

Sampling commenced in July 2019 and ran until the end of September 2019. Public Analyst results were received by the end of November 2019. All data was collated, and quality assured by the end of November 2019. Analysis of the data was complete by the start of December 2019.

Data analysis

Mean, minimum and maximum energy, sugar, fat, saturated fat and salt values per portion (as sold) and per 100g were calculated for –

1. all cheesecakes
2. cheesecake categories –
 - a. luxury e.g. salted caramel, raspberry and white chocolate
 - b. chocolate e.g. white chocolate, chocolate bar flavoured
 - c. fruit and other flavours e.g. passionfruit, blueberry and lemon
 - d. baked (any flavour)
3. preparation methods –
 - a. made by businesses or bought in ready made
 - b. made with or without the use of measuring equipment
 - c. portion size standardised or not

Statistical difference in weight and nutritional content

Differences in nutritional value (i.e. energy, sugar, fat, saturated fat and salt) and cheesecake categories were tested for statistical significance using ANOVA. Correlation between portion size and nutritional content was tested for statistical significance for nutrition per portion and nutrition per 100g. Results with a p-value less than 0.05 were considered significant. Grouping of cheesecakes by preparation method (i.e. whether cheesecakes were made by hand, measuring equipment was used when making; portion size was standardised) was unsuitable for statistical analysis due to low and uneven sample sizes.

Multiple Traffic Light (MTL) labelling has been applied to the relevant nutrients to give an indication of what a front of pack nutrition label would look like if the cheesecakes were pre-packed (DoH and FSA, 2016). Full data tables are available in Appendix 2.

Results

Headline Results

Weight	<ul style="list-style-type: none"> The average portion of cheesecake weighed 145g The largest portion of cheesecake weighed 273.9g As portion size increased so did energy, sugar, fat, saturated fat and salt content
Energy	<ul style="list-style-type: none"> The average portion of cheesecake provided 534kcal The portion with the highest amount of energy provided 972kcal– this is almost half an adults daily recommended energy intake
Sugar	<ul style="list-style-type: none"> The average portion of cheesecake contained 27.0g of sugar The highest amount of sugar in one portion was 68.0g – this is the equivalent of almost 14 teaspoons of sugar
Fat	<ul style="list-style-type: none"> The average portion of cheesecake contained 37.5g of fat The highest amount of fat in one portion was 72.8g – this is almost all the adult fat recommendation of no more than 35% of daily energy intake
Saturated fat	<ul style="list-style-type: none"> The average portion of cheesecake contained 22.4g of saturated fat The highest amount of saturated fat in one portion was 45.6g – this is more than the adult saturated fat recommendation of no more than 10% of daily energy intake

Samples

A total of 47 cheesecake samples were collected. The samples were divided into four categories. Table 2 shows the number of samples per category.

Table 2. Cheesecake categories and number of samples per category

Cheesecake category	Number of samples
1. Luxury (e.g. salted caramel, raspberry and white chocolate)	18
2. Chocolate (e.g. white chocolate, chocolate bar flavoured)	18
3. Fruit and other flavours (e.g. passionfruit, blueberry and lemon)	9
4. Baked (any flavour)	2

Portion size

The weight of a portion of cheesecake ranged from 83g to 274g (Figure 3). The average weight of a portion was 145g. The average weight per portion was greatest for baked cheesecakes (152g) followed by chocolate (147g), luxury (145g) and fruit and other flavours (141g).

There was a statistically significant positive correlation between the weight of a portion of cheesecake and nutritional content per portion (i.e. as portion size increases, energy, fat, saturated fat, sugar and salt also increases). There was no significant correlation between portion size and nutritional content per 100g.

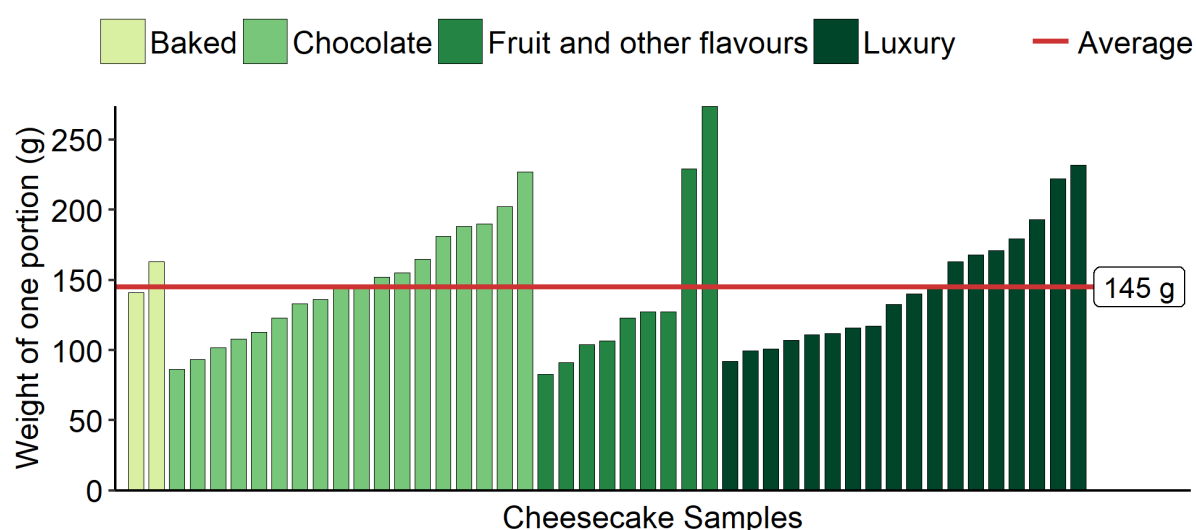


Figure 3. Weight (g) of cheesecake samples per portion

Energy

Per portion

On average, a portion of cheesecake served in a hotel or restaurant in NI will provide 534kcal (Figure 4). The average energy content per portion was greatest for chocolate cheesecakes (552kcal) followed by luxury (547kcal), baked (507kcal) and fruit and other flavours (478kcal).

Energy per portion of cheesecake varied considerably (231 – 972kcal for all cheesecake samples). Luxury cheesecakes ranged from 324 – 972kcal, chocolate from 359 – 906kcal, fruit and other flavours from 231 – 923kcal and baked from 478 – 536kcal.

There was no statistically significant difference between cheesecake type and energy content per portion.

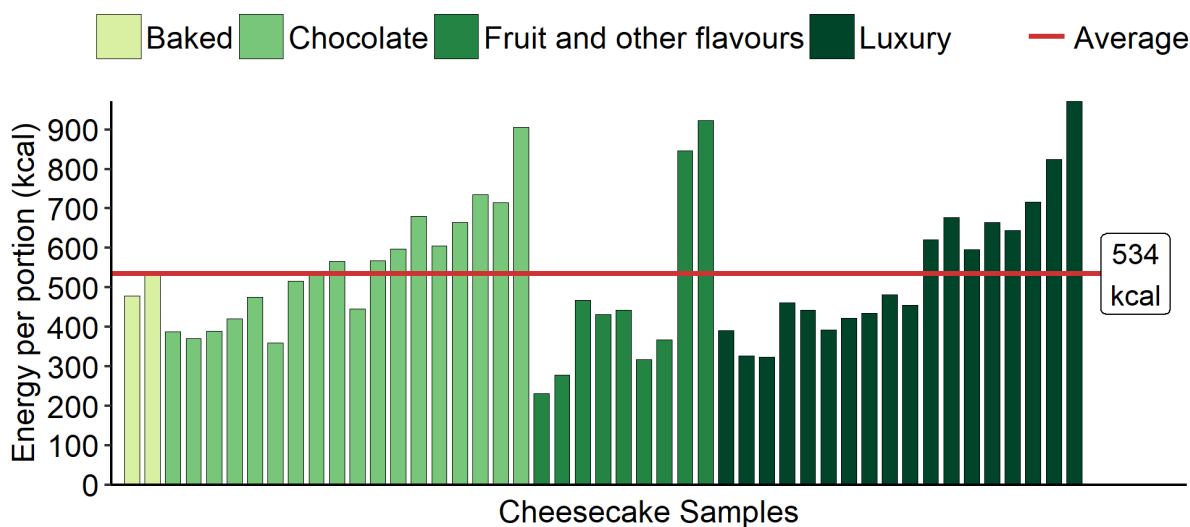


Figure 4. Energy content (kcal) of cheesecake samples per portion

Per 100 g

When comparing energy per 100g, the average content was similar across all cheesecake categories (378kcal/100g for chocolate, 377kcal/100g for luxury, 338kcal/100g for fruit and other flavours and 334kcal/100g for baked) (Figure 5).

The range in energy per 100g varied from 250 – 450kcal for all cheesecake samples, 321 – 432kcal/100g for luxury, 292 – 449kcal/100g for chocolate, 250-450kcal/100g for fruit and other flavours and 329 – 339kcal/100g for baked.

Nutritional content of cheesecake

There was no statistically significant difference between cheesecake type and energy content per 100g.

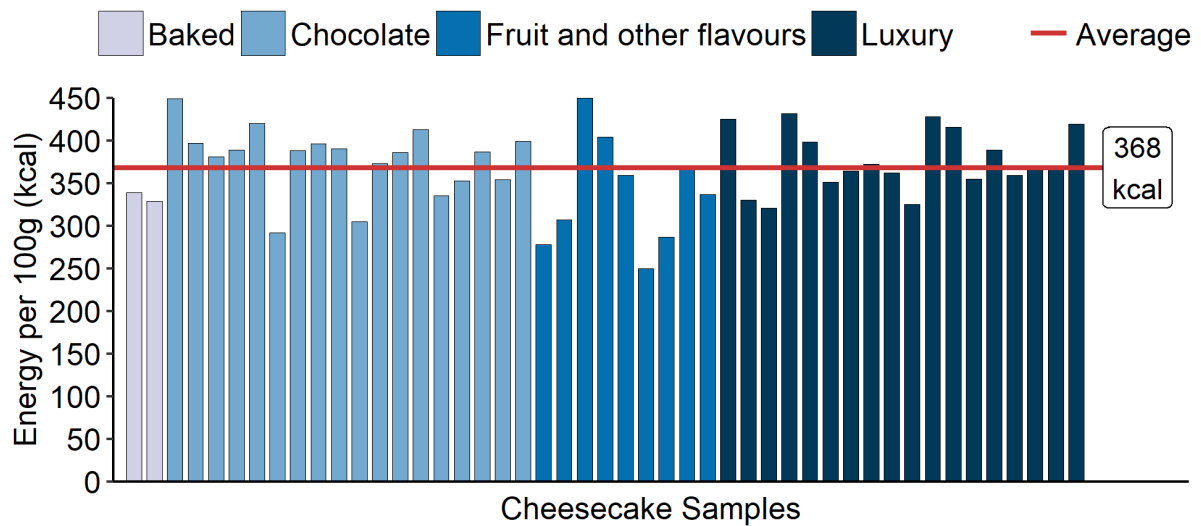


Figure 5. Energy content (kcal) of cheesecake samples per 100g

Sugar

Per portion

On average, a cheesecake served in a hotel or restaurant in NI will provide 27.0g of sugar per portion (Figure 6). The average sugar content per portion was greatest for baked cheesecakes (33.4g), followed by chocolate (28.7g), luxury (28.0g) and fruit and other flavours (20.1g).

The sugar content per portion of cheesecake varied considerably (11.4 – 68.0g for all cheesecake samples). Luxury cheesecakes ranged from 12.1 – 68.0g, chocolate from 12.6 – 65.6g, fruit and other flavours from 11.4 – 40.8g and baked from 28.6 – 38.1g.

There was no statistically significant difference between cheesecake type and sugar content per portion.

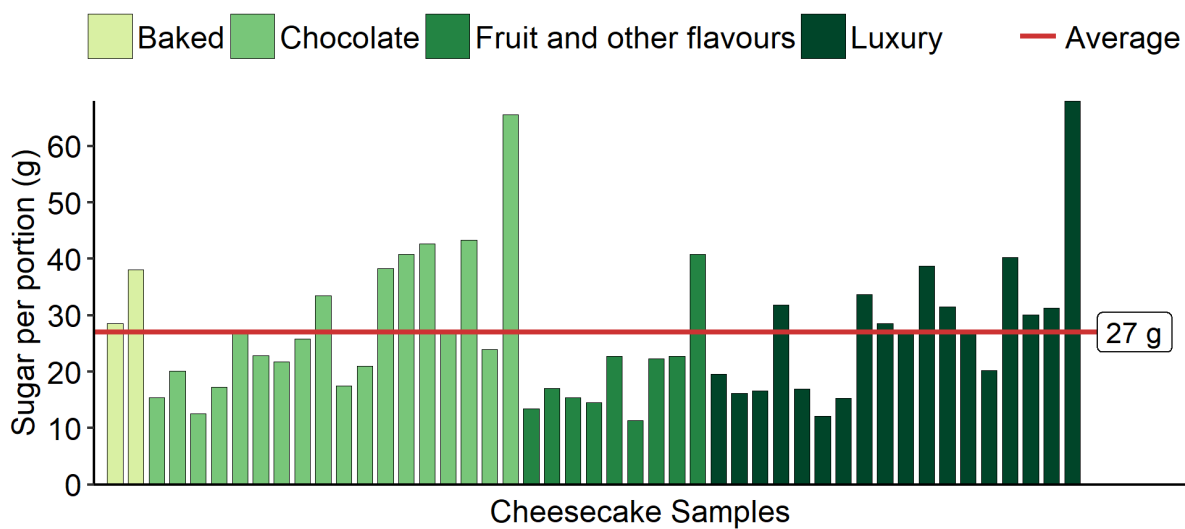


Figure 6. Sugar content (g) of cheesecake samples per portion

Per 100g

When comparing the amount of sugar per 100g, average sugar content for all cheesecake samples was 18.5/100g (Figure 7). The average amount of sugar was greatest for baked cheesecakes (21.9g/100g) followed by luxury (19.3/100g), chocolate (19.2/100g) and fruit and other flavours (14.8/100g).

The range of sugar per 100g for all cheesecakes varied considerably from 9.0 – 29.7g/100g. The sugar content of luxury cheesecakes ranged from 10.8 –

Nutritional content of cheesecake

29.7g/100g, chocolate from 11.9 – 28.9g/100g, fruit and other flavours from 9.0 – 18.8g/100g and baked from 20.3 – 23.4g/100g.

There was no statistically significant difference between cheesecake type and sugar content per 100g.

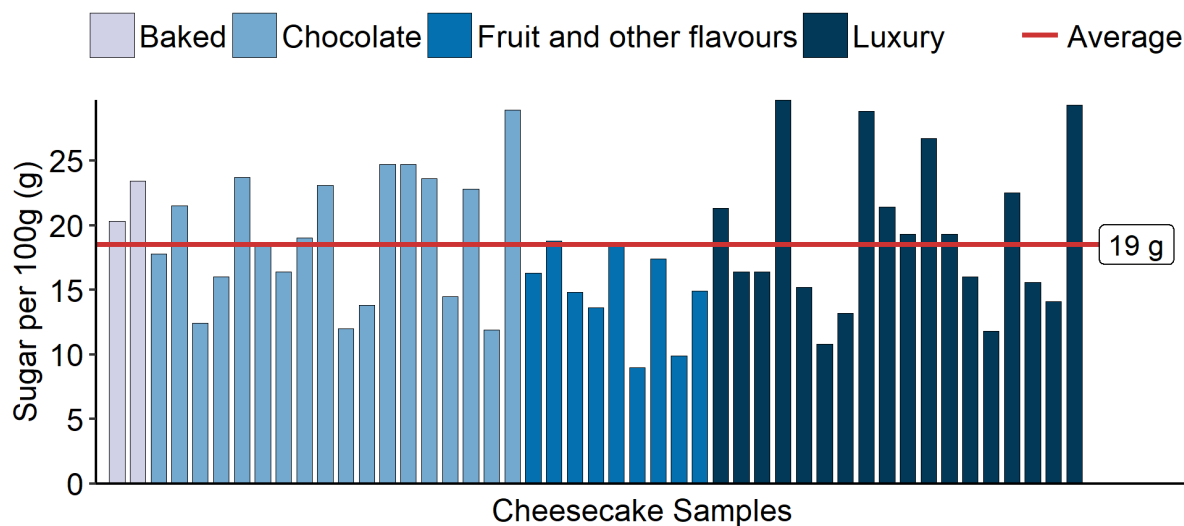


Figure 7. Sugar content (g) of cheesecake samples per 100g

Total fat

Per portion

On average, a cheesecake served in a hotel or restaurant in NI will provide 37.5g of fat per portion (Figure 8). The average fat content per portion was greatest for chocolate cheesecakes (38.4g) followed by luxury (37.8g), fruit and other flavours (36.4g) and baked (30.9g).

Fat content per portion varied considerably from 15.7 – 72.8g for all cheesecake samples, 21.9 – 59.1g for luxury, 25.6 – 58.0g for chocolate, 15.7 – 72.8g for fruit and other flavours and 30.7 – 31.1g for baked.

There was no statistically significant difference between cheesecake type and fat content per portion.

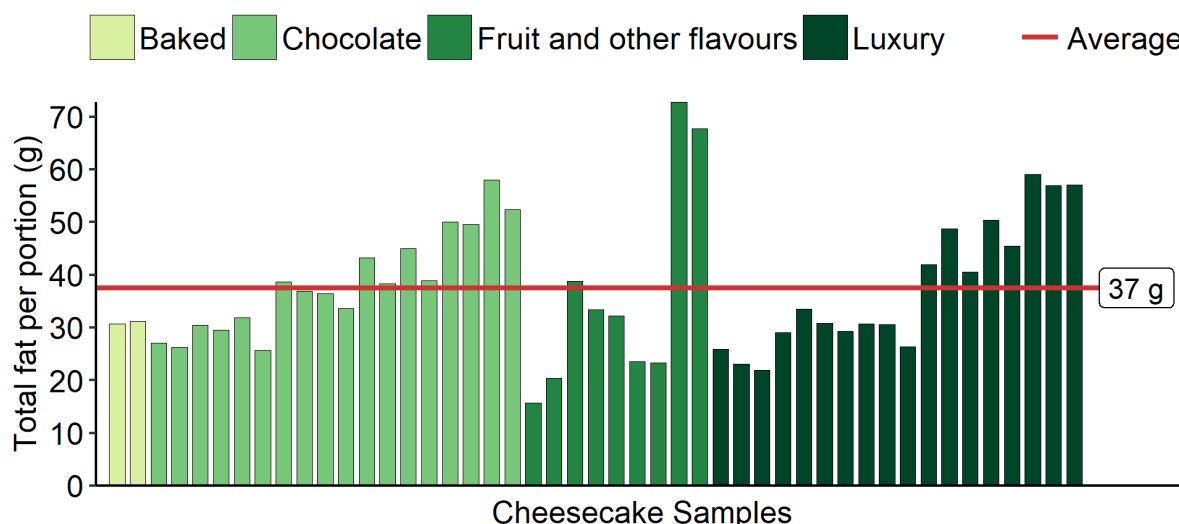


Figure 8. Fat content (g) of cheesecake samples per portion

Per 100g

When comparing fat per 100g, average fat content for all cheesecake samples was 25.9g/100g (Figure 9). The average amount of fat was greatest for chocolate cheesecakes (26.4g/100g) followed by luxury (26.1g/100g), fruit and other flavours (25.5g/100g) and baked (20.5g/100g).

Fat content per 100g varied considerably from 18.2 – 37.3g. The fat content of luxury cheesecakes ranged from 18.8 – 30.6g, 20.8 – 31.2g for chocolate, 18.2 – 37.3g for fruit and other flavours and 19.1 – 21.8g for baked.

There was no statistically significant difference between cheesecake type and fat content per 100g.

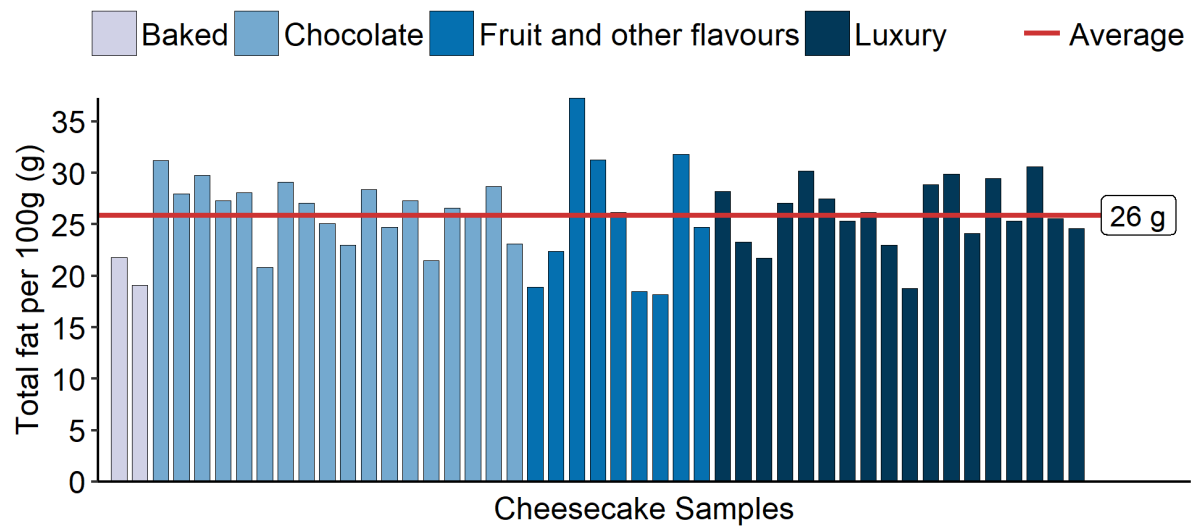


Figure 9. Fat content (g) of cheesecake samples per 100g

Saturated fat

Per portion

On average, a cheesecake served in a hotel or restaurant in NI will provide 22.4g of saturated fat per portion (Figure 10). The average saturated fat content per portion was greatest for chocolate cheesecakes (22.9g) followed by luxury (22.6g), fruit and other flavours (22.1g), and baked (17.6g).

Saturated fat content per portion varied considerably, from 8.6 – 45.6g for all cheesecake samples, 12.6 – 38.4g for luxury, 8.6 – 36.2g for chocolate, 9.9 – 45.6g for fruit and other flavours and 16.8 – 18.5g for baked.

There was no statistically significant difference between cheesecake type and saturated fat content per portion.

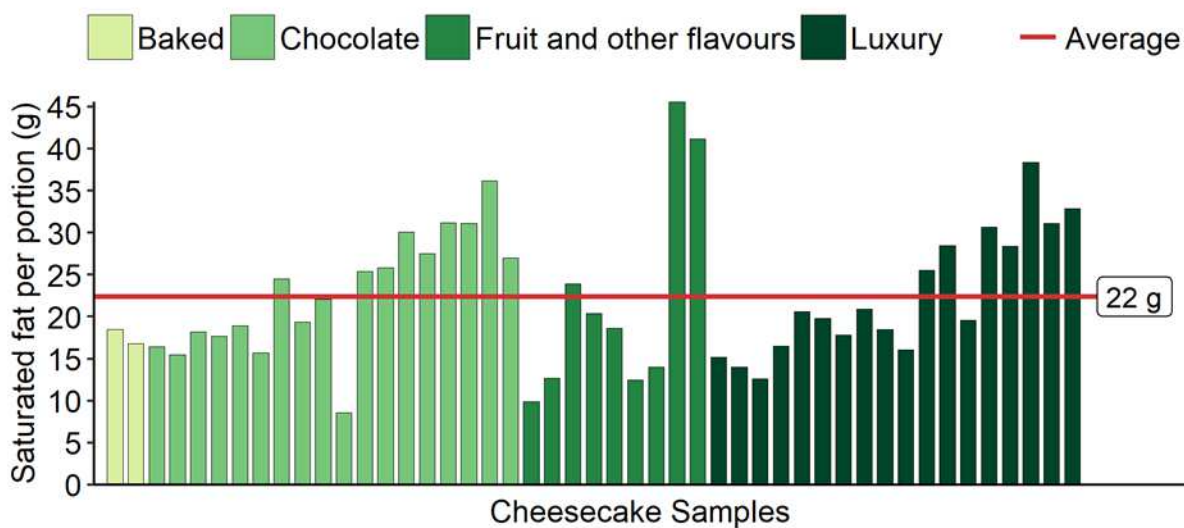


Figure 10. Saturated fat content (g) of cheesecake samples per portion

Per 100g

When comparing saturated fat per 100g, the average saturated fat content for all cheesecake samples was 15.5g/100g (figure 11). The average saturated fat content per 100g was greatest for luxury and chocolate cheesecakes (15.7g/100g) followed by fruit and other flavours (15.4g/100g) and baked (11.7/100g).

Nutritional content of cheesecake

Saturated fat content per 100g varied considerably from 5.9g – 23.0g. The saturated fat content of luxury cheesecakes ranged from 11.5 – 19.9g, 5.9 – 19.0g for chocolate, 9.8 – 23.0g for fruit and other flavours and 10.3 – 13.1g for baked.

There was no statistically significant difference between cheesecake type and saturated fat content per 100g.

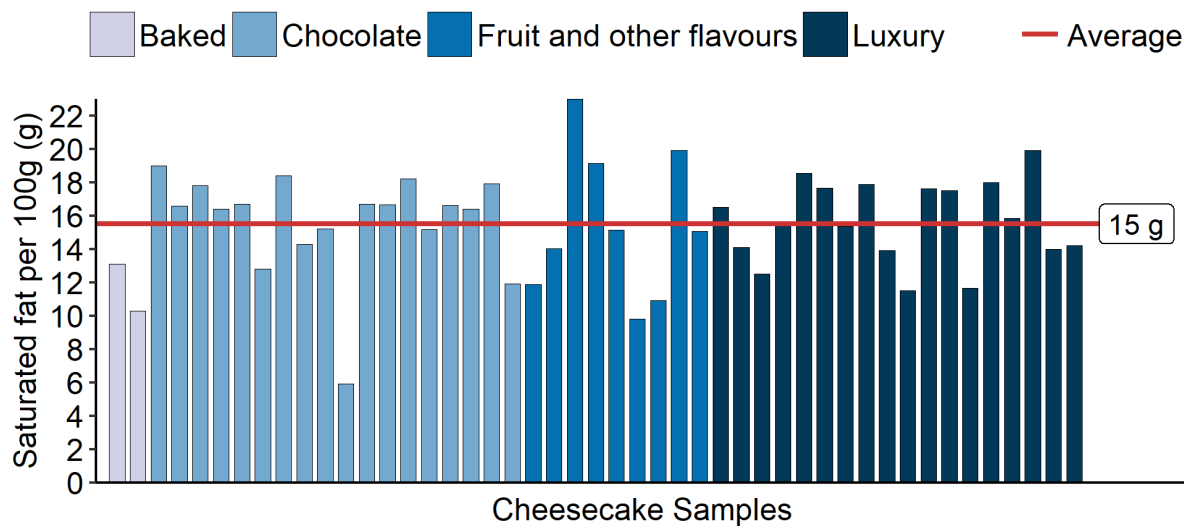


Figure 11. Saturated fat content (g) of cheesecake samples per 100g

Salt

Per portion

On average, a cheesecake served in a hotel or restaurant in NI will provide 0.6g of salt per portion (Figure 12). The average salt content per portion was greatest for baked cheesecakes (0.7g) followed jointly by luxury and chocolate (0.6g) and fruit and other flavours (0.5g).

Salt content per portion varied considerably, from 0.12g – 1.04g for all cheesecake samples, 0.31 – 1.04g for luxury, 0.12 – 0.91g for chocolate, 0.24 – 0.82g for fruit and other flavours and 0.60 – 0.83g for baked.

There was no statistically significant difference between cheesecake type and salt content per portion.

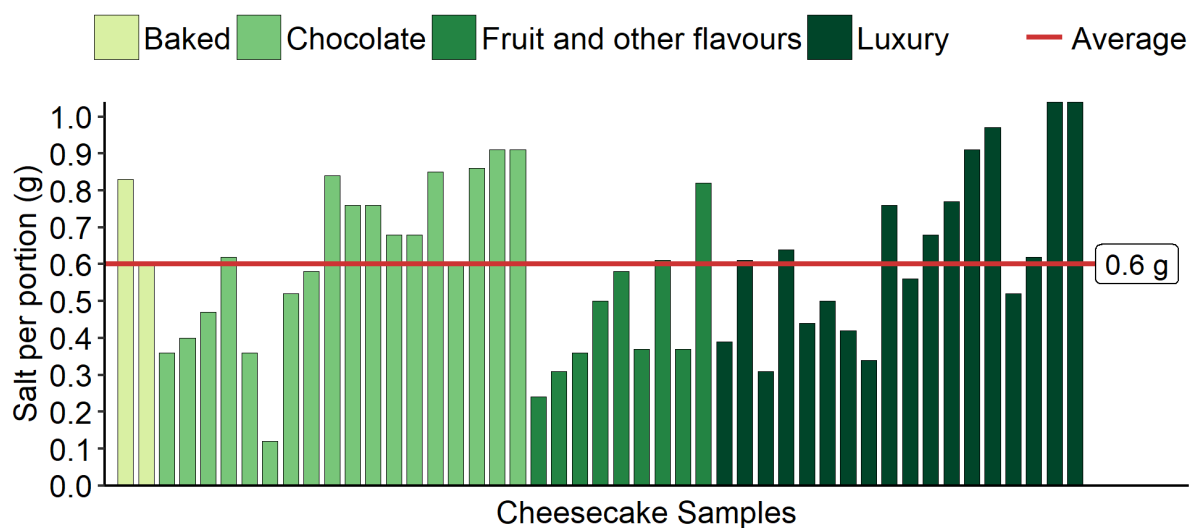


Figure 12. Salt content (g) of cheesecake samples per portion

Per 100g

When comparing salt per 100g, the average salt content for all cheesecake samples was 0.4g/100g (Figure 13). The average salt content per 100g was greatest for baked cheesecakes (0.5g/100g), followed jointly by luxury chocolate (0.4g/100g) and fruit and other flavours (0.3g/100g).

Salt content per 100g varied from 0.1 – 0.62g/100g for all cheesecakes combined. The salt content of luxury cheesecakes ranged from 0.29 – 0.62g, 0.10 – 0.58g for chocolate, 0.16 – 0.48g for fruit and other flavours and 0.37 – 0.56g for baked.

There was no statistically significant difference between cheesecake type and salt content per 100g.

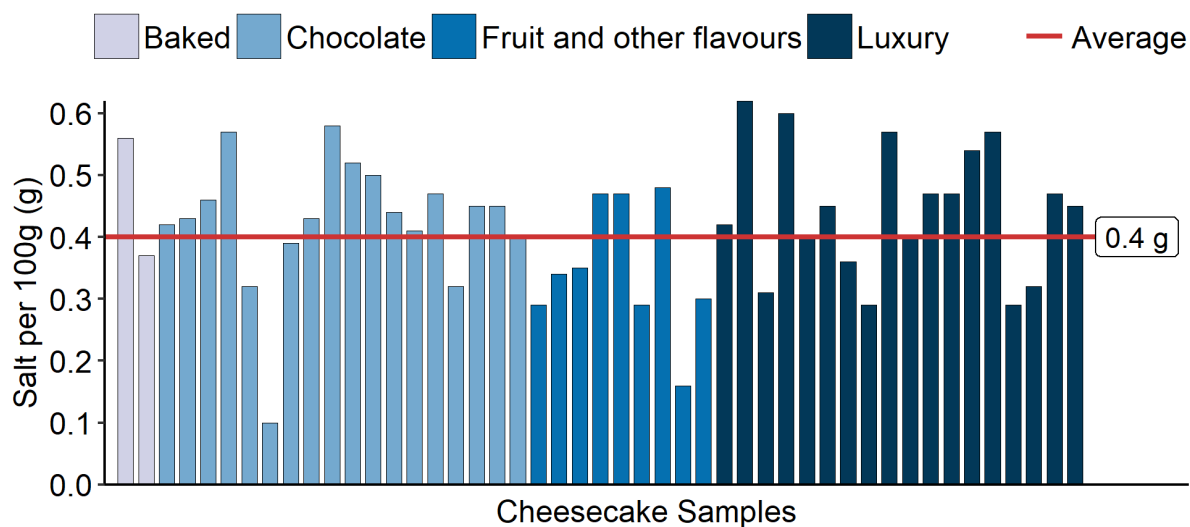


Figure 13. Salt content (g) of cheesecake samples per 100g

Preparation methods

The majority of cheesecakes sampled (89%, n = 42) were made from scratch by the business, with only 11% (n = 5) of businesses buying cheesecakes in ready-made from another NI supplier. Cheesecakes made from scratch by the business were on average higher in energy, sugar, fat, saturated fat and salt than those bought in ready-made, both per portion and per 100g (Table 3 and 4).

Table 3. Average nutritional content per portion for cheesecakes made from scratch and those bought in ready made

	Made from scratch (n = 42)	Bought in ready-made (n = 5)
Weight (g)	147.1	127.3
Energy (kcal)	551.6	388.4
Sugar (g)	27.7	21.2
Total fat (g)	39.0	25.1
Saturated fat (g)	23.3	14.7
Salt (g)	0.6	0.5

Table 4. Average nutritional content per 100g for cheesecakes made from scratch and those bought in ready made

	Made from scratch (n = 42)	Bought in ready-made (n = 5)
Energy (kcal)	375.8	304.4
Sugar (g)	18.8	16.5
Total fat (g)	26.6	19.8
Saturated fat (g)	15.9	11.6
Salt (g)	0.4	0.4

72% (n = 34) of businesses divided cheesecakes using a portion cutter or had a standard portion size. The remaining 18% of businesses (n = 13) did not have standardised portions i.e. cheesecakes were cut by eye. Cheesecakes sampled from businesses that didn't standardise portion size, were on average bigger and contained more energy, sugar, fat and saturated fat per portion than those with a standard portion size (Table 5). When considered per 100g nutritional content was similar (Table 6).

Table 5. Average nutritional content per portion for cheesecakes with a standard portion size and those without

	Portion size standardised	Portion size not standardised
Weight (g)	139	161
Energy (kcal)	508	603
Sugar (g)	24.9	32.5
Total fat (g)	35.9	41.6
Saturated fat (g)	21.5	24.8
Salt (g)	0.6	0.6

Table 6. Average nutritional content per 100g for cheesecakes with a standard portion size and those without

	Portion size standardised	Portion size not standardised
Energy (kcal)	369	366
Sugar (g)	18.1	19.6
Total fat (g)	26.0	25.4
Saturated fat (g)	15.6	15.2
Salt (g)	0.4	0.4

81% of cheesecakes sampled (n = 38) were made using measuring equipment while 6% (n = 3) were made without the use of measuring equipment. For the remaining 13% (n = 6) of sampled cheesecakes, it was unclear from the sample submission

form whether measuring equipment was used, or the cheesecakes had been bought in ready-made. Cheesecakes made without measuring equipment were on average bigger and contained the most energy and salt. Cheesecakes made using measuring equipment had on average the greatest amount of sugar, fat and saturated fat (Tables 7). When considered per 100g nutritional content was similar (Table 8).

Table 7. Average nutritional content per portion for cheesecakes made with and without measuring equipment

	Made using measuring equipment	Made without using measuring equipment	Unclear whether measuring equipment was used or bought in ready-made
Weight (g)	146.9	155.6	128.2
Energy (kcal)	551.8	572.7	403.8
Sugar (g)	27.7	27.0	22.4
Total fat (g)	39.2	38.8	26.1
Saturated fat (g)	23.5	22.4	15.4
Salt (g)	0.6	0.8	0.6

Table 8. Average nutritional content per 100g for cheesecakes with and without measuring equipment

	Made using measuring equipment	Made without using measuring equipment	Unclear whether measuring equipment was used or bought in ready-made
Energy (g)	377.1	363.7	314.0
Sugar (g)	18.8	17.9	17.3
Total fat (g)	26.6	24.7	20.3
Saturated fat (g)	16.1	14.4	11.0
Salt (g)	0.4	0.6	0.4

Accompaniments

It is worth considering that the results were analysed per portion of cheesecake without any accompaniments. Cheesecakes are often served with additions such as cream, ice-cream, coulis or chocolate sauce. The energy content of typical servings of these additions are shown in Table 9. The addition of one of these accompaniments could add between 41 and 149 kcal.

Table 9. Energy content of accompaniments commonly served with cheesecakes

Addition	Portion size	Energy (kcal)
Whipping cream	1 heaped tbsp (30ml)	114
Double cream	1 heaped tbsp (30ml)	149
Ice-cream	1 scoop (40g)	86
Fruit coulis	1 tbsp (15ml)	41
Chocolate sauce	1tbsp (15ml)	41

(Data from MenuCal, January 2020¹)

¹ Available at: <https://www.menucalni.co.uk/>

Discussion

Cheesecakes served in restaurants and hotels across NI varied widely in terms of portion size and nutritional composition. There was also a wide variety of cheesecake flavours, with a total of 32 different flavours sampled. Compared to cheesecakes available in the main supermarkets in NI, there was a greater range in flavours among the cheesecakes sampled as part of this survey.

Energy content and portion size

Recommended energy requirements for adults are 2000 kcal per day for women and 2500 kcal per day for men (SACN, 2011). The sampled cheesecakes contained on average 534 kcal per portion. This is around a quarter of an adults recommended daily energy intake. Chocolate cheesecakes were the most calorific, containing on average 552 kcal per portion. The cheesecake portion with the greatest amount of energy (972 kcal) contained just under half (49%) the adult recommended daily energy intake, and this is without the addition of any accompaniments such as cream, ice cream, fruit coulis or sauce which could add between 41 and 149 extra calories.

As part of the Sugar Reduction Programme, the UK Government tasked food businesses with reducing the energy content of puddings likely to be consumed by an individual at one time to on average 220 kcal with a maximum of 550 kcal (including additions) per portion (PHE, 2017). All but one of the cheesecakes sampled had an energy content above 220 kcal. 40% (n = 19) of the cheesecake samples contained more than 550 kcal.

In this study, the cheesecake samples were taken from restaurants and hotels where they typically would have been served as a dessert option. In NI, cheesecakes are often enjoyed as a dessert as part of a three-course meal. In a study by Robinson et al. (2018) the average calorie content of a three-course meal in a UK chain restaurant was estimated to be 1896 kcal. This is just under the recommended daily energy intake for a female. As part of its 'One You' campaign, PHE suggest aiming for around 400 calories at breakfast, 600 calories at lunch, 600 calories for an evening meal with the remaining calories for drinks and snacks (PHE, 2016). Approximately one third of the cheesecakes sampled were in excess of PHE's 600kcal for lunch or an evening meal recommendation.

In an observational study conducted by Muc et al. (2019) 20.5% of desserts sampled from UK restaurant chains (n = 479) exceeded 600kcal. While the FSA's nutritional analysis project primarily focuses on one dessert type (i.e. cheesecake) and is conducted in local restaurants and hotels in NI, with chain restaurants excluded, the findings correlate with that of Muc et al.

A positive relationship was found between the portion size of cheesecakes and nutritional content i.e. the greater the portion size, the greater calorie, sugar, fat, saturated fat and salt content. A review paper published in 2015 by Hollands et al., concluded that consumers consistently overconsumed food when offered larger portion sizes, therefore the need for portion size reduction is critical to reducing the amount of energy people consume.

Cheesecakes sold by businesses that did not standardise portion sizes had more energy, sugar, fat and saturated fat when compared to those sold by businesses that did standardise portion sizes. Cheesecakes with a standard portion size had nearly 100 kcal less than those that were not standardised.

The average weight of an individual portion of cheesecake sold in the main supermarkets in NI is 90g. This weight is also the recommended portion size of larger cheesecakes sold in the main supermarkets. However, 89% (n = 42) of the cheesecakes sampled as part of this survey weighed over 90g. When conducting analysis of products likely to be consumed by an individual at one time as part of the Sugar Reduction Programme, PHE excluded puddings that weighed less than 35g and more than 200g (PHE, 2017). 13% (n = 6) of the cheesecakes sampled as part of this survey weighed over 200g.

There is scope for hotels, restaurants and food manufacturers to reduce the portion size of their cheesecakes to improve the overall nutrient profile of their desserts. Research conducted by FSA in NI on Consumer Perceptions to Reformulation of Food, shows that NI consumers are supportive of reformulation. 72% reported that they thought it was a good thing that food businesses are trying to make products healthier. There was a high level of acceptability for reducing sugar, fat and portion size with 69%, 73% and 75% stating that they would buy products with lower sugar, lower fat and smaller portion size respectively.

Sugar

In NI, consumers are eating too much sugar, recent data from the NDNS shows that the average adult consumes approximately 52.8g/day. This is almost twice the adult sugar recommendation of no more than 30g per day. Research conducted by the

FSA shows 57% of NI consumers are concerned about the amount of sugar in foods, which was higher than for any other nutrient (FSA, 2018).

The greatest amount of sugar found in one portion of cheesecake was 68.0g. This is the equivalent of almost 14 teaspoons of sugar. It is difficult to compare the sugar content of cheesecake with the dietary recommendation. This is because the dietary recommendation for sugar is for 'free sugars' while the sugar content of cheesecake is 'total sugars'. Under the definition of free sugars, lactose, the sugar in milk and milk products, such as soft cheese, is excluded (SACN, 2015). Total sugars describe the total amount of sugars from all sources (free sugars plus those from milk and those present in the structure of foods such as fruit and vegetables). At present nutritional analysis does not distinguish between naturally occurring sugars and free sugars. It is likely that the sugar content of many of the cheesecakes sampled exceed the adult sugar recommendation of no more than 30g of sugar per day as 38% contain more than 30g of sugar per portion (SACN, 2015).

As part of the Sugar Reduction Programme, the UK Government tasked food businesses with reducing the amount of sugar in the foods that contribute most to intakes by 20% by 2020. For puddings, the aim is to reduce sugar to 15.1g per 100g. The average sugar content of the cheesecakes sampled as part of this survey exceeds this at 19.0g per 100g. However, there was a wide range in the sugar content of sampled cheesecakes with some meeting the sugar reduction guideline for puddings (9.0 – 29.7g per 100g). This shows there is scope to reformulate and reduce the sugar content of many of the cheesecakes.

Total fat and saturated fat

There was a wide range in the fat and saturated fat content of the cheesecakes sampled, 15.7 – 72.8g and 8.6 – 45.6g respectively.

The greatest amount of fat in one portion of cheesecake was 72.8g. This equates to almost all the recommended total fat intake for an adult of no more than 35% of daily energy intake (78g total fat per day for a woman and 97g for a man) (COMA, 1991). Given that the cheesecakes were sampled from hotels and restaurants, it is likely they will be eaten alongside a main meal, and possibly a starter. Therefore, it is likely that when eating out people are consuming more fat than they need.

The greatest amount of saturated fat in one portion of cheesecake was 42.6g. This exceeds the saturated fat recommendation for an adult of no more than 11% of daily energy intake (24g saturated fat per day for a woman and 30g for a man) (SACN,

2019). 38% (n = 18) of cheesecakes contained more than the daily saturated fat recommendation for an adult.

The main ingredient in cheesecakes is soft/cream cheese which is high in both fat and saturated fat. To reduce the fat and saturated fat content of cheesecakes, food businesses could consider replacing regular soft/cream cheese for a reduced fat version.

Salt

Data from the NDNS indicates that in NI adults aged 19 – 64 years are consuming too much salt. Salt intakes estimated from urinary sodium data suggests that the adult population in NI is consuming 8.6g salt per day – 43% more than the dietary recommendation of no more than 6g per day (FSA, 2019; SACN, 2003). Consumers should therefore be mindful of their salt intake, especially as most of the salt in the diet is already present in food.

While the salt content in the sampled cheesecakes are either low or medium according to MTL FoP guidance, less than 0.3g and between 0.3 and 1.5g respectively, there is still scope to reduce salt. 77% of the cheesecakes sampled fail to meet the salt reduction targets set by PHE in 2017. These state that cheesecakes should contain no more than an average of 0.28g or a maximum of 0.35g salt per 100g. In 2018, PHE reported on progress towards meeting the 2017 salt reduction targets. Only 54% of the out of home sector met the salt reduction target for cheesecakes.

The greatest amount of salt in a portion of cheesecake was 1.04g. The cheesecakes with the greatest amount of salt were also some of the largest portions (222g and 232g). Given the positive correlation between portion size and salt content, reformulation efforts in relation to portion size reduction should be considered, along with salt reduction.

Nutritional overview

Cheesecakes served in hotels and restaurants are not pre-packed and therefore are not legally required to have nutritional labelling. To contextualise the survey's results, Table 10 applies the traffic light colours used in the UK's recommended Front of Pack Nutrition Label to the average portion of cheesecake (145g). See Appendix 3 for traffic light labelling guidelines (DoH and FSA, 2016).

Table 10. Traffic light labelling of the average cheesecake portion (145g)

Energy	Fat	Saturates	Sugars	Salt
2234kJ 534kcal	37g	22g	26g	0.6g
27%	53%	110%	29%	10%

Traffic light labelling has also been applied to the results tables found in Appendix 2 to demonstrate where cheesecake samples contained low, medium or high amounts of sugar, fat, saturated fat and salt. Unsurprisingly, all cheesecakes were found to be high for both fat and saturated fat. In addition, the red colour was often applied for certain nutrients due to large portion size (>100g), in accordance with official guidance (DoH and FSA, 2016).

Table 11 provides the nutritional content of the average portion of cheesecake sampled as part of this survey and other popular puddings. The nutritional content has been provided per 145g portion for all puddings to match the average weight of a portion of cheesecake. Cheesecakes are one of the puddings highest in energy, fat, saturated fat and salt.

Table 11. Nutritional content of the average portion of cheesecake sampled as part of this survey and other popular puddings

	Portion size (g)	Energy (kcal)	Sugar (g)	Fat (g)	Saturated fat (g)	Salt (g)
Cheesecake	145	534	27.0	37.0	22.4	0.6
Apple pie	145	389	19.7	21.7	8.1	0.2
Fruit crumble	145	283	30.6	9.3	3.0	0.1
Brownie	145	734	66.8	44.5	24.0	0.3
Crème brûlée	145	464	24.5	37.6	25.1	0.2
Lemon meringue pie	145	364	42.5	12.3	4.5	0.2
Sticky toffee pudding	145	500	49.4	23.2	13.1	0.7

(Data from Composition of Foods Integrated Dataset, January 2020²)

² Available at: <https://quadram.ac.uk/UKfoodcomposition/>

Conclusions

Portions of cheesecake served in restaurants and hotels in NI are often very large, weighing an average of 145g with portions of up to 274g. Portion size is the most important factor in determining the nutritional content of cheesecake – the bigger the cheesecake the more energy, sugar, fat, saturated fat and salt it is likely to contain. There does not appear to be much difference in the energy, sugar, fat, saturated fat and salt content per 100g between the different types of cheesecake (i.e. luxury, chocolate, fruit and other flavours and baked) with portion size playing a bigger part in determining overall nutritional value.

The cheesecakes sampled are likely to be eaten as a dessert as part of a two- or three-course meal. Without considering the nutritional contribution of a starter and/or a main course, a slice of cheesecake contributes significantly to energy and nutrient intakes, exceeding maximum recommendations for some nutrients. The largest slice of cheesecake contained 972 kcal, almost half an adults daily recommended energy intake. The sugar content of many of the cheesecakes sampled exceeded the adult sugar recommendation. Although it should be noted that some of the sugar in cheesecake will come from sugars naturally present in the lactose in cream cheese. The contribution to total and saturated fat intake was also high. One slice of cheesecake provided almost all the adult daily recommended total fat intake and the saturated fat content of many of the cheesecakes exceeds the daily saturated fat recommendation. The highest amount of salt in one portion of cheesecake was equivalent to one sixth of the maximum recommended amount.

Cheesecakes made from scratch by food businesses were on average higher in energy, sugar, fat, saturated fat and salt than those bought in ready-made. The majority of cheesecakes sampled were made from scratch (n = 42), presenting a good opportunity for reformulation. There is also scope for more food businesses to standardise portion size as a way of reducing energy, sugar, fat and saturated fat content.

This survey has produced valuable information on the portion size and variety of cheesecakes available in restaurants and hotels across NI and their contribution to consumers nutritional intake.

Recommendations

The recommendations for food businesses, consumers, the FSA and district councils, set out below, are to help improve the nutritional profile of cheesecakes by reducing the amount of energy, sugar, fat, saturated fat and salt they contain and are based on the findings of this survey.

Food businesses

- Reduce and standardise portion sizes of cheesecake/puddings.
- Contact local ingredients suppliers to explore lower calorie, sugar, fat, saturated fat and salt options.
- Adapt recipes to reduce the sugar, fat, saturated fat and salt content of cheesecakes. Try using ingredients such as low fat plain natural yogurt, reduced fat soft cheese and biscuits lower in sugar, fat and salt.
- Refer to Government guidance for the recommended salt, sugar and calorie content for puddings (PHE, 2020; PHE, 2017). The revised salt guidelines state that cheesecakes should contain no more than an average of 0.26g or a maximum of 0.33g salt per 100g. The sugar and calorie guidelines state that cheesecakes should contain no more than 15.1g sugar per 100g and single serve portions no more than 550 kcal with additions, with an average of 220 kcal.
- Avoid serving accompaniments such as cream, ice-cream and sauce with cheesecake/puddings.
- Use MenuCal³, a free online tool provided by the FSA, to calculate the energy content of portions of cheesecakes/puddings and display this on menus.
- Consider joining the Calorie Wise scheme⁴, a free and voluntary scheme delivered by the FSA and district councils in NI. It encourages food businesses to display calorie information on their menus enabling customers to make informed food choices when eating out and on the go.

Consumers

- Be aware of the portion size of cheesecakes. For reference, Figure 14 demonstrates a 60g portion of cheesecake which contains 220 kcal, the PHE

³ Available at: <https://www.menucalni.co.uk>

⁴ More information on the Calorie Wise scheme can be found online at: <https://www.food.gov.uk/business-guidance/calorie-wise>

energy guideline for single serve puddings. Figure 15 demonstrates a 145g portion of cheesecake, the average weight of cheesecake samples collected as part of this survey which contains 534 kcal.

- Think about sharing a pudding.
- Ask for a smaller portion.
- If served with an accompaniment such as cream, ice-cream or sauce ask for this not to be added.
- Ask for energy information.



Figure 14. A 60g slice of cheesecake which contains 220kcal, the PHE energy guideline for single serve puddings



Figure 15. A 145g slice of cheesecake which contains 534kcal, the average weight and energy content of a portion of cheesecake sampled as part of this survey

The FSA and district councils

- The FSA and district councils should consult with local knowledge providers (i.e. academic institutions) on the production of technical guidance to assist food businesses to reformulate popular puddings such as cheesecake, to reduce the energy, sugar, fat and salt content.
- Inform food business operators who provided cheesecake samples of the results of nutritional analysis.
- Inform other food businesses of the results of this survey and encourage a reduction in portion size of cheesecakes and other puddings among food businesses and adoption of the technical guidance once produced.
- Promote the Calorie Wise scheme and MenuCal tool.

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..... Appendices

Appendix 1. Protocol for survey on nutritional analysis of cheesecake desserts available from restaurants and hotels in Northern Ireland 2019

Appendix 2. Nutritional analysis results for cheesecakes per portion and per 100g

Appendix 3. Colour coding criteria used in Department of Health and FSA FOP labelling guidance

Appendix 1. Protocol for survey on nutritional analysis of cheesecake desserts available from restaurants and hotels in Northern Ireland 2019

Introduction

This survey is co-ordinated by the Food and Nutrition Subgroup comprises representatives from District Council Environmental Health Departments and the Food Standards Agency in Northern Ireland.

Background

The Northern Ireland (NI) diet contains too much salt, saturated fat and sugar, whilst at the same time most people do not consume enough fruit, vegetables and wholegrain products. For people's diet to improve, the healthy choice should be the easy choice.

60% of adults and 28% of children in NI are overweight or obese. Poor diet contributes to 50% of heart disease and 33% of all cancer deaths.

Within NI's Obesity Prevention Strategy 'A Fitter Future for All', the Food Standards Agency (FSA) and District Councils have committed to improving the nutritional quality of menu choices including the regulation of portion sizes and the provision of appropriate nutritional information for consumers by caterers.

The FSA Eating Well Choosing Better programme supports small and medium sized businesses in NI with food product improvement / reformulation, as well as increasing the availability of small and/or reduced portion sizes, to make the healthy choice easy for the NI consumer. This applies to all sectors of the food industry whether that be manufacturing, retail or the out of home sector.

The EWCB programme aligns with Public Health England's (PHE) reduction and reformulation programme which tasks the food industry with reducing sugar and calories from the foods which contribute most to these intakes. The FSA reports on the activity of the EWCB programme to the Department of Health, twice per year, under the programme for Government framework. Through the National Diet and Nutrition Survey (NDNS) data the FSA have identified the categories which contribute most to sugar intakes of the population, with puddings highlighted as one of the top ten sources of sugar in the UK diet.

Cheesecakes have been identified within the 'puddings' category of the EWCB programme. Cheesecakes are popular in NI with many restaurants and hotels offering them as a handmade dessert on their menus. This provides an opportunity to work with local restaurants and hotels to reformulate their cheesecakes to make the healthy choice the easy choice for consumers.

District Council Environmental Health Officers already work very closely with catering businesses and are therefore well placed to provide targeted advice on providing healthier options in conjunction with the Food Standards Agency and local knowledge providers.

Purpose and Scope of survey

The survey will focus on one type of pudding, cheesecakes, which are consumed regularly in restaurants and hotels throughout NI. The survey will identify the portion size (g) and nutritional information per portion and per 100g (energy, sugar, fat, saturated fat and salt) of cheesecakes available from restaurants and hotels in NI. For the purpose of this survey, restaurants are identified as those establishments which serve evening meals in addition to lunch menus.

The results of this survey will inform targeted interventions with pudding manufacturers supported by technical expertise from one or more of the local knowledge providers (i.e. academic institutions) to increase the availability of healthier products in local catering establishments. The survey will also compliment the ongoing work regarding the 'Calorie Wise' initiative.

Duration of Survey

Sampling commences 22nd July 2019 and will run to 30th September 2019

Tests to be carried out:

Group II Nutrition analysis (energy value, fat, saturated fat, available carbohydrate, sugars, fibre, protein & salt)

Foods to be sampled

Single serve portions of cheesecakes likely to be consumed by an individual in one eating occasion.

Minimum sample size per council – a minimum of 3 samples to be taken by each Council area. The flavour/type of cheesecakes sampled should include a selection of the range available, e.g. plain, fruit, luxury etc.... Councils may submit more than the minimum number required if they wish. All three samples may be taken from the one establishment, although it is unlikely restaurants will be serving any more than two flavours.

Sample size – Each separate sample should consist of 1 single portion of cheesecake. To enable the nutritional analysis to be carried out, each sample should be a minimum of 150g in weight. If it appears the portion is smaller than 150g then it will be necessary to purchase two slices/portions for a particular sample.

Cheesecake portions should be purchased from local restaurants and hotels where the produce is manufactured in NI, but preferably made on site.

Samples should be placed into and transported in plastic containers which are lidded and deep enough to maintain the integrity of the sample. These may be containers similar to those used in fast food takeaways. These disposable plastic containers can be purchased in most supermarkets. Samples should also be frozen prior to dispatch to the Public Analyst.

If any Council purchases a sample which is bought in by a hotel or restaurant, this information should be shared as soon as possible via Smarter Comms/RIAMS through the Health and Wellbeing Working group community to avoid duplication of samples.

Cheesecake accompaniments such as fresh cream or ice-cream do not form part of this survey so these should not be purchased as part of the samples.

Collation and Distribution of Results

Public Analyst Scientific Services Limited will collate results and a report will be distributed.

Equipment needed

Sample labels

Sample containers suitable for the food being sampled and for maintaining sample integrity during transport.

Security seals

Label each sample with a unique reference number

Please use the FSS to submit samples, including the NI survey code in the “Survey code” Field. Please also complete the accompanying survey form for each premises visited. This information will assist in evaluating the results of the survey and inform the basis of any future targeted interventions.

Target businesses

Suggestions include local restaurants and hotels which serve cheesecakes.

Appendix 2. Nutritional analysis results for cheesecakes per portion and per 100g

Sample No.	Total Weight (g)	Energy (kcal) per portion	Total fat (g) per portion	Sat Fat (g) per portion	Sugar (g) per portion	Salt (g) per portion	Energy (kcal) per 100g	Total fat (g) per 100g	Sat Fat (g) per 100g	Sugar (g) per 100g	Salt (g) per 100g
1	91	279	20.4	12.7	17.1	0.31	307	22.4	14.0	18.8	0.34
2	123	442	32.2	18.6	22.8	0.58	359	26.2	15.1	18.5	0.47
3	107	431	33.4	20.4	14.5	0.50	404	31.3	19.1	13.6	0.47
4	127	318	23.5	12.5	11.4	0.37	250	18.5	9.8	9.0	0.29
5	83	231	15.7	9.9	13.5	0.24	278	18.9	11.9	16.3	0.29
6	222	825	56.9	31.1	31.3	1.04	371	25.6	14.0	14.1	0.47
7	102	389	30.4	18.2	12.6	0.47	381	29.8	17.8	12.4	0.46
8	93	371	26.2	15.5	20.1	0.40	397	28.0	16.6	21.5	0.43
9	171	665	50.4	30.7	20.2	0.97	389	29.5	18.0	11.8	0.57
10	168	596	40.5	19.6	26.9	0.91	355	24.1	11.7	16.0	0.54
11	92	391	25.9	15.2	19.6	0.39	425	28.2	16.5	21.3	0.42
12	101	324	21.9	12.6	16.6	0.31	321	21.7	12.5	16.4	0.31
13	190	735	49.6	31.1	43.3	0.86	387	26.1	16.4	22.8	0.45
14	152	567	43.2	25.4	21.0	0.76	373	28.4	16.7	13.8	0.50
15	181	606	38.9	27.5	42.7	0.85	335	21.5	15.2	23.6	0.47
16	202	715	58.0	36.2	24.0	0.91	354	28.7	17.9	11.9	0.45
17	112	393	30.8	19.8	12.1	0.50	351	27.5	17.7	10.8	0.45
18	136	539	36.9	19.4	25.8	0.58	396	27.1	14.3	19.0	0.43
19	146	445	33.6	8.6	17.5	0.76	305	23.0	5.9	12.0	0.52
20	229	847	72.8	45.6	22.7	0.37	370	31.8	19.9	9.9	0.16
21	163	536	31.1	16.8	38.1	0.60	329	19.1	10.3	23.4	0.37
22	227	906	52.4	27.0	65.6	0.91	399	23.1	11.9	28.9	0.40
23	232	972	57.1	32.9	68.0	1.04	419	24.6	14.2	29.3	0.45

Sample No.	Total Weight (g)	Energy (kcal) per portion	Total fat (g) per portion	Sat Fat (g) per portion	Sugar (g) per portion	Salt (g) per portion	Energy (kcal) per 100g	Total Fat (g) per 100g	Sat Fat (g) per 100g	Sugar (g) per 100g	Salt (g) per 100g
24	123	359	25.6	15.7	22.9	0.12	292	20.8	12.8	18.6	0.10
25	140	455	26.3	16.1	27.0	0.56	325	18.8	11.5	19.3	0.40
26	111	442	33.5	20.6	16.9	0.44	398	30.2	18.6	15.2	0.40
27	141	478	30.7	18.5	28.6	0.83	339	21.8	13.1	20.3	0.56
28	163	678	48.7	28.5	31.5	0.77	416	29.9	17.5	19.3	0.47
29	107	462	29.0	16.5	31.8	0.64	432	27.1	15.4	29.7	0.60
30	179	644	45.4	28.4	40.3	0.52	359	25.3	15.8	22.5	0.29
31	116	422	29.3	17.8	15.3	0.42	364	25.3	15.4	13.2	0.36
32	99	327	23.1	14.0	16.2	0.61	330	23.3	14.1	16.4	0.62
33	274	923	67.7	41.2	40.8	0.82	337	24.7	15.1	14.9	0.30
34	133	516	38.7	24.5	21.8	0.52	388	29.1	18.4	16.4	0.39
35	104	468	38.8	23.9	15.4	0.36	450	37.3	23.0	14.8	0.35
36	193	716	59.1	38.4	30.1	0.62	371	30.6	19.9	15.6	0.32
37	188	664	50.0	31.2	27.3	0.60	353	26.6	16.6	14.5	0.32
38	87	388	27.0	16.4	15.4	0.36	449	31.2	19.0	17.8	0.42
39	113	475	31.8	18.9	26.8	0.36	420	28.1	16.7	23.7	0.32
40	108	420	29.5	17.7	17.3	0.62	389	27.3	16.4	16.0	0.57
41	117	435	30.7	20.9	33.7	0.34	372	26.2	17.9	28.8	0.29
42	145	566	36.4	22.1	33.5	0.84	390	25.1	15.2	23.1	0.58
43	145	621	41.9	25.5	38.7	0.68	428	28.9	17.6	26.7	0.47
44	133	481	30.6	18.5	28.5	0.76	362	23.0	13.9	21.4	0.57
45	165	681	45.0	30.1	40.8	0.68	413	27.3	18.2	24.7	0.41
46	155	598	38.3	25.8	38.3	0.68	386	24.7	16.7	24.7	0.44
47	128	367	23.3	14.0	22.3	0.61	287	18.2	10.9	17.4	0.48

Appendix 3. Colour coding criteria used in Front of Pack labelling guidance⁵

Text	LOW ⁸	MEDIUM	HIGH	
Colour code	Green	Amber	Red	
			>25% of RIs	>30% of RIs
Fat	≤ 3.0g/100g	> 3.0g to ≤ 17.5g/100g	> 17.5g/100g	> 21g/portion
Saturates	≤ 1.5g/100g	> 1.5g to ≤ 5.0g/100g	> 5.0g/100g	> 6.0g/portion
(Total) Sugars	≤ 5.0g/100g	> 5.0g to ≤ 22.5g /100g	> 22.5g/100g	> 27g/portion
Salt	≤ 0.3g/100g	> 0.3g to ≤ 1.5g/100g	>1.5g/100g	>1.8g/portion

Note: portion size criteria apply to portions/serving sizes greater than 100g

⁸ The low cut off is based on the “low” nutrition claim for fat, saturates, total sugars and salt in the EU Nutrition & Health Claims Regulation legislation (EC) 1924/2006.

⁵ Extract from Department of Health and Food Standards Agency. Guide to creating a front of pack (FoP) nutrition label for pre-packed products sold through retail outlets (2016). Available from: https://www.food.gov.uk/sites/default/files/media/document/fop-guidance_0.pdf

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Report on	Clean Air Strategy for Northern Ireland A Public Discussion Document November 2020
Date of Meeting	12 th January 2021
Reporting Officer	Fiona McClements, Head of Environmental Health

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	The purpose of this report is to update members on the Clean Air Strategy for Northern Ireland; A Public Discussion Document November 2020. The Department of Agriculture, Environment and Rural Affairs (DAERA) has launched this discussion document in advance of developing the first Clean Air Strategy for Northern Ireland.
1.2	<p>This document is intended to provoke discussion towards policy options that could contribute to meeting the challenges associated with achieving the following Outcomes of the Northern Ireland Civil Service (NICS) Outcomes Delivery Plan:</p> <ul style="list-style-type: none"> • Outcome 2 'We live and work sustainably - protecting the environment'; • Outcome 4 'We enjoy long, healthy, active lives'; and • Outcome 12 'We give our children and young people the best start in life.'
2.0	Background
2.1	The Discussion Document presents evidence and research on a range of ambient air pollutants. It also outlines the current policy and legislation and the measures currently in place to control air pollution.
2.2	<p>It outlines the serious health impacts of air pollution underpinned by scientific research and discusses a range of important topics that impact on our air quality such as:</p> <ul style="list-style-type: none"> • Transport • Agricultural Emissions • Industrial Emissions • Local Air Quality Management
2.3	The Discussion Document poses questions around pollutant source activities, with the aim of promoting discussion and the exchange of ideas. Views from stakeholders will guide the development of policy options, which will be presented in the final Clean Air Strategy for Northern Ireland in 2021.
2.4	The closing date for responses is 5pm on 15 th February 2021.

3.0	Main Report
3.1	Clean air is vital for human health and our natural environment. Increasingly, research is showing us that the effects of air pollution on human health are more complex and widespread than previously thought. In Northern Ireland, we face similar issues with air pollution to the rest of the UK and Europe - most notably, levels of nitrogen dioxide found in urban centres, arising principally from road traffic, in particular, diesel engines. In addition to this, we have problems with emissions from household heating and from agriculture. Northern Ireland has not had its own dedicated Clean Air Strategy before now. There is, however, increasing recognition that existing air quality policy and frameworks are not delivering the expected improvements in air quality.
3.2	There is a wide range of policy options set out in this public discussion document. They are based on research, on examples of best practice elsewhere, and on the understanding of the air quality problems in Northern Ireland.
3.3	Chapter 1 in this document looks at air quality in Northern Ireland and the levels of pollutants that are monitored. It examines the health impacts of air pollution and looks at trends in the levels of air pollutants here.
3.4	Chapter 2 looks at air pollution from road transport. The levels of nitrogen dioxide pollutant that are measured come primarily from road traffic.
3.5	Chapter 3 examines air pollution from household burning of solid fuel, which takes place to a greater extent in urban areas of Northern Ireland when compared with similar areas in the rest of the UK. Levels of particular pollutants monitored here show that solid fuel burning presents air pollution risks in urban centres. In addition, solid fuel burning is a major contributor to winter pollution episodes.
3.6	Chapter 4 deals with agricultural emissions. The agriculture sector in Northern Ireland produces high levels of ammonia, an air pollutant that can damage sensitive habitats, as well as contribute to levels of fine particulate matter.
3.7	Chapter 5 considers emissions from industry, and the regulatory regimes that are currently in place to limit them.
3.8	Chapter 6 looks at the Local Air Quality Management (LAQM) system. This system was set up in the early 2000s, and supports councils in their review of air quality.
3.9	Finally, Chapter 7 looks at how we might increase the effectiveness of our communications, which relate to both the impacts of air pollution, as well as the actions that individuals can take to reduce air pollution.
3.10	Appendix 1 of this report lists the 39 questions posed to stakeholders and suggested responses. These will guide the development of policy options to be presented in the final Clean Air Strategy for Northern Ireland in 2021.

4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: There will be no immediate financial implication to the Council.
	Human: There should be no human cost to the Council from this report.
	Risk Management: No additional risk management implications.
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None.
	Rural Needs Implications: None.
5.0	Recommendation(s)
5.1	That members consider the draft responses to the Clean Air Strategy for N Ireland discussion document outlined in Appendix 1 and if agreed return to the Department of Agriculture , Environment and Rural Affairs (DAERA) by the closing date of 15 th February 2021.
6.0	Documents Attached & References
6.1	Appendix 1 – Consultation suggested response.
6.2	Appendix 2 – Clean Air Strategy for Northern Ireland November 2020 A Public Discussion Document.
6.3	Appendix 3 – Clean Air Strategy for Northern Ireland November 2020 A Public Discussion Document – Abridged Version.

Appendix 1 Consultation Questions

Chapter 1 - Sources and Effects of Air Pollution

1. Should there be legally binding targets for particulate matter, which are based on WHO Guidelines?

The WHO publish Air Quality Guidelines to support the setting of air quality standards worldwide by considering the body of evidence for key pollutants including particulate matter (PM_{2.5} and PM₁₀). These guidelines represent recommended maximum levels for pollution in ambient air that countries should aim to achieve and are set purely on an understanding of the human health impacts. In setting these guidelines, the WHO do not consider the practicalities of policy development and implementation, including issues of costs and proportionality. Rather, the guidelines are intended to inform the process of setting standards alongside policy discussions. There are already legally binding ambient air quality standards for these pollutants.

We would only be in favour of implementing targets for particulate matter, based on WHO Guidelines, provided that there are clear policy measures identified in the Clean Air Strategy defining actions to ensure they are met.

2. Should all automatic monitoring sites measure at least NO_x and PM?

The main source of PM is domestic/industrial whereas NO_x is road traffic therefore having a single monitoring location for both pollutants would not always be appropriate, particularly where the site is in a residential area. Where any additional monitors are to be considered then these require to be fully funded.

3. Should the current urban air quality monitoring network be expanded?

District Councils review their air quality monitoring network annually through the current Review and Assessment Process and extend or reduce the monitoring sites accordingly. Expansion of the current monitoring network would be encouraged but must be fully funded.

4. Should a targeted approach to exposure, based on population, be used to expand the current monitoring network?

The current approach of monitoring based on relevant locations has been effective. Having a targeted approach based on population only will overlook small areas where there is a discreet problem having been identified through our review and assessment work to date

5. What are your views on using a population figure of 10,000 as a threshold that triggers the requirement to monitor air quality?

Using a population figure for triggering monitoring is not appropriate as there could be an air pollution problem in a small rural town with less than 10,000 population due to a congested road, whereas a large town of 10,000 may not have any relevant location affected by

pollution. In order to trigger monitoring there must be evidence from all review and assessments to date or local knowledge.

6. Should biomass heating be discouraged in urban areas or in areas with poor air quality?

Yes, evidence suggests that secondary burning including the installation of biomass appliances can give rise to PM issues. The Department should look at wider issues including the use of all solid fuels and supply of same across NI.

7. Should the connectivity between air quality and noise issues be improved through requiring consideration of each in Noise and Air Quality Action Plans?

Noise Action Plans are completed primarily by DfI, Translink and NIEA under the Environmental Noise Regulations (NI) 2006 that outline specific stages to manage and improve environmental noise whereas Air Quality Action Plans are completed by District Councils.

In relation to Noise Action Plans Councils have very little control over strategic and local road networks and as per Air Quality may have difficulty achieving same.

8. Given that air pollution, carbon emissions, and noise often share the same sources, what are your views on including noise and carbon emissions as a consideration in Low Emissions Zones?

It would be beneficial to include noise and carbon emissions as a consideration in Low Emissions Zones.

Chapter 2 - Transport Emissions

9. Are there any potential measures not included here that you believe could help encourage a shift away from private car use to walking, cycling, and public transport?

There should be consideration given to the expansion of the public transport system in more rural areas of the province, reduced fares, use of working from home policies and subsidised travel vouchers for use on public transport . Department should place increased priority on walking ,cycling and rural transport networks to reduce the dependency on private motor car and rapid deployment of multiple fast charge e car points for both private and light commercial vehicles .

10. What would encourage you to consider buying an electric vehicle as your next car?

More competitively priced, interest free loans, tax incentives, improvements in technology, better battery life, and a significant increase in the public charging network across all local / rural settlements .

11. Do you think that DAERA should develop a Low Emissions Zone Framework for dealing specifically with transport emissions in Northern Ireland? Or

Would you be in favour of Low Emissions Zones for urban areas also covering other sources of pollution, for example, those from household heating?

A Low Emissions Zone Framework should be developed specifically dealing with transport emissions only as the paper states that Low Emission Zones are suited to NO2 emissions in the city centre and not trunk roads (p69). Household emissions can continue to be addressed through AQMAs and Smoke Control Areas.

12. What are your views on vehicle charging cordons for entry to the most polluted parts of urban areas in Northern Ireland?

If vehicle-charging cordons are to be introduced there must continue to be a choice and good alternative transport options to allow people to get into town centres.

Chapter 3 - Household Emissions

13. Should urban areas, in their entirety, be designated as Smoke Control Areas?

Urban areas that are shown to exceed air quality limits should be designated smoke control areas in their entirety, as opposed to specific areas of the urban area. However, urban areas, which have not demonstrably exceeded the air quality limits, should not be designated as a smoke control area. Designating urban areas in their entirety as a Smoke Control Area would have resource implications.

14. Should the law be changed so that non-smokeless fuels may not under any circumstances be sold in Smoke Control Areas?

The law should be changed to enable this. This will ensure more effective enforcement.

15. Should government ban the sale to the general public of smoky/bituminous/household coal in Northern Ireland?

Yes, however suitable arrangements should be made to ensure that domestic users have appropriate heating appliances installed or grant funded for same to ensure their appliances are appropriate and fit for purpose.

16. Should government ban the import, into Northern Ireland, of high-sulphur coal?

Yes any control to be effective must place appropriate controls on the point of import to adequately manage and control the sale of unsuitable products .

17. Should government ban the sale to the general public of unseasoned wood in Northern Ireland at retail outlets?

Yes, and introduced in line with the rest of the UK and Ireland

18. Are there any further things you think that central and local government could be doing to address air pollution from burning solid fuels?

The process of routine sampling of coal from local outlets by Local Authorities should continue with funding provided for analysis. Legislation should be reviewed to ensure that analysis of samples is in line with current good laboratory practice. It may also be beneficial to introduce Fixed Penalty Notices and a public awareness campaign.

Chapter 4 - Agricultural Emissions

19. Do you think that the process in place to address ammonia emissions in Northern Ireland is appropriate?

The current arrangements should be reviewed to ensure that current and projected targets are specific and focused on specific sources and standards are set taking account of current best practice in commercial , industrial and agricultural activity and the development of sustainable practices going forward .

Chapter 5 - Industrial Emissions

20. Are there any industrial sectors or air pollutants that require new or further investigation?

The current arrangements should be reviewed to ensure that current and projected targets are specific and focused on specific sources and standards are set taking account of current best practice in commercial , industrial and agricultural activity and the development of sustainable practices going forward .

Chapter 6 - Local Air Quality Management

21. Should councils more widely adopt low-cost air quality monitoring systems, for screening purposes?

Yes, some District Councils currently use these to supplement diffusion tube monitoring and this should be encouraged.

22. Should AQMAs should be discontinued and replaced instead with Low Emissions Zones, which cover all aspects of air quality, including Smoke Control?

As previously stated, our preference is that Low Emissions Zones should be developed specifically for dealing with transport emissions and other aspects of air quality including smoke control should be dealt with separately through AQMAs and Smoke Control Areas.

Historically AQMAs are declared if there has been a breach of air quality objectives. This will be in hotspot areas and based on having a relevant location. We need to ensure that these hotspot areas are still protected whilst maintaining areas where there is existing good air quality.

Needs to be more information as to what a low Emission Zone entails.

23. Where applicable, should the entirety of urban districts should be declared as AQMAs (or Low Emissions Zones)?

This may be beneficial in ensuring that more general climate change measures and air quality measures can be implemented throughout the District as a whole instead of targeted to a very narrow specific area as in the existing AQMA's.

24. What are your views on having a traffic-light system for councils to report on?

There would appear to be some benefit in the use of the traffic light system in that it helps present data in an easily understood manner. However more detail in how exactly this would be implemented would be required before more detailed comments could be made in particular towards pollutants like NO2.

25. What are your views on the proposals to change the LAQM process, in particular to grant funding for outcome-based measures as opposed to monitoring?

Council believe that it is important to continue to monitor the pollutant level so that any reduction or indeed increase in the pollutant level can be monitored over time. To implement an outcome-based measure there needs to be evidence of a problem. This is currently provided through monitoring. While grant funding based on outcome based measures may be a useful addition it should not automatically replace the existing regime. It is difficult to envisage how an outcome-based outcome would be measured unless there is ongoing monitoring of pollutant levels. Council would contend that grant funding should be direct funding to support these measures .

26. Are there any further measures you would suggest to help achieve a significant reduction or revocation of all AQMAs by 2021?

All councils with existing AQMAs have revoked AQMA's in their area in the past and this is purpose of annual review and assessment. It is anticipated that further revocations will take place in the future.

Mid Ulster Council have revoked 2 out of 5 AQMA's. There is also likely to be a third in Magherafelt. It is unlikely there is much prospect of revoking the remaining two barring bypasses of Moy and Dungannon.

Chapter 7 - Communication

27. Do you have any suggestions for the membership of the Air Quality Forum?

It is felt that an air quality forum would be beneficial to improving air quality in the province. It is felt that membership should consist at least of DfI Roads, Translink, Strategic Planning, Northern Ireland Housing Executive, Housing Associations , NILGA , Solace .

28. Is increasing awareness of air quality impacts at a local level is the best way of promoting behaviour change by individuals to reduce air pollution?

Yes, this can take the form of development of web site, local engagement, ongoing health and wellbeing development, climate change groups. Further measures can be using social media to highlight air quality issues.

29. Do you have any further comments or suggestions on how the impacts of policy interventions can be tracked in Northern Ireland?

The impacts of policy interventions can only realistically be tracked by continued monitored as is routinely carried out at present. It may also be beneficial to link with NISRA statistics, Increased working between organisations may help monitor specific data that may give useful statistics eg, traffic data etc.



Clean Air Strategy for Northern Ireland

A Public Discussion Document
November 2020

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Executive Summary

Clean air is vital for human health and our natural environment. Increasingly, research is showing us that the effects of air pollution on human health are more complex and widespread than previously thought.

In Northern Ireland, we face similar issues with air pollution to the rest of the UK and Europe - most notably, levels of nitrogen dioxide found in urban centres, arising principally from road traffic, in particular, diesel engines. In addition to this, we have problems with emissions from household heating and from agriculture.

Northern Ireland has not had its own dedicated Clean Air Strategy before now. There is, however, increasing recognition that existing air quality policy and frameworks are not delivering the expected improvements in air quality.

There is a wide range of policy options set out in this public discussion document. They are based on research, on examples of best practice elsewhere, and on our understanding of the air quality problems in Northern Ireland. This document represents a comprehensive review of air quality policy and legislation in Northern Ireland and invites views on possible solutions to take forward. Some of these solutions may be related to decarbonisation of the energy sector, and we refer to these in the relevant chapters.

Chapter 1 in this document looks at air quality in Northern Ireland and the levels of pollutants we monitor. It examines the health impacts of air pollution and looks at trends in the levels of air pollutants here.

Chapter 2 looks at air pollution from road transport. Greater Belfast area is one of 37 UK reporting areas that in 2015 breached the EU Air Quality Directive's annual mean limit value for nitrogen dioxide. The levels of this pollutant that we measure here come primarily from road traffic.

Chapter 3 examines air pollution from household burning of solid fuel, which takes place to a greater extent in urban areas of Northern Ireland compared with urban areas in the rest of the UK. Levels of particular pollutants monitored here show that solid fuel burning presents air pollution risks in urban centres. In addition, solid fuel burning is a major contributor to winter pollution episodes.

The agriculture sector in Northern Ireland produces high levels of ammonia, an air pollutant that can damage sensitive habitats, as well as contribute to levels of fine particulate matter.

Chapter 4 deals with agricultural emissions.

Chapter 5 considers emissions from industry, and the regulatory regimes that are currently in place to limit them.



Chapter 6 looks at the Local Air Quality Management (LAQM) system. This system was set up in the early 2000s, and supports councils in their review of air quality. The LAQM system is underperforming in that it is not showing us improvements in air quality from one year to the next.

Finally, **Chapter 7** looks at how we might increase the effectiveness of our communications, which relate to both the impacts of air pollution, as well as the actions that individuals can take to reduce air pollution.

This document is intended to provoke discussion towards policy options that could contribute to meeting the challenges associated with achieving the following Outcomes of the Northern Ireland Civil Service (NICS) Outcomes Delivery Plan:

Outcome 2 - 'We live and work sustainably - protecting the environment';

Outcome 4 - 'We enjoy long, healthy, active lives'; and

Outcome 12 - 'We give our children and young people the best start in life.'

In doing so, we also promote the DAERA's core Vision, which is that we may enjoy

'Sustainability at the heart of a living, working, active landscape, valued by everyone'.



Chapter 1 - The Background: Sources and Effects of Air Pollution

1.1 Health and Mortality Impacts of Air Pollution

The health effects of air pollution are now well established and backed up by research that shows clear links between air pollution and negative health outcomes.

A report published by Public Health England in 2014 estimated that in 2010, 553 deaths in over-25s in Northern Ireland were attributable to exposure to anthropogenic air pollution (PM_{2.5}¹). The fraction of mortality due to anthropogenic air pollution in Northern Ireland district council areas ranged from 5.2% in Belfast to 2.5% in Fermanagh with an average for Northern Ireland being 3.8%.² The report estimated that, overall, deaths in the whole of the UK due to PM_{2.5} exposure was ca. 5.3%.

A report published by the Committee on Medical Effects of Air Pollution contains an estimate of annual UK deaths due to exposure to air pollution of between 28,000 and 36,000 people.³ This analysis takes into account exposure to two major air pollutants - nitrogen dioxide, NO₂, and particulate matter, PM_{2.5}. These two air pollutants are more generally found at levels of concern than others.

Meanwhile, the International Agency for Research on Cancer (IARC) has classified outdoor air pollution - as a whole - as a cancer-causing agent (carcinogen).⁴

1 PM_{2.5} refers to fine particulate matter, suspended in the air, where the diameter of particles is 2.5 micrometers or less. Levels of PM_{2.5} are measured in microgrammes per cubic meter of air: See infographic on page XX.

2 Public Health England, Estimating Local Mortality Burdens Associated with Particulate Air Pollution, 2014, p21.
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/332854/PHE_CRCE_010.pdf

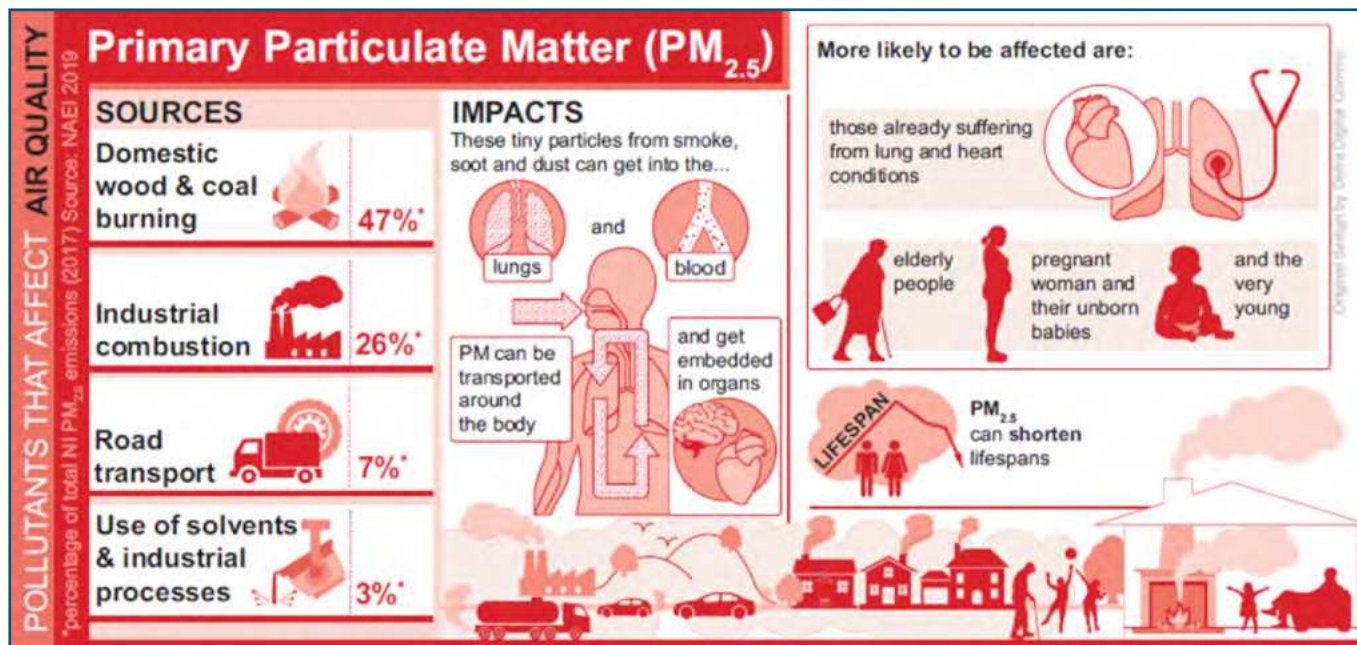
3 COMEAP, 2018, Associations of long-term average concentrations of nitrogen dioxide with mortality:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/734799/COMEAP_NO2_Report.pdf

4 WHO, IARC: 'Outdoor air pollution a leading environmental cause of cancer deaths': https://www.iarc.fr/wp-content/uploads/2018/07/pr221_E.pdf



1.2 Air Pollutants of Concern

Fig 1-1 Particulate matter (PM_{2.5})



Note: all pollutant infographics courtesy of Defra Digital Comms, 2019. Figures are specific to NI, from the UK National Atmospheric Emissions Inventory 1990-2017.⁵

Particulate matter (PM) consists of fine particles that, once in the air, are harmful to human health. Particulate matter can be classified as either particles with a diameter of less than 10 micrometers (PM₁₀) or even smaller, as PM_{2.5} (particles with a diameter of less than 2.5 micrometers). Smaller particles, such as PM_{2.5}, are more harmful, because as well as acting as a respiratory irritant, they can penetrate deeper into the lungs. The very smallest particles, ultrafine PM_{0.1} (the smallest fraction of PM_{2.5}), are nano-particles smaller than 0.1 microns and are thought, once inhaled, to be able to pass directly into the bloodstream. The available evidence suggests that long-term exposure to PM_{2.5} can lead to premature mortality.

PM is formed as a by-product of burning fuels, in particular solid fuels. The biggest sources of PM in Northern Ireland are domestic wood and coal burning, industrial combustion and road transport. Particles from brake wear, tyre wear and road surface wear currently constitute 60% and 73% (by mass), respectively, of particulate matter emissions from road transport, and will become more dominant in the future.⁶ Increasingly, evidence is emerging to show that ammonia emissions (which are predominantly from agricultural activities) are a significant source of PM, as ammonia reacts with other air pollutants to form PM.

⁵ National Atmospheric Emissions Inventory, *Air Quality Pollutant Inventories for England, Scotland, Wales and Northern Ireland, 1990-2017*: https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1910031755_DA_Air_Pollutant_Inventories_1990-2017_Issue_1.1.pdf

⁶ Air Quality Expert Group, *Non-Exhaust Emissions from Road Traffic*, 2019: https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1907101151_20190709_Non_Exhaust_Emissions_typeset_Final.pdf



Regulations controlling PM

EU Air Quality Directive 2008/50/EC; Air Quality Standards (NI) Regs 2010 (limits on concentrations of PM in ambient air), EU National Emissions Ceilings Directive - limits on total emissions on PM.⁷

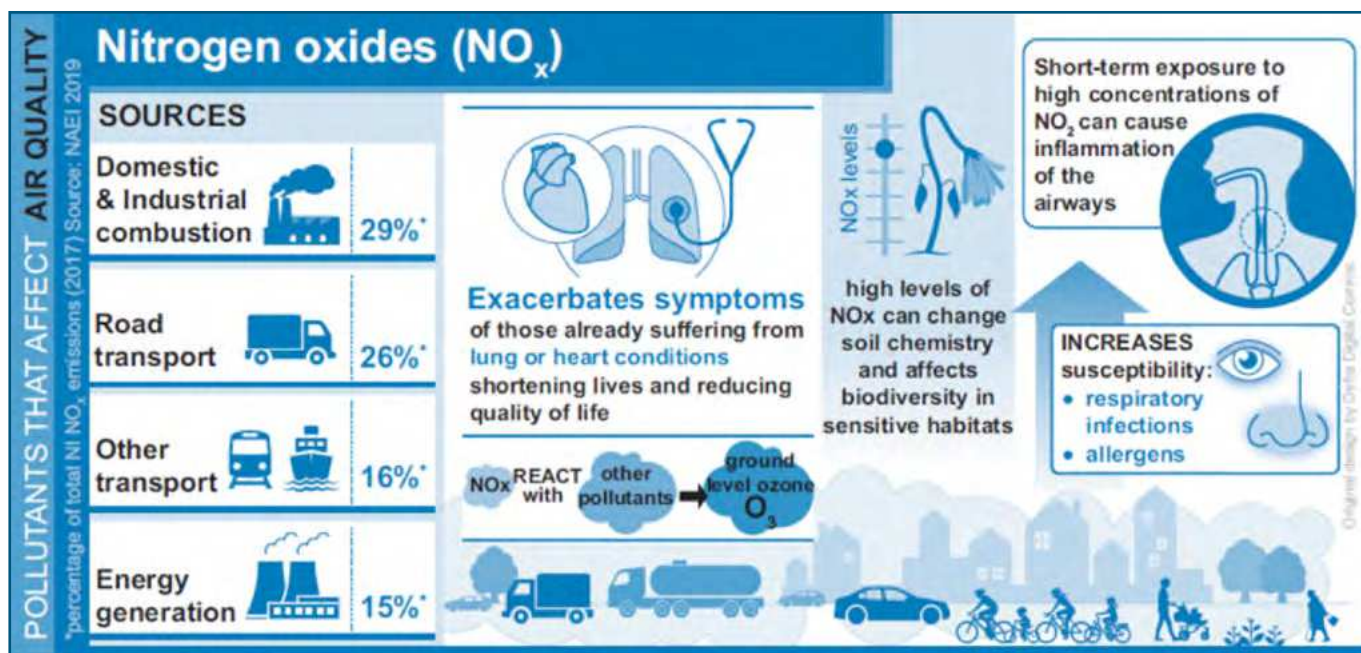
EU Vehicle Standards Regulations (Euro-class vehicles), (limits on the amount of PM permitted in exhaust fumes).⁸

EU Industrial Emissions Directive and Pollution Prevention Control (NI) Regulations (limits on the amount of PM emitted by industrial processes and e.g. power generation).⁹

PM monitoring in Northern Ireland

Ten sites (PM₁₀); two sites (PM_{2.5}). No exceedances observed from 2011-2017.

Fig 1-2 Nitrogen oxides (NO_x)



Nitrogen oxides (NO_x) is the term used for two oxides of nitrogen - nitrogen monoxide, NO, and nitrogen dioxide, NO₂. Nitrogen dioxide is the main species of concern, which can cause health effects; however, most NO, when emitted into the air, rapidly reacts with oxygen to form NO₂. NO₂ can exacerbate symptoms of heart and lung conditions, thereby reducing quality of life for affected individuals. NO₂ can also adversely affect plant life and biodiversity in sensitive habitats.

⁷ Information on a range of air quality legislation, including EU Directives and NI regulations can be found on the Department's website: <https://www.daera-ni.gov.uk/articles/air-quality-monitoring-policy-and-legislation>

⁸ <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32007R0715&from=en>

⁹ <https://www.daera-ni.gov.uk/articles/industrial-emissions-directive>



The major sources of NO_x are domestic, industrial combustion and road transport. The NO_x emitted by road transport, however, poses more of a problem for local air quality, because it leads to increased concentrations of this pollutant at ground level, sometimes in busy streets. Monitoring and modelling of NO_2 concentrations show that this pollutant is a problem at a number of roads and monitoring sites in Northern Ireland.

Regulations controlling NO_x and NO_2

Air Quality Directive 2008/50/EC and Air Quality Standards (NI) Regulations.

National Emissions Ceilings Directive - sets limits for total amount of NO_x emitted by Member States.

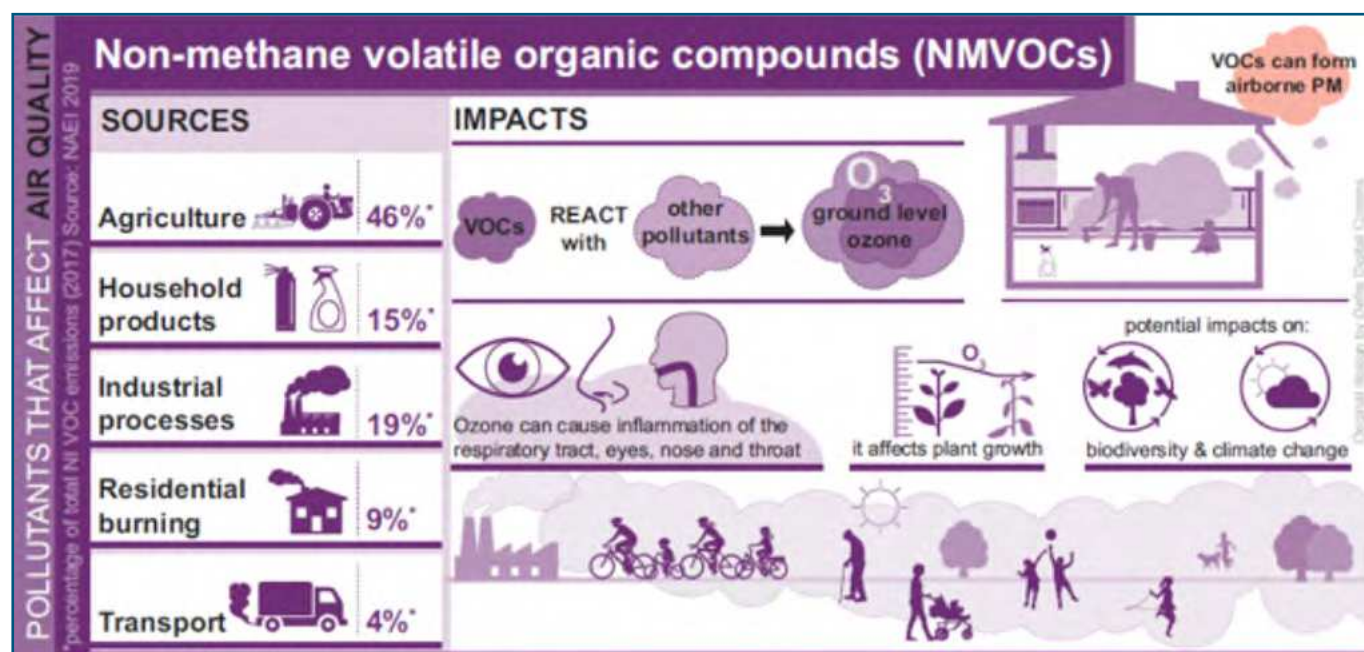
Industrial Emissions Directive - sets limits for the amount of NO_x emissions permitted for industrial processes and e.g. power generation.

EU Vehicle Standards Regulations - set limits for the amount of NO_x permitted in vehicle exhaust emissions.

NO_2 monitoring in Northern Ireland

Monitored at 16 sites; exceedances reported at three sites during 2017: Belfast Stockman's Lane, Downpatrick Roadside; and Dungiven (extrapolated value).

Fig 1-3 Volatile Organic Compounds (VOCs)





Volatile organic compounds can occur naturally, as emissions from vegetation, and as man-made emissions from, for example, household products, industrial processes and burning fossil fuels. In Northern Ireland, the biggest source of VOCs is agriculture. VOCs can persist for long periods in the air and, when they react with other air pollutants - in particular nitrogen oxides, NO_x , in the presence of sunlight - they can lead to the formation of ground-level ozone. Ground-level ozone is therefore a secondary air pollutant, that is not emitted directly, but rather is formed from other air pollutants. Levels of VOCs are monitored much less than other air pollutants.

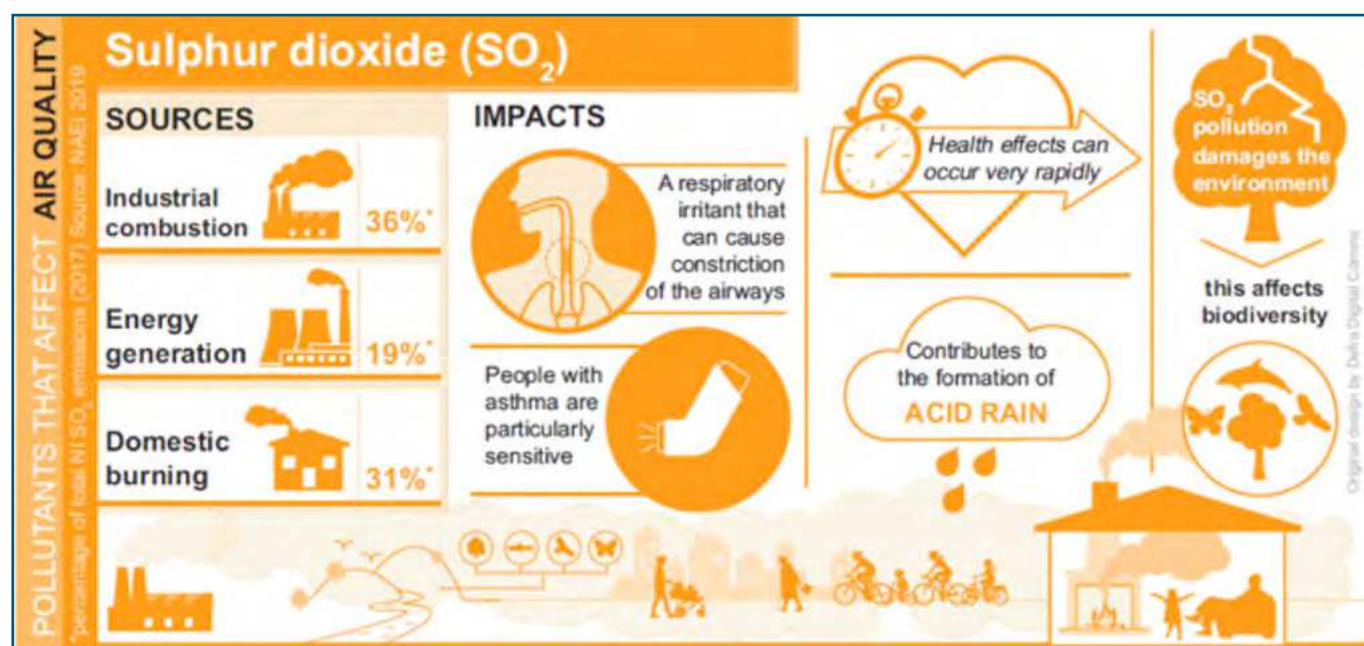
Ground-level ozone should not be confused with stratospheric ozone, found much higher up in the atmosphere, which protects us from harmful ultraviolet radiation. Ozone at ground level has a wide range of harmful effects: it can cause inflammation of the respiratory tract and damage plant growth. Ozone, once formed, is a transboundary pollutant, in that it can persist in the atmosphere and be transported long distances. Ozone levels can vary from year to year because of weather conditions and transboundary transport.

Regulations controlling VOCs:

National Emissions Ceilings Directive - sets limits for total emissions of VOCs.

Stage I and Stage II Petrol Vapour Recovery Directives - set limits on the amount of VOCs that may be emitted by industrial processes; require petrol vapour recovery equipment to be installed at filling stations.¹⁰

Fig 1-4 Sulphur dioxide (SO_2)



¹⁰ <http://ec.europa.eu/environment/industry/stationary/petrol.htm>



Sulphur dioxide is an acidic gas with a pungent, choking odour. It can be produced naturally, such as from volcanic eruptions, but the main sources of concern are man-made. Sulphur dioxide is produced as a by-product when fuels that contain small amounts of sulphur are burned: these are invariably fossil fuels such as coal, oil and gas. The largest sources of sulphur dioxide in Northern Ireland are power generation and solid fuel combustion (particularly household heating).

Sulphur dioxide can have direct health effects - particularly on sensitive individuals such as those with asthma - because it is a rapidly acting respiratory irritant. It can also lead to the formation of acid rain which damages plant life and biodiversity.

Regulations controlling sulphur dioxide

Air Quality Directive 2008/50/EC and the Air Quality Standards (NI) Regs 2010 - set limit values for the levels of sulphur dioxide in ambient air.

National Emissions Ceiling Directive - sets limits for total emissions of sulphur dioxide.

Industrial Emissions Directive and Regulations (limits on the amount of SO₂ emitted by industrial processes and e.g. power generation).

Sulphur Content of Liquid Fuels Regulations; Sulphur Content of Solid Fuels Regulations - set limits for the amount of sulphur that is permitted in fuels.¹¹

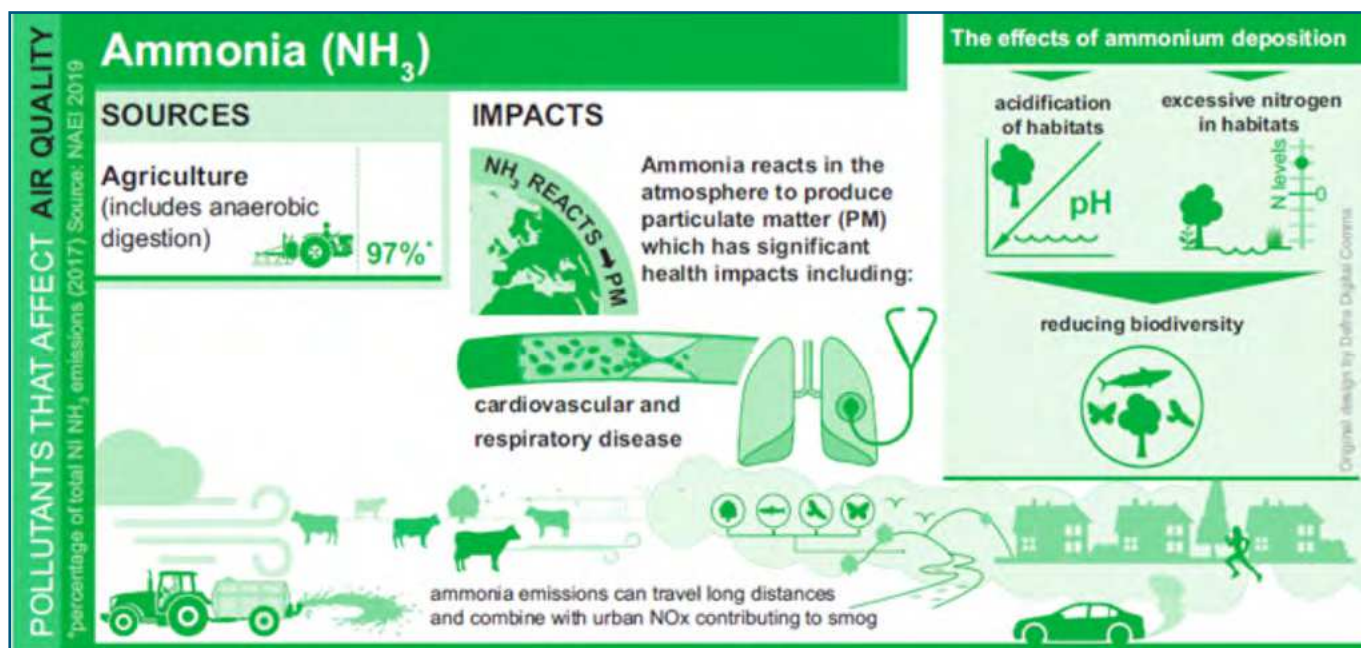
Sulphur dioxide monitoring in Northern Ireland

Monitored at five sites in 2017. No exceedances of limit values observed since 2001.

¹¹ <http://www.legislation.gov.uk/nisr/2014/147/contents/made>
<http://www.legislation.gov.uk/nisr/1998/329/contents/made>



Fig 1-5 Ammonia (NH₃)



Ammonia is a gas that is emitted from a number of sources and can cause problems for human health and plant life. The main source of ammonia emissions in Northern Ireland is from agricultural activities - in particular, manure handling, storage and spreading.

Ammonia acts as an effective fertiliser, both through direct atmospheric contact with plants, and through deposition in rainfall. Sensitive habitats such as bog and heathland are naturally nutrient-poor and their species composition reflects this, as the plants there have adapted to survive in these conditions. Nutrient enrichment by ammonia emissions disrupts this balance and adversely affects species composition, thereby affecting biodiversity.

Ammonia can persist for a long time in the atmosphere and be transported for long distances. It can react with other air pollutants like nitrogen dioxide and sulphur dioxide to form ammonium aerosols, which are precursors for fine particulate matter, PM_{2.5}, which has adverse effects on human health.

Regulations controlling ammonia emissions

National Atmospheric Ceilings Directive - sets limits on the total amount of ammonia that may be emitted by Member States.

Industrial Emissions Directive - sets limits on the amount of ammonia that may be emitted by industrial processes; in particular, the amount of ammonia emitted by intensive agricultural installations.



Ammonia monitoring in Northern Ireland

Monitored at three sites as part of the National Ammonia Monitoring Network (ammonia in ambient air); and at two sites (ammonia in precipitation). Results are used to inform modelling of ammonia levels and precipitation values across Northern Ireland. A recently commissioned research project has added a further 25 ammonia monitoring sites to Northern Ireland's network, with the aim of better understanding ammonia levels at local levels (**see Chapter 4**).

1.3 Health-Based Air Quality Standards and other Sources of Evidence

World Health Organisation (WHO) guidelines on air pollution state that: 'By reducing air pollution levels, countries can reduce the burden of disease from stroke, heart disease, lung cancer, and both chronic and acute respiratory diseases, including asthma.'¹²

The WHO and European Environment Agency both highlight that life expectancy is estimated to be 8.6 months lower than it would otherwise be, due to PM exposures from human sources and also that ozone is a major factor in asthma morbidity and mortality, while nitrogen dioxide and sulphur dioxide also can play a role in asthma, bronchial symptoms, lung inflammation and reduced lung function.

The EU has set health-based objectives and Target Values for air pollutants, and the UK Air Quality Strategy has also set its own objectives. In most cases, the UK Air Quality Strategy, on which Local Air Quality Management is based, has targets at least as stringent as EU requirements (in the case of ozone and benzo[a]pyrene, more so). Meanwhile, WHO guidelines for particulate matter are stricter still.

Meanwhile, the WHO has set guidelines for levels of air pollutants in ambient (outside) air - these are shown in **Table 1-2**, along with the corresponding objectives and targets for EU air quality directives as well as the UK Air Quality Strategy.

¹² WHO Factsheet 'Ambient (outdoor) air quality and health', September 2016. <http://www.who.int/mediacentre/factsheets/fs313/en/>



Table 1-2 - Air quality objectives, targets and guidelines

Pollutant for Funding	UK Air Quality Strategy Objective	Concentration measured as ¹	European Obligations	WHO guidelines
Particles (PM ₁₀)	50 µg/m³ not to be exceeded more than 35 times a year	24 hour mean	50 µg/m³ not to be exceeded more than 35 times a year	Annual mean 20 µg/m³ 24hr mean 50 µg/m³
	40 µg/m³	Annual mean	40 µg/m³	
	Indicative 2010 objectives for PM ₁₀ (from the 2000 strategy and Addendum) have been replaced by an exposure reduction approach for PM _{2.5} (except in Scotland - see below)			
Particles (PM _{2.5})	25 µg/m3	Annual mean	Target value - 25 µg/m³	Annual mean 10 µg/m³
Exposure Reduction	Target of 15% reduction in concentrations at urban background		Target of 20% reduction in concentrations at urban background	24hr mean 25 µg/m³
Nitrogen dioxide	200 µg/m³ not to be exceeded more than 18 times a year	1 hour mean	200 µg/m³ not to be exceeded more than 18 times a year	Annual mean 40 µg/m³ 1hr mean 200 µg/m³
	40 µg/m³	Annual mean	40 µg/m³	
Ozone	100 µg/m³ not to be exceeded more than 10 times a year	8 hour mean	Target of 120 µg/ m3 not to be exceeded by more than 25 times a year averaged over 3 years	8hr daily maximum 100 µg/m³
Sulphur dioxide	266 µg/m³ not to be exceeded more than 35 times a year	15 minute mean	-	
		1 hour mean		
	350 µg/m³ not to be exceeded more than 24 times a year		350 µg/m³ not to be exceeded more than 24 times a year	
	125 µg/m³ not to be exceeded more than 3 times a year	24 hour mean	125 µg/m³ not to be exceeded more than 3 times a year	
Polycyclic Aromatic Hydro-carbons	0.25 ng/m³ B[a]P	As annual average	1 ng/m³	
Benzene	16.25 µg/m³	Running annual mean	-	
	5 µg/m³	Annual average	5 µg/m³	
	3.25 µg/m³	Running annual mean	-	



Pollutant for Funding	UK Air Quality Strategy Objective	Concentration measured as ¹	European Obligations	WHO guidelines
1,3-butadiene	2.25 µg/m ³	Running annual mean	-	
Carbon monoxide	10 mg/m ³	maximum daily running 8 hour mean/ in Scotland as running 8 hour mean	10 mg/m ³	
Lead	0.5 µg/m ³	Annual mean	0.5 µg/m ³	
	0.25 µg/m ³	Annual mean	-	
Objectives for the Protection Of Vegetation and Plant Health				
Nitrogen oxides	30 µg/m ³	Annual mean	30 µg/m ³	
Sulphur dioxide	20 µg/m ³	Annual mean	20 µg/m ³	
	20 µg/m ³	Winter average	20 µg/m ³	
Ozone: protection of vegetation and eco-systems	Target value of 18,000 µg/m ³ based on AOT40 to be calculated from 1 hour values from May to July and to be achieved, so far as possible, by 2010	Average over 5 years	Target value of 18,000 µg/m ³ based on AOT40 to be calculated from 1 hour values from May to July and to be achieved, so far as possible, by 2010	

NB: Scotland has more stringent thresholds.¹³

In its annual *Air Quality in Europe* report, the European Environment Agency states that air pollution is the ‘...single largest environmental health risk in Europe’, with heart disease and stroke the most common causes of death attributable to air pollution, followed by lung diseases and lung cancer.¹⁴

The Committee on the Medical Effects of Air Pollution (COMEAP)¹⁵ has studied the link between exposure to particulate matter and chronic bronchitis and estimated that 722,000 cases of a particular type of bronchitis in 2010 in the UK were attributable to exposure to PM₁₀, and that a 1µgm-3 reduction in PM₁₀ could have reduced this number of cases by 65,000.¹⁶

¹³ https://uk-air.defra.gov.uk/assets/documents/Air_Quality_Objectives_Update.pdf

¹⁴ European Environment Agency, *Air Quality in Europe* 2016, Nov 2016, p11. <http://www.eea.europa.eu/publications/air-quality-in-europe-2016>

¹⁵ COMEAP provides independent advice to government departments and agencies on how air pollution impacts on health. Its members come from a range of specialist fields such as air quality science, atmospheric chemistry, toxicology, physiology, epidemiology, statistics, paediatrics and cardiology. <https://www.gov.uk/government/groups/committee-on-the-medical-effects-of-air-pollutants-comeap>

¹⁶ <https://www.gov.uk/government/publications/comeap-long-term-exposure-to-air-pollution-and-chronic-bronchitis>



Meanwhile, a key finding of a COMEAP report on the health effects of exposure to particulate matter air pollution is an estimate of a reduction of six months in average UK life expectancy due to exposure to particulate matter.¹⁷ Research indicates that short-term exposure to traffic pollution (i.e. in busy streets) may prevent the beneficial cardiopulmonary effects of exercise, in older people with certain chronic health conditions¹⁸, while other researchers have found that increased exposure to air pollution during exercise does not outweigh beneficial effects of physical activity on the risk of asthma and chronic obstructive pulmonary disease (COPD).¹⁹

A Welsh study found that concentrations of air pollutants were highest in the most disadvantaged areas and could exacerbate health inequalities²⁰, while a French study of the exposure of the atmospheric exposure to air pollution of pregnant women concluded that ‘...pregnant women from the most deprived neighbourhoods were those most exposed to health-threatening atmospheric pollutants.’²¹ Meanwhile, a study looking at associations between air pollution and socioeconomic characteristics, ethnicities and age profiles in England and the Netherlands concluded that: ‘...our results suggest that measures to reduce environmental inequality should include a focus on traffic-related emissions in urban areas.’²²

A report by the Royal College of Physicians (RCP) and the Royal College of Paediatrics and Child Health, *Every Breath We Take*, estimates that in the region of 40,000 deaths per year in the UK are attributable to air pollution, and that the vulnerable and disadvantaged are more at risk than other groups in society.²³

The RCP report sets out a list of recommendations. Some of the key recommendations are as follows:

- Empower local government and incentivise business to plan for the long term;
- Educate regarding the harmful health impacts of air pollution;
- Promote alternatives to cars fuelled by petrol and diesel - walking, cycling, public transport, electric and hydrogen-powered vehicles;
- Tougher regulations, putting the onus on polluters;
- Effective air pollution monitoring in urban areas and near schools with clear communication of levels;

17 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/304641/COMEAP_mortality_effects_of_long_term_exposure.pdf

18 R. Sinharay *et al.*, ‘Respiratory and cardiovascular responses to walking down a traffic-polluted road compared with walking in a traffic-free area in participants aged 60 years and older with chronic lung or heart disease and age-matched healthy controls: a randomised, crossover study’, *Lancet*, 2018; 391: 339-49.

19 J.E. Fisher *et al.*, ‘Physical activity, air pollution, and the risk of asthma and chronic obstructive pulmonary disease’, *American Journal of Respiratory Critical Care Medicine*, 2016; 194(7): 885-865.

20 Brunt H. *et al*, *Journal of Public Health*, 2016;39 No. 3: 485-497.

21 Ouidir M. *et al*, *Journal of Epidemiology and Community Health*, 2017;71: 1026-1036.

22 Fecht D. *et al*, *Environmental Pollution*, 2015;198: 201-210.

23 Holegate S, Grigg J, Raymond A, Ashton J, Cullinan P, Exley K, Fishwick D, *et al*. *Every Breath We Take: The Lifelong Impact of Air Pollution*. Royal College of Physicians and Royal College of Paediatrics and Child Health. 2016, xiii.

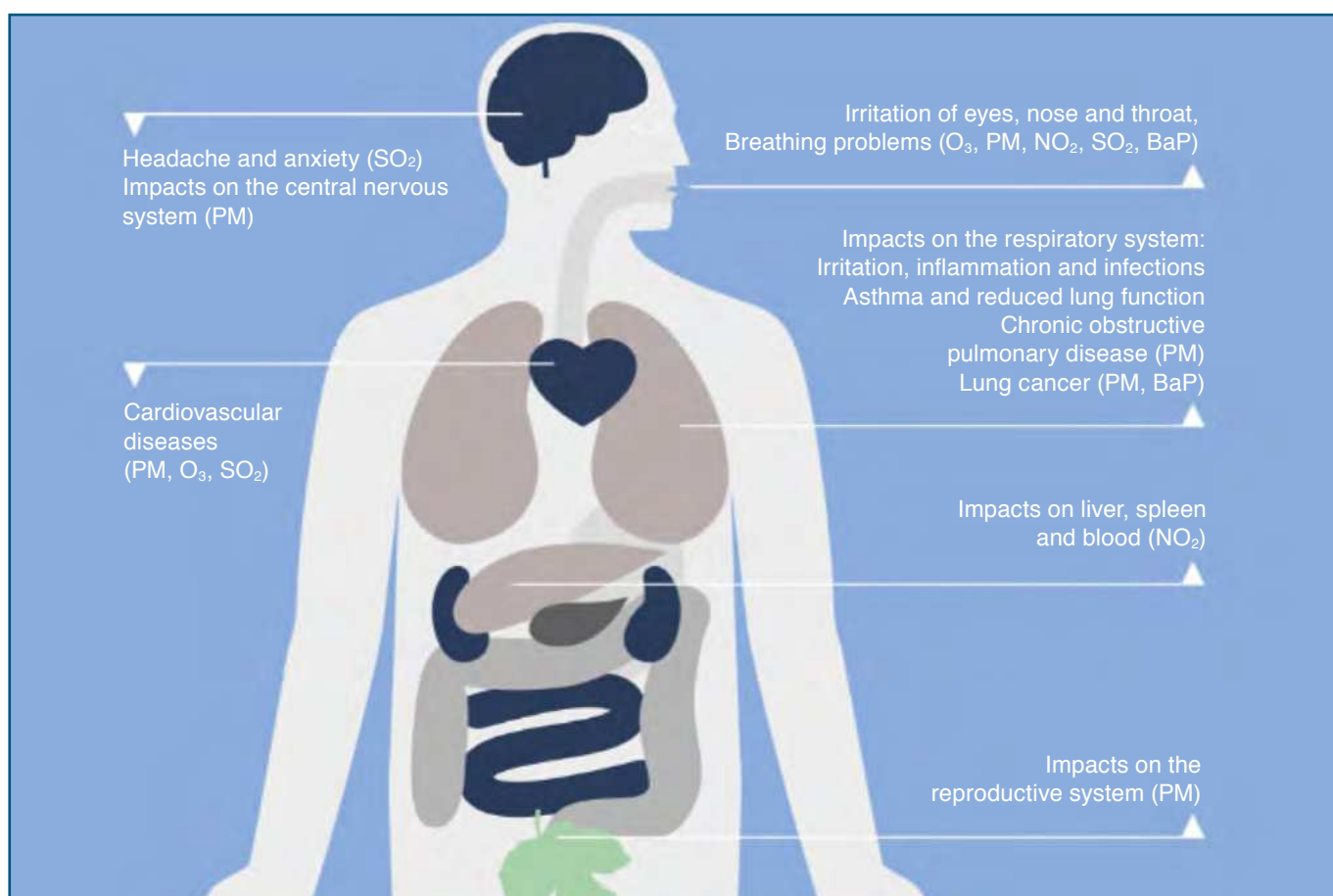
<https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>



- Act to protect public health when air pollution levels are high;
- Tackle inequality by prioritising actions in deprived areas;
- Protect those most at risk through planning policies and impact assessments, with healthcare professionals helping vulnerable patients protect themselves;
- Leading by example in the NHS.

Figure 1-6 shows some of the main negative health impacts associated with exposure to air pollution.

Figure 1-6 - Health impacts of air pollutants: European Environment Agency²⁴



You will see in the rest of this document, that some of the report's recommendations are already being dealt with in detail in Northern Ireland, for example, promoting travel alternatives (see **Chapter 2** on Transport). Others, for example, acting to protect public health when air pollution levels are high, are in place to an extent here (**Section 1.10**). There remains then some areas in which we have yet to put effective measures in place, for example, regarding education on the harmful effects of air pollution (see **Chapter 7** on Communication).

²⁴ <https://www.eea.europa.eu/media/newsreleases/air-pollution-still-causing-harm>



The RCP report further recommends that more research and evidence is needed on the health impacts and costs to society of air pollution, along with the development of new, wider-ranging air pollution monitoring programmes ([see Sections 1.10-1.12 and Chapter 7](#)), as well as ‘smart’ technologies that individuals can use.

A recent example of this is a scoping project being taken forward by BT in conjunction with Belfast City Council, which aims to investigate the use of sensors which can monitor, among other things, air quality, and are interconnected as part of a data network. The issue of low-cost air quality monitoring sensors is one that arises regularly, and a primary concern is the accuracy and reliability of such sensors, in comparison with official MCERTS²⁵ accredited monitoring equipment and methods. Co-location studies of test sensors along with official monitoring sites can prove to be of use in such assessments. Such ‘unofficial’ assessment methods cannot be used to assess statutory compliance, e.g. with Air Quality Directive objectives. Nevertheless, there could be value in enabling district councils to avail of such methods, which can give at least an indicative indication of air quality levels.

A problem that has emerged when seeking to assess the impacts of air pollution at a local level is the availability of relevant, specific local data from hospitals, health trusts and GP surgeries.

To better understand the impact of air pollution on health and to help health services respond to that, routinely available health data should be used to model impacts and predict likely spikes in demand. Developing additional information sources, particularly related to primary care services could yield important benefits and should be explored. DAERA and the Department of Health should work together to allow health data to be combined with air pollution data. Consideration could be given to developing an air quality health surveillance function, using some of the principles used for flu surveillance.

This will assist in monitoring the impact of interventions to reduce air pollution on health as well as helping services predict likely increases in demand. The information could also be used as an advocacy tool and to demonstrate the impact of air pollution on health.

A study is being taken forward in this area, which will enable us to better understand the value of this approach. The Department for Economy has agreed to fund an SBRI Data Challenge project.²⁶ Project partners, including Belfast City Council and the Health Trust are agreeing to share data assets including the official AQMS data, Traffic Data, Urban Healthy Living data, health data at a small geospatial level (using prescription data to infer disease and usage) and socio-economic data. Project details are available at: <https://www.gov.uk/government/news/northern-ireland-sbri-competitions-apply-for-funding>

²⁵ <https://www.gov.uk/government/publications/mcerts-performance-standard-for-continuous-ambient-air-quality-monitoring-systems>

²⁶ (The Small Business Research Initiative (SBRI) is a well established process to connect public sector challenges with innovative ideas from industry, supporting companies to generate economic growth and enabling improvement in achieving government objectives): <https://sbri.innovateuk.org/>

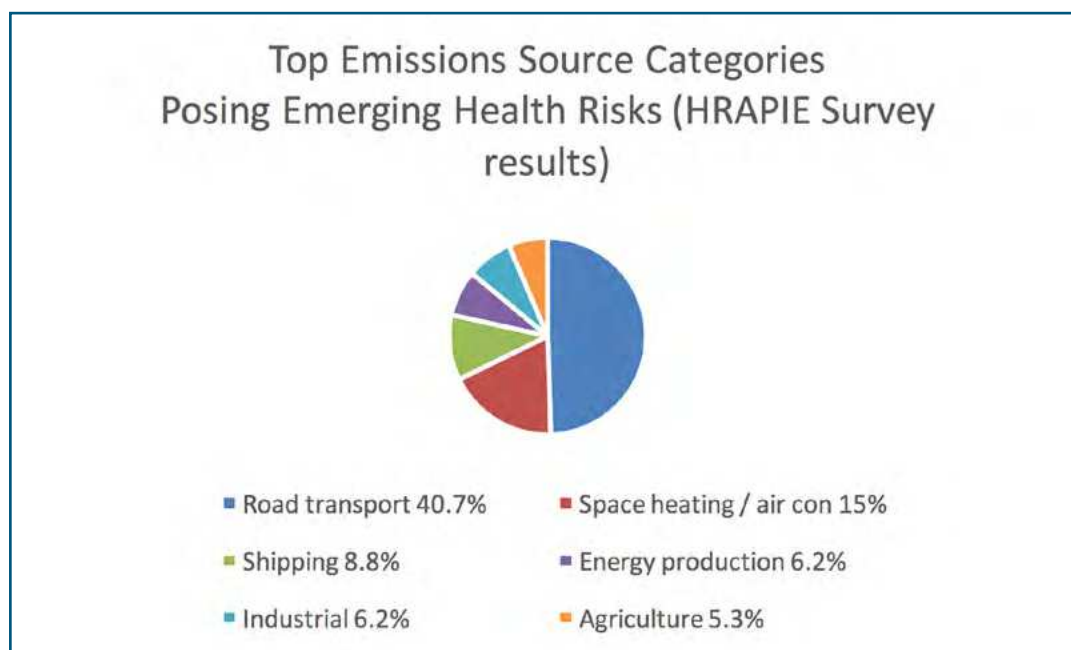


1.4 'No Safe Level' Approach

Research is increasingly pointing to the conclusion that - for exposure to particulate matter $PM_{2.5}$ at least - there is 'no safe level' of air pollution, and that exposure to incremental levels of $PM_{2.5}$ even below objectives can be associated effects on mortality.²⁷ The WHO (International Agency for Research on Cancer - IARC) has now classified outdoor air pollution as 'carcinogenic to humans' (Group 1). PM was evaluated separately and was also classified as carcinogenic to humans (Group 1).²⁸ Unlike for other air pollutants, there are already exposure reduction targets (as well as objectives relating to mean concentrations) for $PM_{2.5}$ in EU legislation as well as the UK AQS (see **Table 1-3**).

A WHO Europe project to comprehensively review research on the health impacts of air pollution ('Review of Evidence on Health Aspects of Air Pollution (REVIHAAP)') notes that health impacts, '...in some cases occur at air pollution concentrations lower than those serving to establish [WHO] guidelines.'²⁹ Results from another WHO Europe project ('Health Risks of Air Pollution in Europe (HRAPIE)')³⁰ sought to survey and collect existing and emerging concerns from air pollution experts. The project found that the top emissions source categories (of a total of 16) posing an emerging health risk identified by respondents are shown in **Figure 1-7**

Figure 1-7 - HRAPIE survey results



²⁷ <https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution>

²⁸ https://www.iarc.fr/en/media-centre/iarcnews/pdf/pr221_E.pdf

²⁹ http://www.euro.who.int/__data/assets/pdf_file/0004/193108/REVIHAAP-Final-technical-report-final-version.pdf?ua=1

³⁰ http://www.euro.who.int/__data/assets/pdf_file/0017/234026/e96933.pdf?ua=1



The top pollutant of concern identified in the HRAPIE survey was particulate matter, in particular, PM_{2.5}.

The new LAQM Annual Status Report introduced by Defra in 2016 includes a new section on PM_{2.5} for local authorities, stating that: 'local authorities are expected to work towards reducing emissions and/or concentrations of PM_{2.5} (particulate matter with an aerodynamic diameter of 2.5µm or less). There is clear evidence that PM_{2.5} has a significant impact on human health, including premature mortality, allergic reactions, and cardiovascular diseases.'³¹

The recent consultation on LAQM in Wales has taken the 'no safe level' approach into consideration in developing Welsh air quality exposure indicators for nitrogen dioxide and PM_{2.5}, based on modelled levels of pollutants and census data. The Welsh government has proposed that new policy guidance will stress the public health benefits from actions to reduce air pollution, beyond simply achieving technical compliance with national air quality objectives.³²

Research has concluded that harmful effects from air pollution '...occur on a continuum of dosage and even at levels below air quality standards previously considered to be safe.'³³

Nevertheless, it is important to maintain air quality standards as metrics for use in assessing achievement with health-based objectives.

As outlined in **Table 1-3**, WHO guidelines for particulate matter³⁴ - both PM₁₀ and PM_{2.5} - are more stringent than the corresponding EU Air Quality Directive or UK Air Quality Standard objectives and target values:

Table 1-3 - Objectives, targets and guidelines for PM_{2.5}

Pollutant	EU and UK annual mean objective/target value	WHO annual mean guideline
PM ₁₀	40	20
PM _{2.5}	25	10

The Scottish government has already written into legislation the requirement to comply with the WHO guideline on PM_{2.5}.³⁵

WHO Guidelines on Particulate Matter

Q: Should there be legally binding targets for particulate matter, which are based on WHO guidelines?

³¹ <http://laqm.defra.gov.uk/review-and-assessment/report-templates.html>

³² https://consultations.gov.wales/sites/default/files/consultation_doc_files/160913_local_air_quality_and_noise_management_in_wales_en.pdf

³³ D.E. Schraufnagel *et. al.*, 'Air Pollution and Noncommunicable Diseases', CHEST, 2019; 155(2): 409-416.

³⁴ WHO, Air quality guidelines - global update 2005: https://www.who.int/phe/health_topics/outdoorair/outdoorair_aqq/en/

³⁵ The Air Quality (Scotland) Amendment Regulations 2016: http://www.legislation.gov.uk/ssi/2016/162/pdfs/ssi_20160162_en.pdf



1.5 Economic Impacts of Air Pollution

Guidance published by Defra provides a way of estimating the costs, to society in the UK, per tonne of air pollutants emitted by small-scale activities for a range of air pollutants. The costs take into account the impacts of exposure to air pollution on health - both chronic mortality effects (which consider the loss of life years due to air pollution) and morbidity effects (which consider changes in the number of hospital admissions for respiratory or cardiovascular illness) - in addition to damage to buildings (through building soiling) and impacts on materials. Costs per tonne of pollutant emitted range from ca. £6k for ammonia, nitrogen dioxide and sulphur dioxide, to almost £106k per tonne of particulate matter.³⁶

The WHO has estimated the cost of air pollution to economies in the WHO Europe region, with the figure for the United Kingdom being \$83 billion (£61 billion).³⁷

In May 2018, Public Health England (PHE) published a report on the estimation of costs to the NHS and social care in England due to the health impacts of air pollution.³⁸ A microsimulation model was used to consider the impact of fine particulate matter (PM_{2.5}; <2.5µm in diameter) and nitrogen dioxide (NO₂), air pollutants with known long-term effects.

The Department of Health (DoH) has produced estimated burden costs for Northern Ireland using figures from the PHE report for England and scaling them based on population differences. DoH has estimated that in 2017, the Health and Social Care (HSC) costs associated with diseases related to air pollution (PM_{2.5} and NO₂) were around £1.5m. The overwhelming contribution is from PM_{2.5} (96%).

Taking into account information on diseases where the evidence for an association with air pollution is currently less robust, then the costs could rise to nearly £5.4m (PM_{2.5} 48%, NO₂ 52%).

Annual estimates for Health and Social Care (HSC) costs in Northern Ireland associated with diseases related to air pollution (PM_{2.5} and NO₂) are in the range of £1.5m - £5.4m.

Projections of future costs by DoH indicate that in the period 2017-2025, the total cost to the HSC of air pollution in Northern Ireland is likely to be in the region of £55m - £190m. The sector that will see the largest share of this expenditure will be secondary care. However the costs in all the other sectors combined is likely exceed this spend. For the period 2017-2035, the combined cost (PM_{2.5} and NO₂) is likely to be in the region of £182m - £635m. When all diseases are included, air pollution is expected to cause 84 thousand new cases of disease in Northern Ireland between 2017 and 2035.

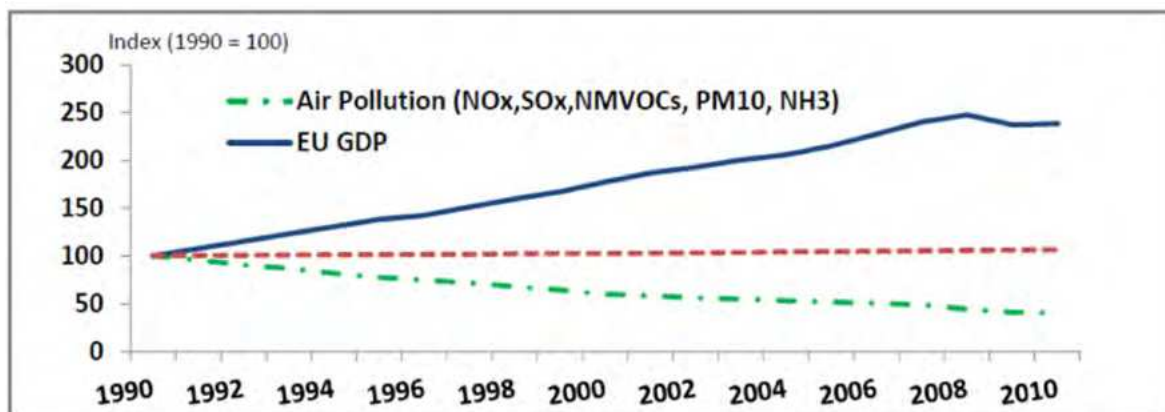
³⁶ <https://www.gov.uk/guidance/air-quality-economic-analysis>

³⁷ http://www.euro.who.int/_data/assets/pdf_file/0008/276956/PR_Economics-Annex_en.pdf?ua=1

³⁸ Public Health England, *Air pollution: a tool to estimate healthcare costs*: <https://www.gov.uk/government/publications/air-pollution-a-tool-to-estimate-healthcare-costs>



Figure 1-8 - Air pollution and GDP, Europe 1990-2012



Source: Presentation of EC

When considering the cost of improving air quality, it is useful to consider the above graph (**Figure 1-8**), which shows how GDP growth in the EU is decoupled from levels of air pollutants. Although many other factors come into play, it is worth noting that reductions in air pollutants across the EU have accompanied economic growth and therefore intervention policies will have a long term benefit to the economy.

1.6 Environmental Effects

Air pollution has negative effects on plants, trees and water bodies that support our wildlife. Most people are aware of the 'acid rain' phenomenon, something which has been partly addressed by the lowering of sulphur emissions from the fuels that we burn, in particular from the power generation industries. Nitrogen emissions, however, still contribute to the acidification of rainfall.

Nitrogen emissions - in the form of ammonia - constitute the biggest threat that we have to biodiversity in Northern Ireland. Ammonia emissions come largely from agricultural activities, such as manure handling, storage and spreading and are responsible for acidification as well as nutrient enrichment. Both of these things damage plants as well as altering the composition of plants in sensitive habitats like bogs and peatlands.

Ground-level ozone is a secondary pollutant, formed by the interaction of other air pollutants in the presence of sunlight. It directly damages plants, and its impact on crops can have significant cost implications for the agricultural sector.

There is increasing recognition that air pollution, through its harmful effects on plant life as well as specialised habitats and ecosystems, can adversely affect Natural Capital (a definition of 'Natural Capital'³⁹ is given in the box below.) In this way, air pollution can have further negative impacts on the economy.

Impacts of air pollution on habitats and ecosystems are discussed more fully in **Chapter 4**.

³⁹ NCC Natural Capital Committee, The State of Natural Capital: Towards a framework for measurement and valuation, April 2013, 10. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/516707/ncc-state-natural-capital-first-report.pdf



1.7 Legislation and Regulation

Air quality in Northern Ireland is assessed and controlled under two systems: the first relating to EU policy and legislation, while the second is UK policy.

EU Policy and Legislation

Directive 2008/50/EC (Cleaner Air for Europe - the CAFE Directive) sets objectives for levels of particulate matter PM₁₀ and PM_{2.5}, oxides of nitrogen NO_x, sulphur dioxide SO₂, lead Pb, carbon monoxide CO and ground-level O₃. The Fourth Daughter Directive 2004/107/EC sets Target Values for arsenic, cadmium, mercury, nickel and polycyclic aromatic hydrocarbons (PAHs) in ambient air.

The requirements of these directives are transposed by the Air Quality Standards Regulations (NI) 2010 and place a duty on NI government departments to assess and achieve compliance. Assessment is done by monitoring at six sites that are part of the UK's Automatic Urban and Rural Network (AURN), and also by national modelling of pollutants. There are two reporting zones in Northern Ireland for the purposes of the Directive - the Greater Belfast Metropolitan Area is one, while the remainder of Northern Ireland makes up the other.

The National Emissions Ceilings (NEC) Directive was introduced in 2001 and set limits for total emissions of air pollutants (sulphur dioxide, ammonia, non-methane volatile organic compounds (NMVOCs) and nitrogen oxides) by Member States which were to be met by 2010 and maintained the after. The UK met its 2010 targets for total emissions of these pollutants, while projections show that 2020 ceilings will also not be exceeded.

The EU's 7th Environment Action Programme, published in 2013, sets out a framework that establishes key priority objectives to 2020 and beyond.⁴⁰ The Programme has a number of Thematic Priorities, one of which is: 'To safeguard the Union's citizens from environment-related pressures and risks to health and well-being'. Part of this is a commitment to ensure that, by 2020, 'outdoor air quality in the Union has significantly improved, moving closer to WHO recommended levels, while indoor air quality has improved, informed by relevant WHO guidelines.'⁴¹ A Clean Air Package, launched in 2013, aims to prevent 58,000 premature deaths due to exposure to air pollution, and to limit damage to sensitive habitats and forests caused by air pollution.⁴²

The key legislative element of the Clean Air Package was the proposal to revise the NEC Directive. The revised NEC Directive was adopted in 2016, with stricter targets on national emissions ceilings to be met by 2020 and 2030. A requirement of the NEC Directive is for each Member State to produce National Air Pollution Control Programme (NAPCP), which were to have been submitted to the Commission by April 2019. The NAPCP sets out the measures that Member States are taking to meet emissions ceiling targets.

⁴⁰ <http://ec.europa.eu/environment/action-programme/>

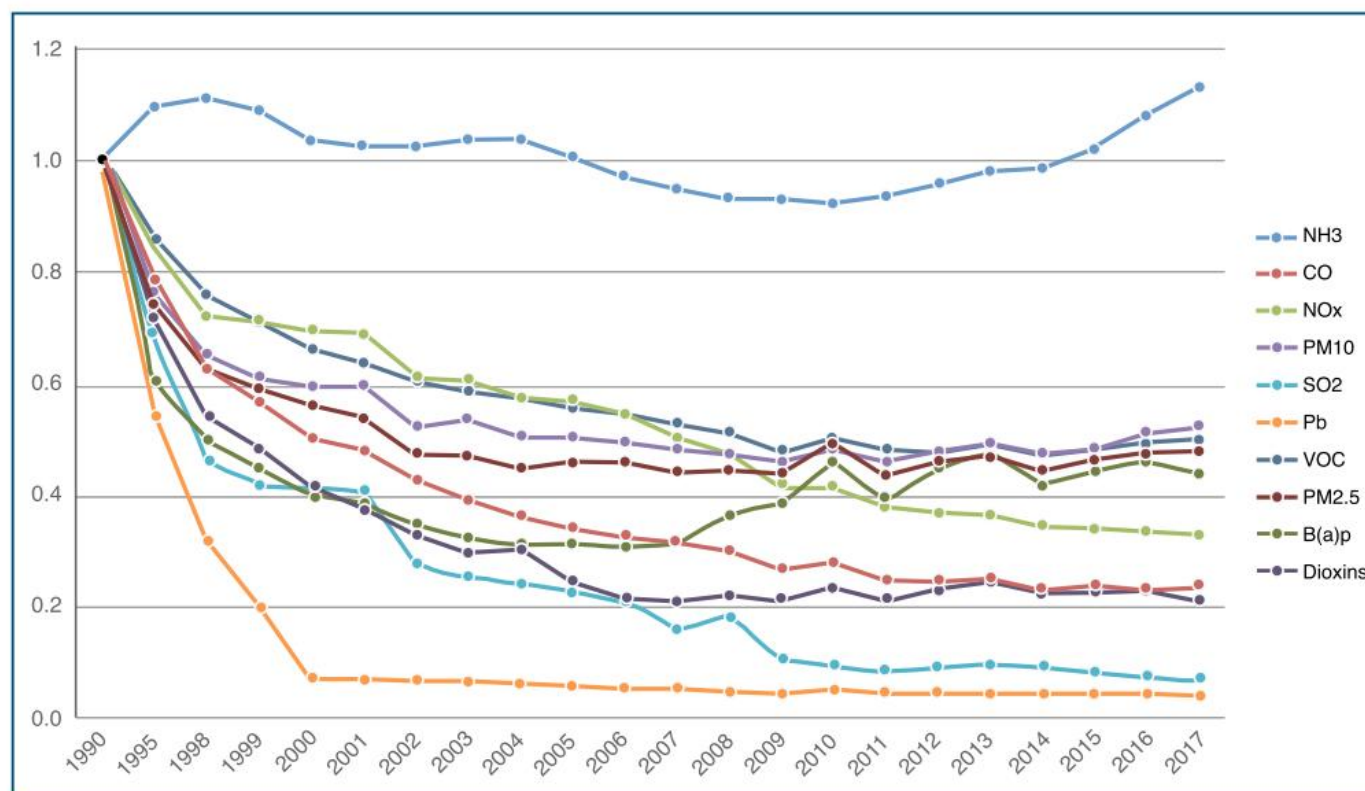
⁴¹ <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32013D1386>, Annex, 54.

⁴² http://ec.europa.eu/environment/air/clean_air_policy.htm



Figure 1-9, below, shows the normalised trend for emissions of all air pollutants in Northern Ireland from 1990-2017; 1990 levels are indexed at 1.0. These figures are prepared for the National Atmospheric Emissions Inventory, and are estimates based on data provided from multiple sources and used as part of overall UK figures in assessing compliance with the National Emissions Ceilings Directive.⁴³

Figure 1-9 - Normalised trends for all air pollutants in Northern Ireland, 1990-2017



NAEI figures show that levels of all air pollutants, except ammonia, are less than they were in 1990. The reductions since 1990 for each pollutant are set out in [Table 1-4](#), as well as the percentage of total UK emissions that Northern Ireland's emissions represent in each case.

⁴³ National Atmospheric Emissions Inventory: Air Pollutant Inventories for England, Scotland, Wales and Northern Ireland 1990-2016, Ricardo Energy and Environment, 2018, 28-36.



Table 1-4 - Northern Ireland total emissions estimates

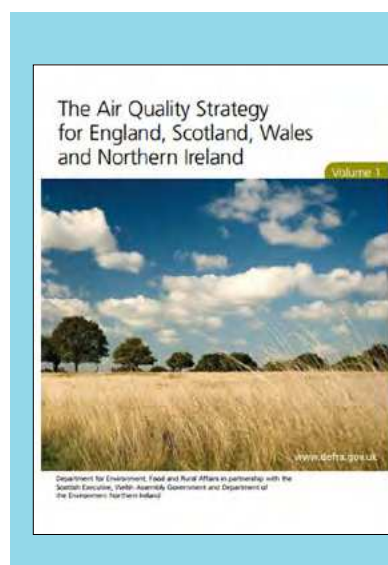
Pollutant	Change 1990-2017, %	Proportion of UK total in 2017, %
Ammonia	+13	12
Particulate matter PM ₁₀	-50	5
Volatile Organic Compounds VOC	-50	4
Nitrogen oxides NO _x	-67	4
Carbon monoxide CO	-77	4
Sulphur dioxide SO ₂	-93	5
Lead Pb	-95	3

In comparison with the other air pollutants, ammonia is clearly an outlier, both in terms of its long-term emissions trend as well as the estimated contribution it makes to total UK emissions. Ammonia emissions are examined further in **Chapter 4**, which focuses on agricultural emissions.

Another important element of the Clean Air Package is the Medium Combustion Plant (MCP) Directive, adopted in 2015, which sets emissions controls on MCPs and generators, which can be a significant source of air pollution and many of which have not been previously controlled by emissions legislation. As its name suggests, the MCP Directive is aimed at combustion plant in the mid-range, between large combustion plants (rated at greater than > 50 MWth), which are controlled by the Industrial Emissions Directive (IED) and smaller appliances like heaters and boilers with a thermal rating of less than 1 MWth, which are covered by the Ecodesign Directive.⁴⁴

UK Policy

The second of the two systems is concerned with compliance with objectives set by the UK Air Quality Strategy⁴⁵, which was first published in 1997 and updated in 2007. This strategy sets objectives that are mostly aligned with those in Directives mentioned above, although some are stricter (e.g. for benzo[a]pyrene, lead), while it also contains objectives for some pollutants not covered by the directives (benzene, 1,3-butadiene). The strategy is supplemented by a Technical Guidance document, the latest version of which was published in 2016 (LAQM.TG16)⁴⁶. The Technical Guidance document is designed to support local authorities in carrying out their statutory Local Air Quality Management duties. The Technical Guidance is complemented by policy guidance, for which a Northern Ireland version is available (LAQM.PG(NI)09)⁴⁷.



⁴⁴ <http://ec.europa.eu/environment/industry/stationary/mcp.htm>

⁴⁵ <https://www.gov.uk/government/publications/the-air-quality-strategy-for-england-scotland-wales-and-northern-ireland-volume-1>

⁴⁶ <https://laqm.defra.gov.uk/documents/LAQM-TG16-April-16-v1.pdf>

⁴⁷ <http://www.airqualityni.co.uk/news-and-reports/useful-guidance>



The requirements of the Strategy are implemented by Part III of the Environment (NI) Order 2002⁴⁸. Here, district councils are required to periodically review and assess air quality within their districts. Where air quality objectives are being exceeded, or are at risk of being so, then councils must declare an Air Quality Management Area (AQMA) and draw up a corresponding Action Plan that sets out measures for dealing with the pollution exceedance. The Action Plan, where appropriate, is drawn up with input from a Relevant Authority - for example, in the case of pollution from road transport emissions, this would be the Department for Infrastructure.

The Local Air Quality Management (LAQM) system has been established for councils to fulfil their statutory duties under the Order and assess compliance with objectives in the UK Air Quality Strategy and to declare AQMAs and Action Plans where they have ascertained high levels of air pollution, which are in breach of objectives (or are at risk of being so). The Department provides funding to councils under the LAQM grant scheme to carry out monitoring and associated air quality duties.

Northern Ireland's Clean Air Order⁴⁹ was introduced in 1981, and contains powers that allow district councils to declare Smoke Control Areas. In such areas, only 'authorised fuels' (low-smoke fuels) may be burned in fireplaces, or 'exempted appliances' (such as efficient wood-burning stoves) may be used. It is an offence, under the Order, for smoke to be emitted from buildings in Smoke Control Areas. District councils enforce Smoke Control provisions. Evidence and research relating to levels of polycyclic aromatic hydrocarbons in urban centres in Northern Ireland show that solid fuel burning can present air pollution risks here (**See Chapter 3 on Household Emissions**).

The Northern Ireland Executive's Public Health Strategic Framework, 'Making Life Better', features air quality, along with other aspects of the physical environment in one of its Outcomes (Outcome 12 - 'Making the Most of the Physical Environment'), and indicators and baselines are given for four key air pollutants - nitrogen dioxide, PM₁₀ particulate matter, benzo[a]pyrene and ozone.⁵⁰ A key action of this Outcome is, 'improving air quality to achieve objectives and targets established to protect health, and alerting those more likely to be affected when levels of air pollution are high,' and key delivery partners cited are the then Department of the Environment (now DAERA) and district councils. The alerts aspect of this commitment are covered by the arrangements for high air pollution alerts that are jointly issued by DAERA and Department of Health (**see Section 1.10**).

48 <http://www.legislation.gov.uk/nisi/2002/3153/contents/made>

49 <http://www.legislation.gov.uk/nisi/1981/158/contents>

50 https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/making-life-better-strategic-framework-2013-2023_0.pdf



1.8 The UK Clean Air Strategy

In January 2019, Defra published the UK Clean Air Strategy. This Strategy sets out the comprehensive action that is required from across all parts of government and society to achieve widespread reduction in the exposure of the population to air pollution. Defra's Clean Air Strategy was published in January 2019.

The Strategy recognises that so far the public debate about air pollution has been focused on outdoor sources of air pollution, particularly emissions from cars and other vehicles. One aim of the Strategy is to raise awareness of the breadth of everyday activities that contribute to air pollution.

The Strategy sets out the actions that will be taken in England and also how the devolved administrations intend to make their share of emissions reductions.

Key points for England:

- New goals to cut public exposure to particulate matter, as suggested by the World Health Organisation;
- A new statutory framework for Clean Air Zones (CAZs), which will amalgamate existing frameworks around Clean Air, Smoke Control, and Air Quality Management Areas;
- Defra will introduce legislation to prohibit the most polluting solid fuels, such as bituminous ('household' or 'smoky') coal, as well as wet wood. These can be significant sources of particulate matter in urban areas;
- Changing Smoke Control legislation to make it easier for local authorities to enforce;
- New appraisal tools for assessing consideration of the health impacts of air pollution;
- A national code of Good Agricultural Practice, aimed at reducing ammonia emissions from agricultural activity;
- Extension of environmental permitting to the dairy and intensive beef sectors;
- Regulation of the agricultural sector by requiring adoption of low emissions spreading techniques.

UK-wide measures include:

- Road to Zero, which sets out plans to end the sale of new conventional petrol and diesel cars and vans by 2040;
- New legislation will enable the Transport Secretary to compel manufacturers to recall vehicles for any failures in emissions control systems;
- Plans to reduce emissions from shipping and aviation. The rail industry will produce recommendations and a route map for the phase-out of diesel-only trains by 2040.

Some of these measures also feature as policy options for consideration in this discussion document.



1.9 Regulation

Air quality is regulated at district council level, normally as part of Environmental Health duties and can relate to Smoke Control enforcement, or to smoke nuisance from bonfires, or dust nuisance from construction sites. The council also regulate certain small (Part C) industrial activities for air emissions under the Pollution Prevention and Control (Industrial Emissions) Regulations 2013 (PPC Regulations), for example, dry cleaners, coal yards, petrol stations and car refinishing.

Northern Ireland Environment Agency regulates emissions of air pollutants from certain industrial installations as part of the PPC Regulations. The largest installations, for example, large power stations, waste incinerators or cement factories are subject to integrated (Part A) permitting, which means that the emissions to air, land and water are all subject to conditions in the permit.

Some other less polluting activities (Part B activities) are subject to air emissions controls only, for example, quarries.

1.10 Air Quality Monitoring in Northern Ireland

At the time of writing, air pollutants were measured at 20 automatic monitoring sites in Northern Ireland, with Newry Mourne and Down District Council to commission a mobile monitoring station in 2019/20. The pollutants measured at these sites are: nitrogen oxides, particulate matter, ground-level ozone, sulphur dioxide, heavy metals, benzene, carbon monoxide and polycyclic aromatic hydrocarbons.

A list of all the monitoring sites, along with the pollutants that they measure, is given in **Table 1-5**.

Twelve of these sites are run by district councils to assess compliance with objectives set out in the UK Air Quality Strategy. A further six sites form part of the UK-wide Automatic Urban and Rural (AURN) monitoring network, run by the Department in conjunction with Defra and the other Devolved Administrations and the district councils, and used for assessing compliance with EU air quality directives. A further site measures levels of PAHs alone. In addition, a number of sites have equipment measuring Black Carbon, heavy metals and PAHs and so are part of these UK-wide monitoring networks.⁵¹

The Department maintains a website, www.airqualityni.co.uk, which shows close to real-time monitored air pollution data from 20 monitoring stations (see **Figure 1-10**). The Department also publishes an annual summary report on all the air quality monitoring that has taken place over the previous year. The most recent edition of this report (for 2017) shows that UK air quality objectives were met for all the above pollutants with the exception of nitrogen dioxide at

⁵¹ Details of all monitoring networks can be found on the Defra website: <https://uk-air.defra.gov.uk/interactive-map>

Black Carbon Monitoring Network Report: https://uk-air.defra.gov.uk/library/reports?report_id=844

Heavy Metals Monitoring Network Report: https://uk-air.defra.gov.uk/library/reports?report_id=919

Polycyclic Aromatic Hydrocarbons (PAHs) Monitoring Network Report: https://uk-air.defra.gov.uk/assets/documents/reports/cat05/1611011541_Defra_PAH_2015_annual_report.pdf



some roadside sites, and PAHs at three urban background sites.⁵² One site (Stockman's Lane in Belfast), used for monitoring compliance with the Air Quality Directive, showed exceedance of the annual mean limit value for NO₂. In addition, one site (Derry Brandywell) showed an exceedance of the EU Target Value for benzo[a]pyrene (see Chapter 3 on Household Emissions).

In addition to monitoring for the above pollutants, there are also three sites here that are part of the UK's Black Carbon Monitoring Network. Black Carbon and PAHs are discussed in more detail in Chapter 3, which deals with household emissions.

A summary of monitoring sites in Northern Ireland is given in **Table 1-5**.

A discussion on the need to increase the size of the monitoring network is set out in the following section.

1.11 UK Daily Air Quality Index (DAQI) and Air Quality Alerts

The DAQI was developed by the Committee on Medical Effects of Air Pollution (COMEAP), based on health evidence, and last reviewed in 2011. The DAQI is designed to easily communicate health-based air quality bandings to the public.



The pollutants included in the current index are particulate matter (PM₁₀), ozone (O₃), sulphur dioxide (SO₂), carbon monoxide (CO) and nitrogen dioxide (NO₂). The index has four bands indicating 'Low', 'Moderate', 'High' and 'Very High' levels of air pollution. These bands are further divided into a ten-point scale to provide greater gradation of air pollution levels.

DAQI levels are reported in real time on the Department's www.airqualityni.co.uk website (see **Figure 1-10**).

⁵² Department of Agriculture, Environment and Rural Affairs, *Air Pollution in Northern Ireland 2017*, http://www.airqualityni.co.uk/assets/documents/technical-reports/0369_DAERA_Air_Pollution_Report_2017_screen_Feb_19.pdf



Figure 1-10 - Map and summary of real-time air quality levels from the www.airqualityni.co.uk website

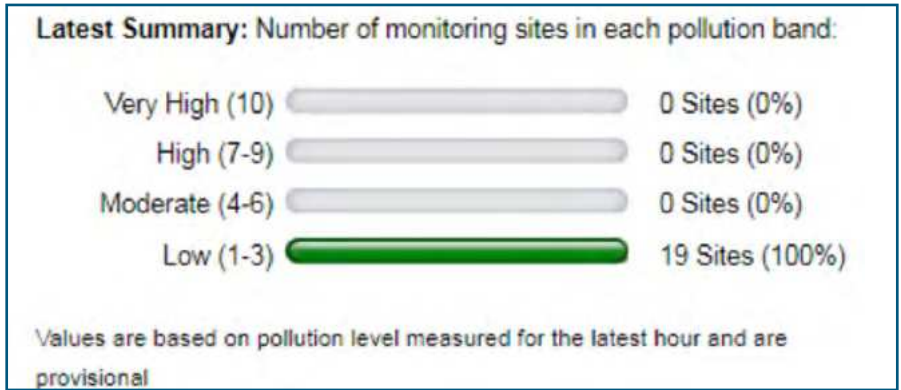
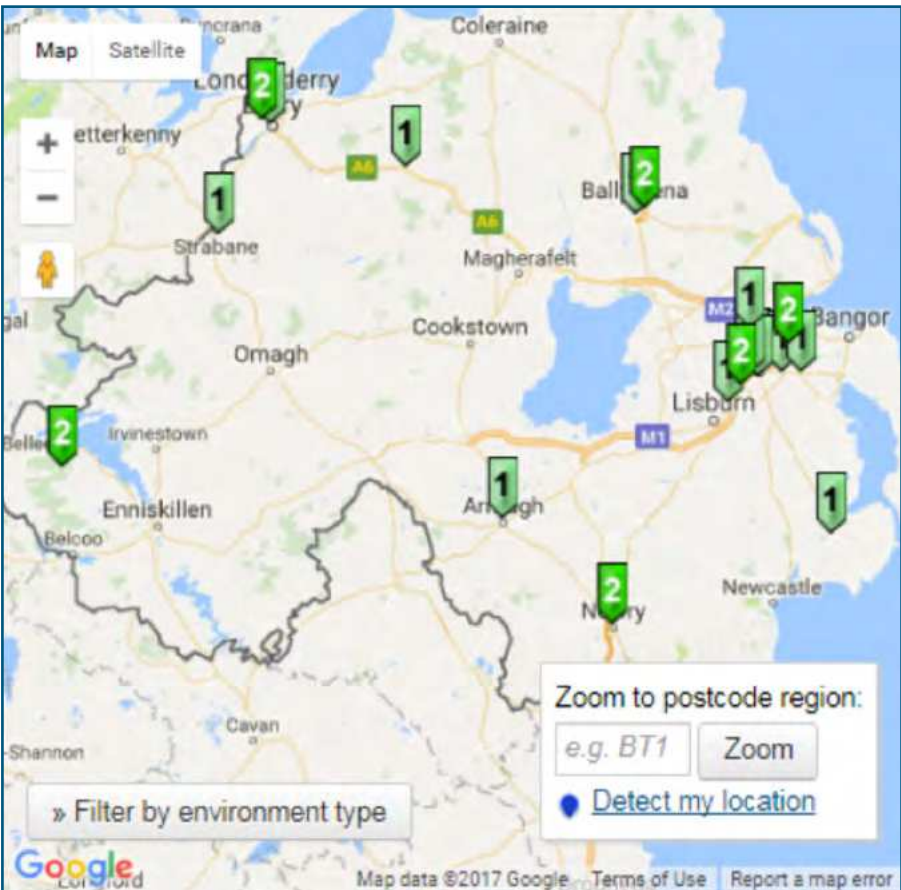




Table 1-5 - local air quality monitoring sites in Northern Ireland

Site	Type	Pollutants	Networks
AURN sites			
Armagh Lonsdale Road	Urban roadside	NO _x , PM ₁₀	AURN
Ballymena Ballykeel	Urban background	BC, NO _x , PAH, SO ₂	AURN, Black Carbon, PAH
Ballymena Antrim Road	Urban roadside	NO _x	AURN
Belfast Centre	Urban background	BC, CO, NO _x , PM ₁₀ , PM _{2.5} , SO ₂ , heavy metals	AURN, Black Carbon, Heavy Metals
Belfast Stockman's Lane	Urban roadside	NO _x , PM ₁₀	AURN
Londonderry Rosemount	Urban background	NO _x , O ₃ , PM _{2.5} , PM ₁₀ , SO ₂	AURN
Lough Navar	Rural background	O ₃ , PM ₁₀ , heavy metals	AURN, Heavy Metals
LAQM sites			
Belfast Newtownards Road	Urban roadside	NO _x	LAQM
Belfast Ormeau Road	Urban roadside	NO _x	LAQM
Belfast Westlink Roden Street	Urban roadside	NO _x	LAQM
Castlereagh Dundonald	Urban roadside	NO _x	LAQM
Downpatrick	Urban roadside	NO _x	LAQM
Dungiven	Urban roadside	NO _x	LAQM
Lisburn Kilmakee	Urban background	BC, PAH, PM ₁₀ , SO ₂	LAQM, PAH, Black Carbon
Londonderry Dale's Corner	Urban roadside	NO _x	LAQM
Londonderry Strathfoyle Bawnmore Place	Urban background	PM ₁₀	LAQM
Newry Canal Street	Urban roadside	PM ₁₀	LAQM
Newtownabbey Antrim Road	Urban roadside	NO _x	LAQM
North Down Holywood	Urban roadside	NO _x , PM ₁₀	LAQM
Strabane	Urban background	BC, PM ₁₀ , SO ₂	LAQM, Black Carbon
Other			
Londonderry Brandywell	Urban background	PAH	PAH

However, the current approach for air quality monitoring was established to support assessment of compliance with air quality objectives; it was not set up to provide information to inform air quality alerts. Thus, only specific pollutants are monitored at specific locations, where, according to predefined criteria, they are deemed to present a problem. During a widespread air pollution episode, it is likely that sites measuring PM will register 'HIGH' levels, while sites measuring only NO_x could measure 'MODERATE' or even 'LOW' levels. This presents a misleading picture to the public, since, looking at the DAQI map would suggest that air pollution levels are only a problem



in particular locations and not others, while the overall extent of the problem is merely limited by available monitoring.

In addition, there are a significant number of towns in which there is no air quality monitoring. A targeted approach based on human exposure could set a population threshold - for example, 10,000 people - and require that air quality monitoring is carried out in any settlement with a greater population than this. If this approach were adopted, then the following towns and villages would become part of Northern Ireland's air quality monitoring network:

- Cookstown, Dungannon, Limavady, Enniskillen, Banbridge, Larne, Omagh, Antrim, Coleraine, Carrickfergus and Newtownards.

This would bring to 31 the number of monitoring stations in Northern Ireland, if at least one station was sited in each of the above towns.



Supplementing Air Quality Monitoring

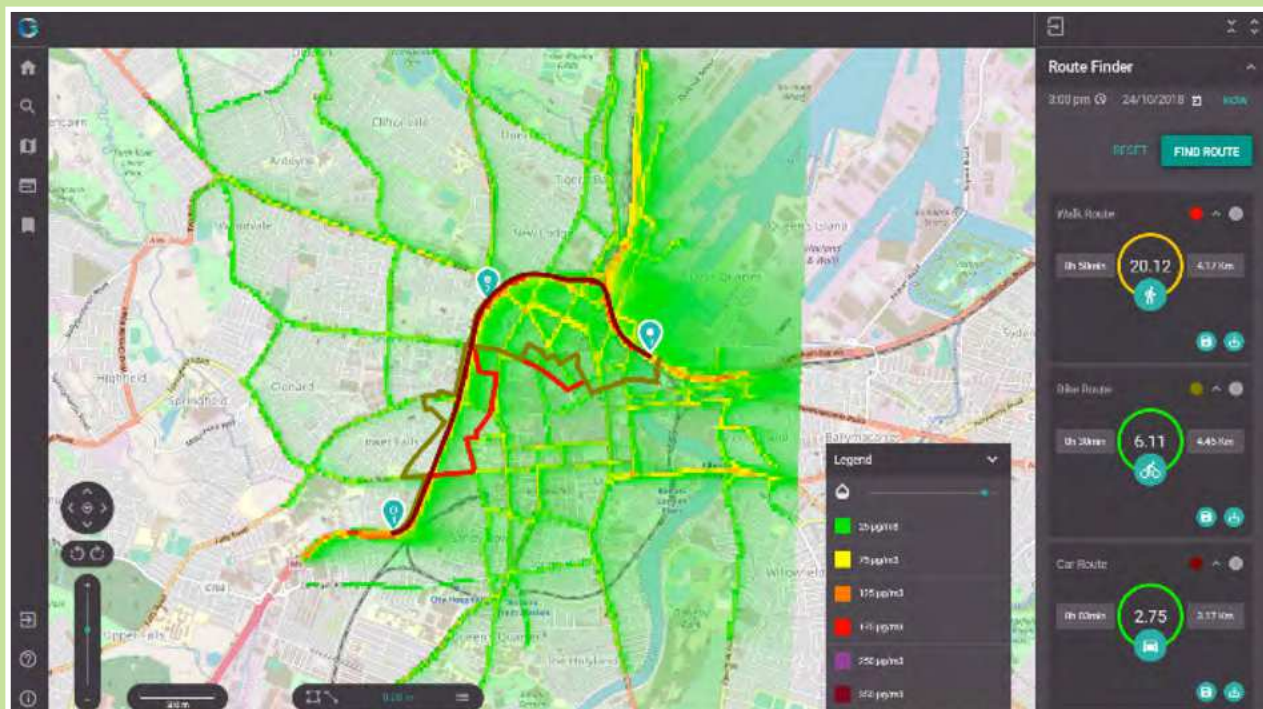
- The Urban Healthy Living (UHL) Project

UHL was funded by UK Space Agency's Space for Smarter Government Programme that aims to adapt satellite-enabled air pollution monitoring to support public health programmes and healthcare delivery in an urban setting.

The project's objective was to demonstrate the use of a space-enabled technology for traffic related air pollution monitoring and to spur innovative interventions healthy living and disease prevention. Using a blend of technology the project produced air pollution models that were visualised on 3D maps, making complex information accessible. UHL also prototyped a routing map that could allow clinical patients to better self-manage their respiratory conditions by selecting the routes and modes of transport that limit their exposure to pollutants.

Partners involved include four SMEs, Belfast Health Trust, Senior Clinicians from the Mater and Royal Hospitals, BCC City Innovation, Air Quality and Healthy Cities.

The UHL project officially completed Phase 1 in January 2019 with a Dissemination workshop in Belfast City Hall. However, the work, partnerships, data and learnings are feeding into further projects.





1.12 Low Cost Air Quality Monitoring

In recent years, with the progression of technology, there has been an increasing number of low-cost methods of air quality monitoring available. These sensors are typically much smaller in size than standard automatic air quality monitoring equipment that is sited in dedicated monitoring stations, and which is officially certified⁵³ for use in the UK air quality monitoring network.

Official advice from the UK Air Quality Expert Group is that ‘...not all sensors are equal and they must be evaluated individually.’⁵⁴ However, this is not to say that low-cost air quality monitoring sensors have no role in local air quality management. They could, for example, be used by councils for indicative results in screening assessments of air quality, and used to inform whether or not the council needs to proceed with installation of further, accredited air quality monitoring equipment. This idea is explored further in the chapter on Local Air Quality Management (**see Section 6.2**)

Air Quality Monitoring

Q: Should all automatic monitoring sites measure at least NO_x and PM?

Q: Should the current urban air quality monitoring network be expanded?

Q: Should a targeted approach to exposure, based on population, be used to expand the current monitoring network?

Q: What are your views on using a population figure of 10,000 as a threshold that triggers the requirement to monitor air quality?

⁵³ <https://www.gov.uk/government/publications/mcerts-performance-standard-for-continuous-ambient-air-quality-monitoring-systems>

⁵⁴ <https://uk-air.defra.gov.uk/library/aqeg/pollution-sensors.php>



1.13 Trends in Air Pollution

Air quality in Northern Ireland has, in general, seen improvements over the years. Urban smogs that were once a feature of life in cities here in the 1940s and 1950s are a thing of the past. Some air pollutants, such as benzene, carbon monoxide, 1,3-butadiene and sulphur dioxide have not shown any exceedance of air quality objectives for many years now.

However, our road side air quality monitoring data suggests there remain problems with levels of nitrogen dioxide from road traffic at roadsides. Levels of this pollutant do, in general, appear to be decreasing, though at different rates in different locations (see Figure 1-11).⁵⁵

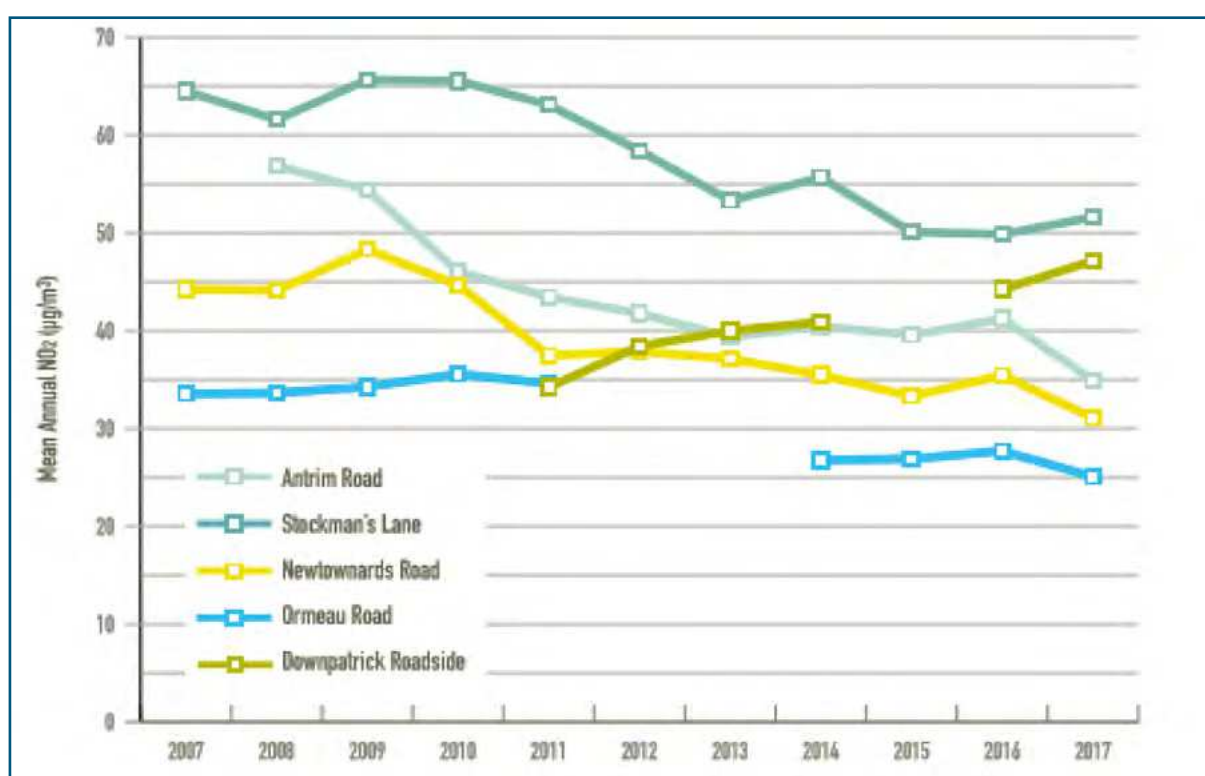


Figure 1-11 - annual mean levels of nitrogen dioxide at roadside monitoring sites

Population exposure to nitrogen dioxide is known to arise principally as a result of road traffic emissions in urban centres, something that is borne out by the differences in levels measured between urban roadside and urban background sites. Unlike industrial emissions of nitrogen dioxide, road transport produces causes high emissions at ground level.

Although we do not see breaches of objectives for particulate matter, levels of this pollutant can become significantly elevated during winter episodes of high air pollution.

Levels of polycyclic aromatic hydrocarbons (PAHs) monitored here remain relatively high in comparison with urban centres in the rest of the UK.

⁵⁵ Air Pollution in NI 2017, 15: <https://www.daera-ni.gov.uk/sites/default/files/publications/daera/DAERA%20Air%20Pollution%20Report%202017%20screen%20Feb%202019.pdf>



Research carried out by the Department in 2012 showed that the relatively high levels of PAHs measured here are as a result of household solid fuel burning.⁵⁶ This is further borne out by observations from the UK Black Carbon Network.⁵⁷ The EU Fourth Daughter Directive and the UK Air Quality Strategy both set objectives for benzo[a]pyrene, a representative PAH. Monitoring at the three PAH sites here shows that the EU Target Value for B[a]P was exceeded at multiple sites in 2011 and 2012, and then again in 2016, when the Londonderry Brandywell site registered an exceedance of the annual mean Target Value. Meanwhile, the stricter UK AQS objective for B[a]P continues to be exceeded at all sites in every year (see [Chapter 3 on Household Emissions](#)).

1.14 Air Pollution Episodes



Figure 1-12 - Air Pollution headline from 24 Nov 2016

In Northern Ireland, we typically see around five episodes of high air pollution each year, during which levels of pollutants - usually particulate matter - reach 'HIGH' or 'VERY HIGH' levels according to the Daily Air Quality Index (levels 7-10).

These episodes occur in the colder months of the year, when cold, settled weather leads to the formation of temperature inversion layers in which pollutants are trapped near ground level and a lack of wind means that they are not dispersed. Coincidental with these cold weather conditions is an increased level of household heating, and where solid fuel is used as the heating source, then emissions of particulate matter and PAHs increase.

Pollution episodes can occur at any time of the year, however, with the most recent occurring during the Easter period in 2019.

⁵⁶ NPL, Polycyclic Aromatic Hydrocarbons in Northern Ireland, Feb 2012. http://www.airqualityni.co.uk/assets/documents/504120308_pah_in_ni_report_final_published_version_v2.pdf

⁵⁷ NPL, 2014 Annual Report for the UK Black Carbon Network, Jul 2015. https://uk-air.defra.gov.uk/library/reports?report_id=844



When a high air pollution episode is either forecast, or monitored, then DAERA coordinates a Press Release, in agreement with the Department of Health, for immediate issue. DAERA also issues a text message on its *Air Aware* SMS alert service. This subscription service is aimed primarily at individuals with health conditions that could be affected by high air pollutant levels and those involved with their health care, and has over 900 subscribers.



Figure 1-13 - from the Department's air quality website

However, research carried out by Public Health Ontario in conjunction with others suggests that issuing air quality alerts alone has a limited effect on public health and that implementing enforced public actions to reduce air pollution on high pollution days could be warranted.⁵⁸ This is already done in, for example, the Bay Area of San Francisco, where residents are asked by the Air District not to burn wood during cold, still winter days when levels of wood smoke can rise to unhealthy levels.⁵⁹

1.15 Carbon Emissions

Air pollution and climate change share some similar sources, specifically in relation to the combustion of fossil fuels which generates carbon dioxide (the main greenhouse gas of concern) as well as many of the air pollutants previously mentioned.

However, we need to be cautious, as some conflicts as well as synergies exist. Thus, some strategies that have sought to lower carbon emissions - the promotion of diesel vs. petrol cars, small-scale biomass combustion - can raise levels of air pollutants. A report by the International Energy Agency examined the effects on air pollution of energy policy scenarios for different world regions, and predicted that, by 2040, there would be a 55% reduction in European Union NO_x emissions, due to increasing controls on road transport emissions and a 47% reduction in SO₂ emissions due to declining use of coal in energy generation. This compares with only a predicted 20% reduction in PM_{2.5} emissions by 2040, because of the increased uptake of biomass.⁶⁰

⁵⁸ Hang Chen *et al.*, 'Effect of air quality alerts on human health: a regression discontinuity analysis in Toronto, Canada', *Lancet Planet Health*, 2018; 2: e19-26.

⁵⁹ <http://www.sparetheair.org/stay-informed/particulate-matter/wood-smoke/recommended-no-burn-days>

⁶⁰ International Energy Agency, *Energy and Air Pollution: World Energy Outlook Special Report*, 2016, Ch6, 153: <https://www.iea.org/publications/freepublications/publication/WorldEnergyOutlookSpecialReport2016EnergyandAirPollution.pdf>



It is clear that an integrated approach is therefore needed. In particular, strategies to lower carbon emissions should take account of possible effects on air quality, whether adverse or positive, and where possible strategies on both air quality and carbon reduction should be coordinated.

The UK Committee on Climate Change produced a report in February 2019, 'Reducing Emissions in Northern Ireland', which sets out how Northern Ireland can reduce its greenhouse gas emissions between now and 2030 in order to meet UK-wide climate change targets. Overall, Northern Ireland's fair contribution to the UK's fifth carbon budget requires emissions reductions of at least 35% against 1990 levels by 2030.⁶¹ The report examines carbon emissions from a range of sectors in Northern Ireland and identifies gaps and deficiencies in current policy which are barriers to achieving sustained carbon reductions.

The report does recognise that there are '...wider benefits to climate action through reduced air pollution and other health benefits.' Specifically in relation to biomass, the report recommends that, 'Biomass for heating in urban areas should not be supported due to air quality concerns.' (p83). A future consultation on Northern Ireland's Energy Strategy will consider heating sources in urban areas.

Biomass

Q: Should biomass heating be discouraged in urban areas or in areas with poor air quality?

As a requirement of EU Regulation 2018/1999 on the Governance of the Energy Union and Climate Action, each Member State had to submit to the Commission a draft of its integrated national energy and climate plan covering the period from 2021 to 2030. Among the recommendations that the Commission put in response to the UK's plan was that the UK should: 'Present the impacts on air pollution for the various scenarios, providing underpinning information, and considering synergies and trade-off effects'.⁶²

1.16 Noise Pollution

Some sources of air pollution have little to no association with noise, for example smoke from chimneys, others, however, have much more of a distinction for example vehicle noise. As air and noise pollution share many of the same sources improving the quality of air can have a subsequent impact on improving the quality of noise.

⁶¹ <https://www.theccc.org.uk/publication/reducing-emissions-in-northern-ireland/>

⁶² COMMISSION RECOMMENDATION of 18.6.2019 on the draft integrated National Energy and Climate Plan of the United Kingdom covering the period 2021-2030 {SWD(2019) 279 final}



In its assessment of the environmental burden of disease in the European region, the World Health Organisation has ranked air and noise pollution as the two leading stressors impacting upon human health⁶³, with an estimated 600,000 premature deaths occurring annually due to poor air quality.⁶⁴ In addition, at least 16,600 cases of premature death occur in Europe each year as a result of noise from major road traffic alone.⁶⁵ The European Commission estimates that combined social cost of both air and noise pollution could be nearly 1 trillion Euros, which is much more than smoking with a social cost of only 544 billion Euros.⁶⁶

Air and noise pollution share many of the same sources such as industry, aircraft, railways and road vehicles. The European policy on both pollutants also shares much common ground, with an emphasis on monitoring and modelling to assess the state and impact. Then there is a common requirement to draw up action plans in order to tackle the problem. Indeed, the EU Air Quality Directive stipulates that action plans should ensure consistency with other plans required under the Environmental Noise Directive in order to achieve the relevant environmental objectives. What may be beneficial for air quality, may also be helpful in reducing the detrimental effects of noise.

Studies have shown that the effects of air and noise pollution on health are indiscriminate, but it also demonstrated that very often the populations most affected are those that are more socially disadvantaged, particularly where road traffic emissions are concerned (EC, 2016). It is therefore, likely that reducing noise and air pollution will have a positive impact upon health for a great many people, but especially those that need it most. This strategy proposes that efforts to reduce air pollution should be consistent with plans to also tackle noise pollution in Northern Ireland and the potential synergies and benefits to the wellbeing of the population as a whole should be borne in mind by authorities with responsibility for drawing up and implementing action plans.

Noise and Air Quality

Q: Should the connectivity between air quality and noise issues be improved through requiring consideration of each in Noise and Air Quality Action Plans?

Q: Given that air pollution, carbon emissions, and noise often share the same sources, what are your views on including noise and carbon emissions as a consideration in Low Emissions Zones?

⁶³ WHO, 2011, Burden of disease from environmental noise, WHO Regional Office for Europe

⁶⁴ WHO/OECD, 2015, *Economic cost of the health impact of air pollution in Europe: Clean air, health and wealth*

⁶⁵ EEA, 2017, Noise in Europe, European Environment Agency <https://www.eea.europa.eu/themes/human/noise> accessed 20th December 2017

⁶⁶ EC, 2016, *Links between noise and air pollution and socio-economic status*, Science for Environment Policy, In-depth report 13. European Commission, September 2016



A further issue that arises in Northern Ireland is that Air Quality Action Plans are drawn up by district councils in conjunction with relevant authorities (for example, DfI), while Noise Action Plans are drawn up by their own prescribed competent authorities (e.g. Translink, airports, DfI, and NIEA). This means there is potential for disconnect between the two issues.

1.17 Research

DAERA will continue to support research, and to commission its own research into levels of air pollutants and impacts of air pollution. Moving forward DAERA will build on its existing relationships with other government departments and district councils to help inform research needs, and ensure that these take account of its Science Transformation Strategy.

1.18 Challenges

In Northern Ireland, we face similar issues with air pollution to the rest of the UK and Europe - most notably, levels of nitrogen dioxide in urban centres, arising principally from road traffic, in particular, diesel engines. Actions to address levels of nitrogen dioxide air pollution are therefore actions that try to reduce the number of vehicles on our roads, or to promote the shift to cleaner vehicles ([see Chapter 2](#)). The Greater Belfast area is one of 37 UK reporting areas that in 2015 breached the EU Air Quality Directive's annual mean limit value for nitrogen dioxide. In 2017, the UK government prepared a revised National Air Quality Plan to deal with these widespread exceedances. Meanwhile, the NICS Outcomes Delivery Plan has an air quality indicator that is based on nitrogen dioxide levels monitored at locations across Northern Ireland. As previously mentioned, the NI Executive's Public Health Strategy also acknowledges the role that reducing air pollution can play in improving public health and makes a commitment to working towards reducing air pollutant levels, and has indicators based on levels of four key air pollutants.

We also have problems with air pollution from household burning of solid fuel, which takes place to a greater extent in urban areas of Northern Ireland compared with urban areas in the rest of the UK. Levels of PAHs monitored here show that solid fuel burning presents air pollution risks in urban centres. In addition, solid fuel burning is a major contributor to winter pollution episodes. The increasing popularity of wood-burning stoves is also contributing to air pollution from the household heating sector, particularly where unseasoned wood is used as a fuel ([see Chapter 3](#)).

The agriculture sector in Northern Ireland produces high levels of ammonia, an air pollutant that can damage sensitive habitats, as well as contribute to levels of fine particulate matter: emissions of ammonia in Northern Ireland are disproportionately high, with 2016 total emissions making up 11% of total UK ammonia emissions.

The revised National Emissions Ceilings (NEC) Directive, has more stringent targets for air pollutants - the ones of principal concern for Northern Ireland are ammonia emissions ([see Chapter 4](#)) and particulate matter emissions, while major emissions sources such as power generation will also come under increasing pressure ([see Chapter 5](#)).



The Local Air Quality Management (LAQM) system was set up in the early 2000s, under which councils review air quality and declare, where necessary, Air Quality Management Areas (AQMAs). The idea of the system is to revoke AQMAs as soon as air quality standards improve to an acceptable level; however, in practice, we find that the number of AQMAs in Northern Ireland does not change from one year to the next ([see Chapter 6](#)).

The LAQM system is therefore underperforming in that it is not showing us improvements in air quality from one year to the next. It is also worth noting that air quality policy and legislation needs to be supported by effective communications, which relate to both the impacts of air pollution, as well as the actions that individuals can take to reduce air pollution ([see Chapter 7](#)).

Our principal challenges in dealing with air pollution fall under the following categories:

- **Road transport emissions**
- **Household solid fuel emissions**
- **Agricultural emissions**
- **Industrial emissions**
- **Local Air Quality Management**
- **Communications**

These challenges - and proposals for addressing them - will be examined in detail in the following chapters.



Chapter 2 - Transport

Efficient transport movements are vital to our economy and way of life, and yet road transport is one of our most significant sources of air pollution. This is reflected in the NICS Outcomes Delivery Plan indicator on air quality, which is based on levels of nitrogen dioxide at monitoring stations across Northern Ireland.

While road transport is responsible for a range of pollutant emissions, those of greatest concern are in particular nitrogen oxides and particulate matter.

High concentrations of nitrogen dioxide monitored at ground level in our towns and cities are largely due to vehicle exhaust emissions.

Nitrogen oxides, NO_x , and nitrogen dioxide, NO_2

During normal combustion processes, nitrogen and oxygen in the air can combine at high temperatures to form nitrogen monoxide and nitrogen dioxide, together known as NO_x . Nitrogen monoxide, NO , quickly combines with oxygen in the air to form nitrogen dioxide, NO_2 . NO_2 is known to irritate the airways and evidence suggests it may have other health impacts. There are limit values set for the amount of NO_2 in our air, for the protection of human health.

Particulate matter (PM) arises as a by-product of the combustion of petrol and diesel and can be thought of primarily as unburnt carbon from the chemical process of combustion. The PM emissions from diesel combustion are many times greater than from petrol combustion. However, depending on the vehicle type, an equal or much greater amount of particulate matter is seen to come from physical processes, such as brake pad, tyre and road surface wear.

Although no objectives for PM are exceeded in Northern Ireland, we still need to address what levels there are, bearing in mind the 'no safe level' approach, referred to in [Section 1.4](#). However, this chapter has a particular focus on NO_x emissions, since exceedances of EU and UK Air Quality Strategy limits have been observed for this pollutant.

2.1 NO_x Emissions from Road Transport

The Air Quality Directive and the UK Air Quality Strategy both set limits for nitrogen dioxide, NO_2 in ambient air. NO_2 can be emitted directly from combustion sources, but may also be formed when nitrogen monoxide, NO , is emitted and reacts with air.

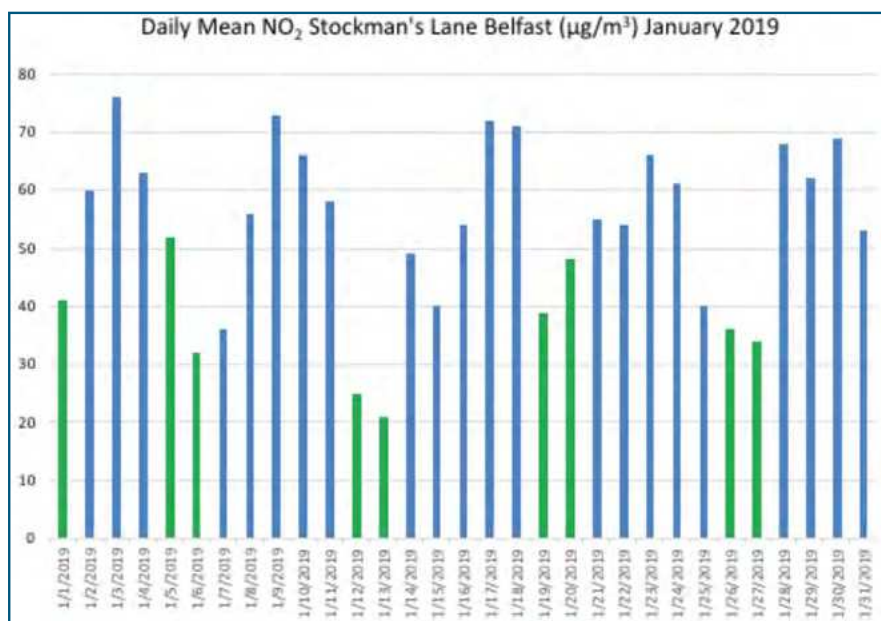


Figure 2-1

NO and NO₂, together are referred to as 'NO_x'.

Figure 2-1 shows the daily mean concentration of NO₂ measured at Stockman's Lane in Belfast during January 2019. Although there is a degree of variability (most likely due to wind), it is evident that the highest levels of NO₂ are seen on weekdays (blue bars) when compared with weekends (green bars): this suggests that commuter/business traffic, greater on weekdays, is contributing to higher levels of NO₂. In addition, levels measured on Tuesday January 1st - a public holiday - are lower than the following weekdays.

An analysis of NO₂ measured on a typical weekday is shown in **Figure 2-2**. We can see that NO₂ levels correspond with traffic behaviour, with highest levels occurring during peak traffic times (morning) and levels falling to their lowest overnight.

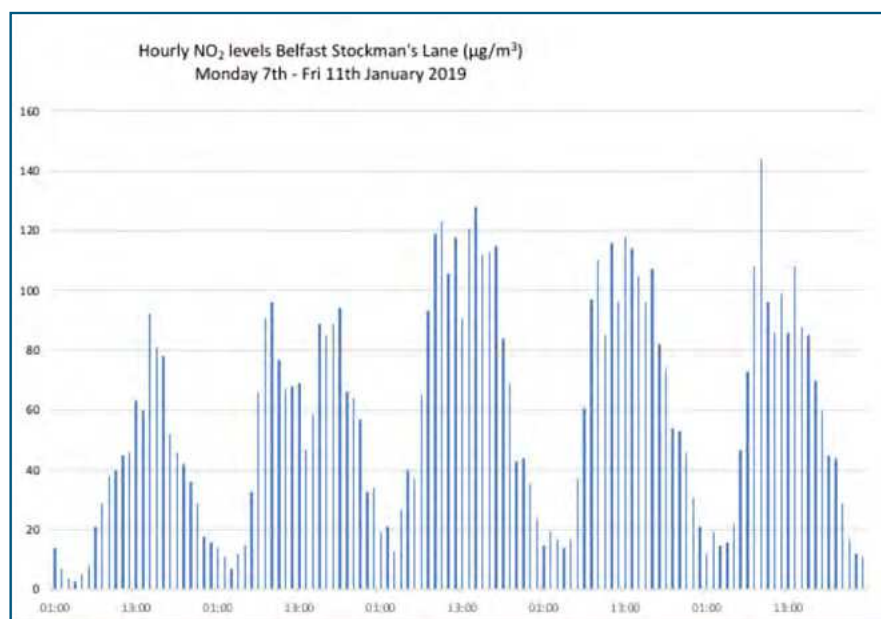


Figure 2-2



Levels of NO₂ measured at roadside locations are clearly due to vehicle exhaust emissions, with the highest levels of NO₂ found near the busiest roads.

An analysis of National Atmospheric Emissions inventory figures⁶⁷ shows that in 2017, road transport contributed 26% of Northern Ireland's NO₂ emissions, made up of 17.7% from passenger cars, 4.2% from light goods vehicles (LGV), and 3.6% from heavy goods vehicles, including buses and coaches. (**Figure 2-3**). Although road transport accounted for only 26% of Northern Ireland's total NO₂ emissions, it is the location of these emissions - on our roads, often close to homes, schools and shops in urban areas - that make their health impacts greater than those from other sources such as energy and industry, in terms of human exposure.



Figure 2-3 - NO₂ emissions in Northern Ireland 2017

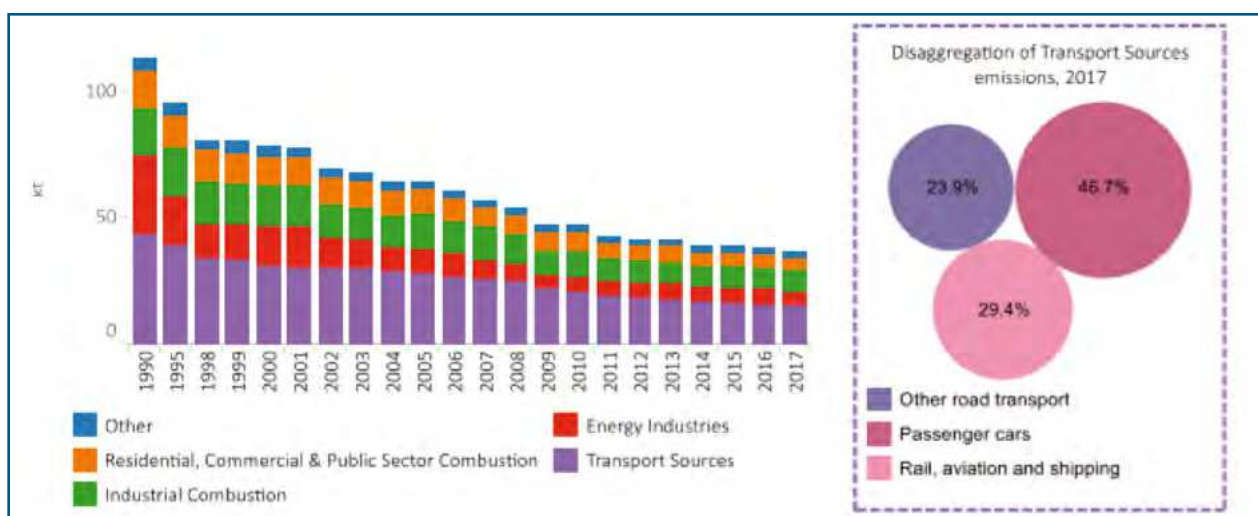


Figure 2-4 - Emissions of nitrogen oxides in Northern Ireland 1990-2017

⁶⁷ https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1910031755_DA_Air_Pollutant_Inventories_1990-2017_Issue_1.1.pdf



Figure 2-4 shows the long-term trend in NO_x emissions since 1990, again from the National Atmospheric Emissions Inventory, and also shows that almost 47% of total transport NO_x emissions are from passenger cars, with a further 24% coming from other road transport sources such as buses and HGVs. NO_x emissions from the road transport sector are of particular importance because they are associated with high population exposure to these pollutants.

It is worth noting that, with respect to inventory calculations of emissions from road vehicles in Northern Ireland, these are no longer informed by vehicle census data, but instead now rely on applying trends from vehicle-km data from Great Britain. The UK CCC has therefore recommended that NI government resume collecting vehicle traffic data.⁶⁸

Research has found that nitrogen dioxide, produced from road traffic, can react with volatile organic compounds released by urban trees leading to the formation of ground-level ozone that further worsens air quality.⁶⁹ A report by the Air Quality Expert Group notes that there are potential benefits of vegetation in changing dispersion and deposition processes and also potential problems.⁷⁰ In addition, although tree planting may shield nearby housing from air pollution, it can increase the canyon effect of a particular street or road, thereby concentrating air pollution for car users and cyclists. However, given that urban trees provide shade and can act as noise barriers, careful consideration must be given to their positioning to avoid unintended adverse consequences and outlined above.

Breaches of the EU air quality directive limit values for NO₂ are found along certain roads in Northern Ireland, as set out in the following section.

2.2 Air Quality Directive Exceedance

As has already been set out in Section 1.12, Greater Belfast is one of the reporting zones under the EU Air Quality Directive, for which an exceedance of nitrogen dioxide limit values has been identified. National modelling (using the UK Pollution Climate Model, PCM) has indicated that the main exceedances appear along the A12 Westlink/A2 Sydenham Bypass.⁷¹ As these roads are major arterial routes, vital to Northern Ireland's road network, tackling exceedances here is challenging.

It had been known for some time that emissions of NO_x from (diesel) vehicles were higher than those stated by Euro Standards. This was finally confirmed when the emissions issue involving diesel cars came to light. As a result of this, emission factors used in UK air quality modelling and pollutant inventory compilation have had to be revised upwards. Emission Factors are explained in the information box on the following page.

National modelling using the Pollution Climate Model (PCM) initially showed that levels of NO₂ along the A12 Westlink would be in exceedance of the Directive limit value until 2020; the latest figures, prepared using the higher emissions factors (that are more reflective of real-world driving

68 UKCCC, *Reducing Emissions in Northern Ireland*, 88.

69 Churkina, G. *et al.*, Effect of VOC Emissions from Vegetation on Air Quality in Berlin during a Heatwave. *Environmental Science & Technology*, 51(11): 6120-6130.

70 https://uk-air.defra.gov.uk/library/reports.php?report_id=966

71 <https://uk-air.defra.gov.uk/research/air-quality-modelling?view=modelling>



conditions), suggest that compliance will now not be achieved until 2023. These modelled levels take into account projected changes in volumes of road traffic and in particular local fleet composition, i.e. vehicle turnover, with older cars being replaced by newer ones with more efficient engines and tighter emissions controls in compliance with Euro vehicle standards.

What are Emission Factors?

Emission Factors (EFs) are vital pieces of information that we use to prepare emissions inventories as well as in emissions modelling. An EF is based on evidence and observation and will tell us the average amount of a pollutant emitted by a particular unit and activity. Examples of EFs include:

- Grams of nitrogen dioxide emitted by a diesel car per km travelled;
- Grams of methane emitted per year per head of grazing cattle;
- Grams of sulphur dioxide emitted per year per household burning coal.

EFs are average values that incorporate many assumptions, but they give us a manageable way of **estimating** emissions. We use EFs along with **activity data** to get estimates of total emissions of pollutants. The activity data is supplied by statisticians across NI departments.

$$\text{Mass of pollutant} = \text{activity data} \times \text{EF}$$

$$\text{Mass of NO}_2 \text{ emitted} = (\text{number of diesel cars and kms travelled}) \times (\text{EF for a diesel car per km})$$

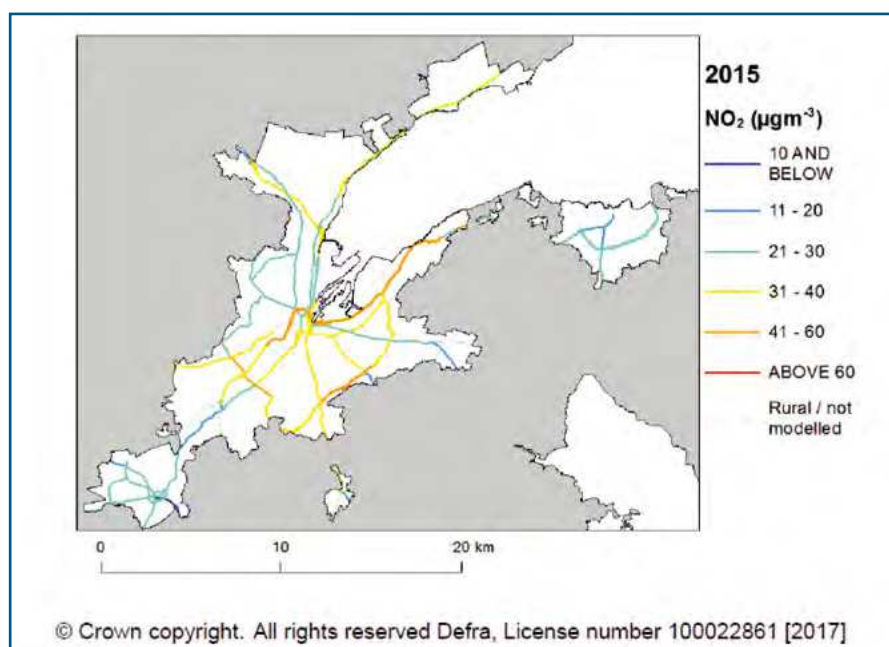


Figure 2-5 - map of modelled exceedances of NO₂ in Greater Belfast in 2015
(exceedances of the annual mean limit value are shown in orange)⁷²

⁷² As well as modelled values, compliance maps illustrate stretches of road where monitored values at specific locations are likely indicative of exceedance along the entire stretch of road: this is the case with Balmoral Avenue-Stockman's Lane -Kennedy Way, based on results from the Stockman's Lane AURN monitoring station.



Figure 2-5 shows that the modelled areas of exceedance in 2015 are the A12 Westlink, the M3, the A2 Sydenham Bypass towards Holywood and parts of the A55 ring-road (along the Knock dual carriageway, as well as the Balmoral Avenue-Stockman's Lane-Kennedy Way section).

Projections using the UK-wide PCM approach show that the A12 Westlink will be the last area to remain in exceedance of the Directive's limits, and that this will not comply with the NO₂ annual mean objective until at least 2023; however, it is important to note that these projections are based on 'business as usual' scenarios, incorporating vehicle fleet composition and traffic behaviour, and do not take into account any traffic reductions as a result of local measures (such as the Belfast Rapid Transit system, for example).

Local Nitrogen Dioxide Modelling by Belfast City Council

Recognising that detailed local modelling which uses more local traffic data could provide further accuracy with regard to compliance timeframes, DAERA engaged Belfast City Council to undertake detailed local modelling of nitrogen dioxide levels.

The results of this modelling project suggest that compliance will be achieved in Greater Belfast in 2021, one year earlier than is predicted by the UK-wide PCM modelling approach. In addition, this local modelling has shown that exceedances of the nitrogen dioxide limit value are only present along the M1 Motorway/A12 Westlink, and not along the other roads suggested by PCM such as A55 Knockbreda and A2 Sydenham Bypass. Nevertheless, the M1/A12 is perhaps the most difficult stretch of road on which to tackle NO₂ exceedances, given its role as a key transport corridor that is central to Northern Ireland's strategic road network.

Petrol vs Diesel

Although, in general, diesel cars are more fuel-efficient than petrol ones, and emit less carbon per mile travelled, they emit on average six times the amount of nitrogen oxides for the recent averaged fleet.⁷³

⁷³ Wakeley et al., UK Informative Inventory Report (1990 to 2015), Ricardo AEA, Jan 2017, 147: https://uk-air.defra.gov.uk/assets/documents/reports/cat07/1703161205_GB_IIR_2017_Final_v1.0.pdf



Northern Ireland's Vehicle Fleet

At the end of 2018:

- There were 1,180,542 vehicles licensed in Northern Ireland - an increase of 1.9% from the previous year
- From 2006 to 2016, the number of vehicles in Northern Ireland increased by 18%
- This compares with 14% in Scotland, 13% in England, and 11% in Wales
- 61% of all vehicles were fuelled by diesel
- This included 462,311 diesel cars (56% of all cars)
- There were 358,772 petrol cars (44% of all cars)

At 20th June 2019, there were 2,794 'Plug-in' Grant eligible cars.

During 2018/19, 82% of households had access to a car or van (figure for England was 76% in 2018).

Figure 2-6 shows the number of petrol and diesel cars registered on Northern Ireland's roads since 2004. The data show that 2007 was the first year in which the number of diesel cars⁷⁴ exceeded those of petrol, with the gap widening every year since.

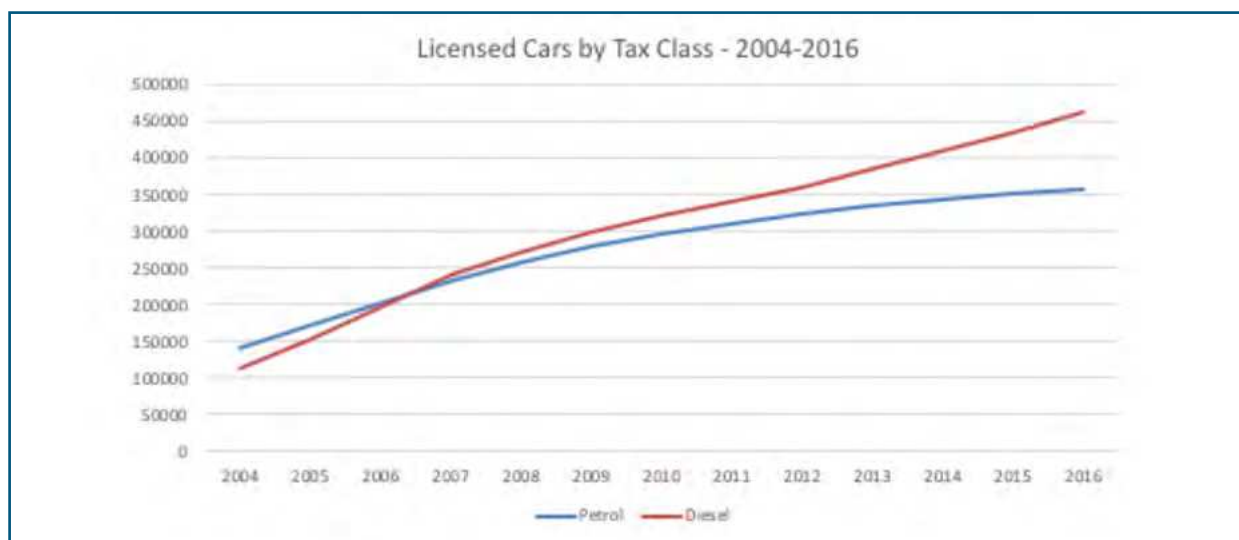


Figure 2-6 - petrol-diesel split of Northern Ireland car fleet 2004-2016

⁷⁴ According to vehicle classifications used in transport statistics, cars can either be counted in the 'LGV' (light goods vehicle) category or in the 'car' category. Combined figures have been used.



Figure 2-7 shows figures for emissions of nitrogen oxides from petrol and diesel cars, taken from the National Atmospheric Emissions inventory. Nitrogen oxides emissions were at relatively high levels from petrol cars in the 1990s, but improvements in engine technology has seen overall NO_x emissions from cars decrease to just over 20% of 1990 levels, while increased diesel ownership means that diesel NO_x emissions in 2017 represented 90% of the total.

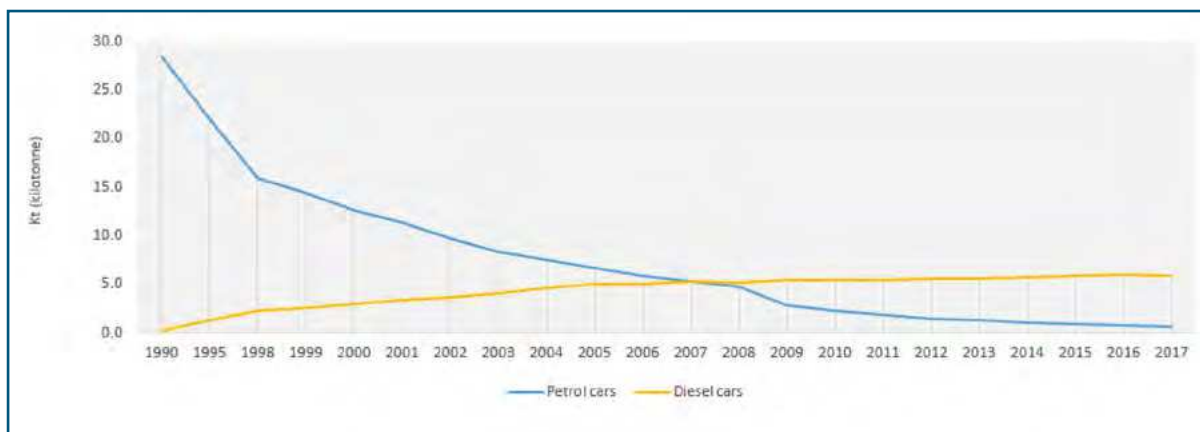


Figure 2-7 - Emissions of nitrogen oxides (t), NO_x, from petrol and diesel car fleets in Northern Ireland, 2010-2017.⁷⁵

The popularity of diesel vehicles is one of the reasons for the problems we now see with levels of nitrogen dioxide. However, obtaining accurate emissions readings from diesel vehicles has been complicated by attempts to cheat the system such as ‘Dieselgate’, whereby it became known that some diesel vehicles were not performing under real-world driving conditions during official vehicle test cycles, and so their ‘official’ emissions varied greatly from real-world emissions (see Section 3.2).

In addition, emissions ‘cheat devices’ which give false emissions readings are being fitted to vehicles to circumvent emissions rules and cut the costs of operating. From September 2018, the Driver and Vehicle Standards Agency (DVSA) enforcement staff have been checking lorries for emissions cheat devices. If caught they must remove the device and repair the emissions devices or else they will face fines, have their vehicle taken off the road or potentially, lose the operators’ licence.⁷⁶

Driver and Vehicle Agency (DVA) enforcement staff routinely check the integrity of vehicle exhaust and emission control systems at the roadside and any vehicle detected with a defective emission control system or cheat device will be prohibited from use until it undergoes further technical inspection and is found to be compliant with legal requirements.

In addition, the user of an offending vehicle may be issued with a Fixed Penalty Notice or face prosecution action.

⁷⁵ *Atmospheric Emissions Inventory*, Appendix H, 97.

⁷⁶ <https://www.gov.uk/government/news/checks-for-lorry-emission-cheats-start-across-great-britain>





Policy Recommendations

The National Institute of Health and Care Excellence (NICE) has produced a Quality Standard, 'Air pollution: outdoor air quality and health'.⁸⁰ The Standard covers road traffic-related pollution and its impact on health, and describes high quality actions in priority areas for improvement. The Standard is supported by four Quality Statements. These are presented in **Table 2-1**. Whilst the NICE Standards are based on the English policy model, **Table 2-1** has been adapted to suggest how this model might apply in Northern Ireland.

An assessment of technology options to reduce road transport emissions (both greenhouse gases and air pollutants) by Policy Exchange (**Figure 2-9**) shows modal shift to be an option with both high air quality potential and low consumer cost.⁸¹ The report contains a number of recommendations for government including the introduction of Clean Air Zones, vehicle scrappage schemes, and recommendations on other vehicle fuel technologies such as biodiesel, gas and electric vehicles. The recommendations on modal shift include investment in improved public transport and increasing the proportion of the overall transport budget that is spent on cycling and walking.

⁸⁰ <https://www.nice.org.uk/guidance/qs181>

⁸¹ Policy Exchange, 2017: *Driving down emissions: How to clean up road transport?* <https://policyexchange.org.uk/publication/driving-down-emissions-how-to-clean-up-road-transport/>



Table 2-1 - Adaptation of “NICE Quality Standard, ‘Air pollution: outdoor air quality and health’, Quality Statements”

Statement	Aims	Who?	Comments
1 - Strategic Plans	Key strategies including Local Development Plans should take account of how they will address air pollution, including enabling zero- and low-emission travel and developing buildings and spaces to reduce exposure to air pollution.	Department for Infrastructure, NI district councils	The recommended quality measures - for example levels of air pollutants, and outcomes, such as percentage of people walking and cycling - have a very strong read-across to the NICS Outcomes Delivery Plan and the indicator on air quality which supports Outcome 2.
2 - Planning applications	Local planning authorities assess proposals to minimise and mitigate road-traffic-related air pollution in planning applications for major developments.	District councils, DAERA, Department for Infrastructure	In NI, Council planners consult with Environmental Health Departments regarding possible air quality impacts. Supplementary planning guidance should be updated.
3 - Reducing emissions from public sector vehicle fleets	Public sector organisations reduce emissions from their vehicle fleets to address air pollution. Publicising these measures can set good example.	The NI Transport Holding Company (Translink), Department for Infrastructure, NI government departments, district councils.	Organisations could use the Organisations could use the NHS Sustainable Development Unit’s Health Outcomes of Travel Tool (HOTT). ⁸²
4 - Advice for people with chronic respiratory or cardiovascular conditions	Children, young people and adults with chronic respiratory or cardiovascular conditions are given advice at routine health appointments on what to do when outdoor air quality is poor.	Department of Health, Health Trusts, HSC Health and Social Care Northern Ireland, GP surgeries, DAERA.	Standard health advice should be agreed and tie in with advice offered by NI Direct and high air pollution alerts issued by DoH and DAERA.

⁸² <https://www.sduhealth.org.uk/delivery/measure/health-outcomes-travel-tool.aspx>



	Time to deployment	Decarbonisation potential	Air quality potential	Consumer cost	Infrastructure requirements
Conventional vehicle (inc. non plug in hybrids)	Fast	Medium	Medium	Low	Low
Battery electric vehicles & plug in hybrids	Medium	High	High	Medium	High
Hydrogen fuel cell electric vehicles	Slow	High	High	High	High
Biofuels	Medium	Low	Low	Low	Low
Gaseous fuels	Fast	Low	High	Low	Low
Modal shift	Varies	Medium	High	Low	Varies
Mobility as a service (e.g. car sharing)	Fast	Medium	Medium	Low	Low
Autonomous vehicles	Slow	Uncertain	Uncertain	High	High

Figure 2-9 - High level assessment of technology options for cleaning up road transport

NICE has considered the evidence relating to local interventions aimed at reducing road-traffic-related air pollution and the potential benefits to health. The NICE guidelines recommend a range of interventions in the areas of planning policy, local development, clean air zones, public sector transport and vehicle fleets, smooth driving and speed reduction, the promotion of walking and cycling, and raising awareness of road-traffic-related air pollution and its impacts.⁸³

⁸³ <https://www.nice.org.uk/guidance/NG70>



Measures To Address Air Quality Directive Exceedance

As a result of exceedances of the Directive limit values for NO₂ across the UK, a UK Action Plan has had to be drawn up, showing the UK's overall approach, underpinned by detailed Zone Plans which highlight local measures. The main measures for the Belfast Zone Plan are shown in the box below.

As can be seen, measures to tackle NO₂ are focused primarily on promoting modal shift from private car use to other, lower-emissions forms of transport, such as: public transport (including Park and Ride schemes), active travel (walking and cycling).

The measures therefore appear in the Air Quality Zone Plan for Greater Belfast⁸⁴ (prepared to address exceedances of the Air Quality Directive).

Local Measures to Tackle NO₂ in Belfast

- **Belfast Rapid Transit**

A more frequent and reliable service for passengers, using diesel-electric hybrid vehicles. Road Space is allocated to give priority to BRT vehicles by way of 12-hour bus lanes.

- **Belfast Transport Hub**

A class-leading integrated public transport hub for Belfast. The Hub is set to be located on the 20-acre site of the existing Europa bus centre and Great Victoria Street train station. The new hub will offer a fully integrated transport solution, catering for rail, bus and coach, taxi, car and bicycle users.

- **Urban car parking restrictions**

Parking spaces in Belfast City Centre will be more closely managed using a combination of time restrictions, payment levels and residents' parking schemes, to reduce the availability and use of spaces by commuters

- **Belfast Multi-Modal Transport Model**

A computer-based multi-modal transport model and support services in order to assist DfI to prioritise transport investment. The model will be used to test impacts of potential new highways, public transport, walking and cycling schemes at the planning and prioritisation stages.

- **Bicycle Strategy for NI**

- **Ecar NI - Ultra Low Emission Vehicles**

- **Park & Ride for bus and rail services**

- **York Street Interchange**

A major road scheme that will improve traffic flow and ease congestion along the A12 Westlink

- **Fleet improvement (buses)**

- **Public bike-hire scheme**

⁸⁴ <http://www.belfastcity.gov.uk/buildingcontrol-environment/pollution/pollution-about.aspx>



2.4 Modal Shift

Encouraging a modal shift to active travel (walking and cycling) and greater use of public transport will have a significant impact on reducing air pollution from transport, whilst improving health and wellbeing. **Figure 2-10** is taken from the NICS Outcomes Delivery Plan indicator for percentage of journeys undertaken by walking, cycling and public transport, which uses information taken from the Travel Survey for Northern Ireland.⁸⁵

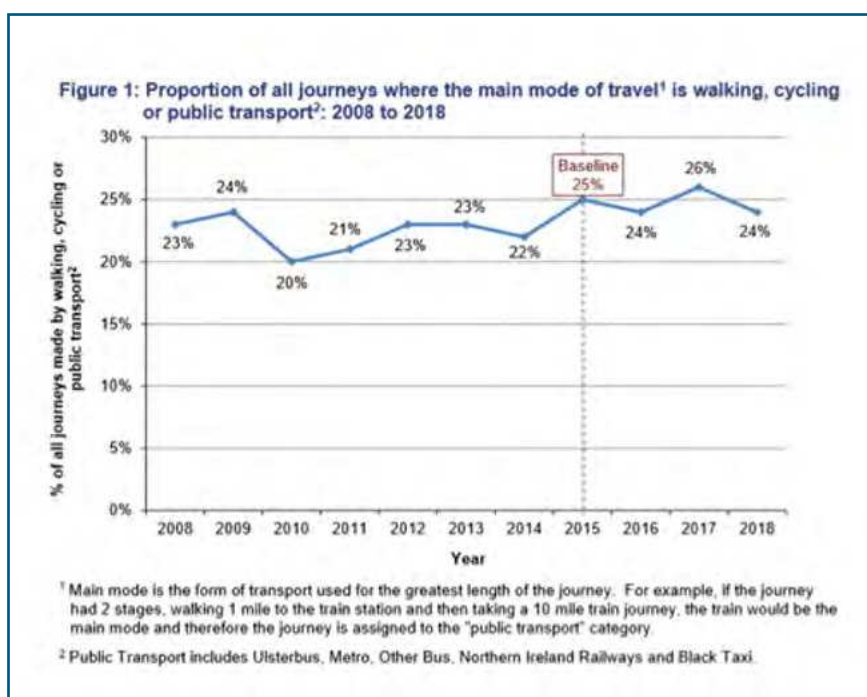


Figure 2-10 - journeys in Northern Ireland where the main mode of travel is walking, cycling or public transport 2008-2018

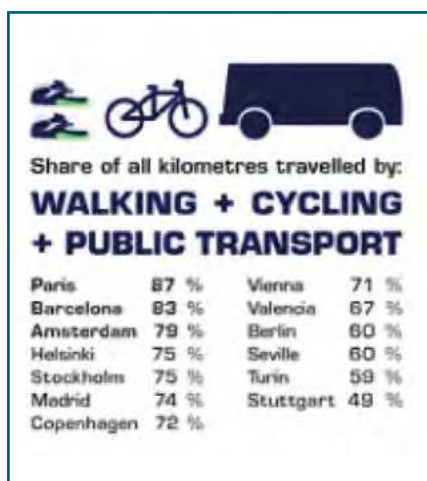
In 2018, just under one quarter (24%) of all journeys were taken by walking, cycling or public transport. There has been no statistically significant change comparing the figure for 2018 to that for the baseline year (25% in 2015). Indeed, there has been no significant change in modal choice when comparing to the earliest available Travel Survey for Northern Ireland data.

The proportion of all journeys made by walking, cycling or public transport for residents of Belfast Local Government District was 41% in 2015-2017. Meanwhile, the proportion of all journeys made in Northern Ireland by car was 70%⁸⁶; this compares with 61% in England.⁸⁷

⁸⁵ Department for Infrastructure, Travel Survey for Northern Ireland: <https://www.infrastructure-ni.gov.uk/articles/travel-survey-northern-ireland>

⁸⁶ Department for Infrastructure (2018), TSNi Headline Report 2015-2017: <https://www.infrastructure-ni.gov.uk/publications/travel-survey-northern-ireland-depth-report-2015-2017>

⁸⁷ Department for Transport (2018), National Travel Survey: England 2017: <https://www.gov.uk/government/statistics/national-travel-survey-2017>



The information box below ‘Short Journeys’ shows how 78% of short journeys in Greater Belfast were made by car: arguably, these are journeys that could have been made by walking, cycling and public transport.

Looking at active travel in other European cities shows that the share of all kilometres travelled by walking, cycling and public transport can be as high as 87%, in the case of Paris.⁸⁸ In cities like Paris, Barcelona, Amsterdam, Stockholm and Copenhagen, there are high levels of walking and cycling (ranging from 42-68%), meaning that the proportion of kilometres travelled by car are conversely low.

Short Journeys

- In 2015-17 across Northern Ireland, **journeys under 5 miles** accounted for over 64% of all journeys made (78% in Greater Belfast)
- Of these, 62% were made by car (47% in Greater Belfast)
- 35% of all journeys were less than 2 miles long and 47% of these journeys were taken by car (for residents of Belfast, 43% of all journeys were less than two miles long and 33% of these were undertaken by car).
- The majority of journeys within urban areas and smaller towns are short, often less than one mile. These journeys are primarily undertaken by car.

Increasing the proportion of journeys undertaken by walking, cycling and public transport has the potential to reduce the number of private cars on our roads, and to decrease associated emissions of nitrogen oxides. It is also clear that a focus on short journeys - which are more suitable for walking or cycling - could deliver benefits. Clearly, a comprehensive and attractive public transport system in urban areas can help, as can a safe and attractive network of cycle facilities. The key change factor is to develop transport policies which prioritise walking, cycling and public transport (particularly in our towns and cities) rather than prioritising the flow of motor vehicles.

In addition, greater integration of land-use planning and transport planning processes can make a significant contribution. This is discussed in further detail in Chapter 7. The designation of areas for development should consider whether key services are accessible by public transport and active modes to provide a realistic alternative to private car. Planned increases in urban development densities in public transport corridors can help locate housing closer to jobs and services, boost public transport patronage and reduce private car use. The new Belfast Metropolitan Transport Plan will be prepared in conjunction with the land-use planners responsible for the new Local Development Plans in the Belfast area.

⁸⁸ <https://www.eea.europa.eu/media/infographics/transport-in-cities/view>



Figure 2-11 - Park & Ride Schemes in Northern Ireland⁸⁹

Figure 2-11 shows the location of Park & Ride Schemes. Park & Ride Schemes encourage people, in particular commuters, to leave their cars at outlying rail and bus stations or stops and transfer to public transport, so reducing the amount of private car traffic into urban areas. Park & Ride sites can also be used as meeting points for car-sharing, which also reduces private car volumes. Unlike walking and cycling, Park & Ride is primarily for longer journeys.

At the time of writing, there were 57 Park & Ride sites. 25 of these were in the Belfast metropolitan area (combined total of 4216 spaces), while 32 were outside the Belfast metropolitan area (5043 spaces). Translink estimates that current sites are operating at approximately 90+% capacity and accommodate over 8000 cars on a typical day, which equates to almost 50km of traffic.

Under the Strategic Park & Ride Delivery Programme 2013-2016, 2,100 additional spaces at 14 locations across Northern Ireland were delivered. This included four major new facilities at Bangor (222 spaces), Ballymartin (420 spaces), Dundonald (520 spaces) and Tamnamore (312 spaces). The total investment by government over this period was around £9.5m.

A new ambitious programme for 2016-2020 has been established, which aims to deliver further facilities across Northern Ireland, subject to the availability of funding. This Programme has already delivered over 1,250 additional spaces.

Figures from an October 2018 survey of Park & Ride usage reveal that the majority of Park & Ride facilities are over 90% full on a daily basis. This reinforces the importance of these facilities to the travelling public.

Some measures included in Belfast City Council's 2015 Air Quality Action Plan, as well as the Department's Air Quality Plan for Greater Belfast, will further promote public transport over private car travel, including the Belfast Rapid Transit system, introduced in September 2018, and

⁸⁹ <http://www.translink.co.uk/Services/Other-Translink-Services/Park--Ride/>



the Belfast Transport Hub at Weaver's Cross and the Belfast Rapid Transit system, introduced in September 2018. The Glider vehicles are powered by diesel-electric hybrid technology reducing carbon emissions by 30% compared to the buses they replaced. The service has proved extremely popular since launching with 45,000 additional passenger journeys made each week. Overall Glider patronage has exceeded expectations with 9.7 million journeys i.e. a 70% increase when compared to the 2013 baseline figure recorded indicating a step change in public transport provision.

Translink - Measures to Promote Modal Shift

Northern Ireland's public transport provider, Translink, continues to work on several fronts in promoting modal shift:

- new trains introduced in 2003/04 passenger journeys on the railways have more than doubled to over 15m per year;
- introduction of 'Glider' along with associated ticketing upgrades, road priority and increased Park and Ride facilities has seen an 8% modal shift from private car use.

Planned measures that will further increase modal shift include:

- new vehicles with the latest environmental credentials;
- further development of Park and Ride sites;
- Introduction of a new integrated, account-based ticketing system;
- Roll out of real time passenger information throughout the bus network across Northern Ireland;
- Full integration between services both in relation to journeys and fares.

2.5 Public Transport - Translink

Providing high quality public transport not only enables a region to thrive, it also helps to address the challenge of congestion and air quality, creating healthier towns and cities. On an individual level it gives people choices, freedom and more opportunities in terms of business, education, shopping, travel, tourism and leisure pursuits.

UITP, the International Association of Public Transport, reports that on average, public transport consumes three to four times less energy per passenger than cars for every mile travelled.⁹⁰

Northern Ireland's public transport provider, Translink, has developed a corporate strategy entitled 'Get on Board' which sets out its vision: "To be Your First Choice for Travel in Northern Ireland." Their mission is to work innovatively and efficiently taking a collaborative approach

⁹⁰ <https://www.uitp.org/sites/default/files/Grow%20with%20Public%20Transport.pdf>



with all relevant stakeholders to deliver a transformation in public transport, providing integrated services which connect people, enhance the economy and improve the environment, enabling a thriving Northern Ireland.

The Strategy sets out how Translink will deliver results across four key objectives:

- To deliver excellent bus and rail service performance.
- To deliver outstanding customer satisfaction at every touch point.
- To grow the number of passengers using public transport.
- To deliver value for money.

A key part of Translink's strategy, in the context of clean air, is to ensure the most environmentally friendly and fuel-efficient vehicles are in operation across their fleet, with fleet strategy developed which will result in a **zero emission** bus fleet by 2040, by including the following measures:

- Belfast/Foyle Metro - no more diesel and minimum standard of hybrid 2019;
- Introduction of first zero emission buses Belfast/Foyle Metro 2021
- Euro VI conversion of all Belfast/Foyle Metro 2022;
- Commence introduction of zero emissions across all routes (except Goldline) 2025;
- Belfast/Foyle Metro complete zero emission fleet 2030;
- Commence introduction of zero emission coach (Goldline) 2032; and
- Total zero emission fleet 2040.

Translink are continuing to work on bringing forward plans to improve the frequency and capacity on the rail network and have a Rail Network Utilisation Strategy which prioritises the investment needs arising from the Future Rail Investment Strategy. The Rail Network Utilisation Strategy has been developed to scope potential fleet investment in order to increase passenger capacity on the rail network.

In terms of the rail fleet strategy, the size of the fleet is much smaller than in bus and there are fewer options. The technologies including diesel hybrids, bi-modes (Diesel-Electric) and full electric trains are deemed the most feasible options at present and are already being considered by Translink. Translink currently has an aspiration to achieve an entirely **zero-emission** fleet by 2040. At this stage, it is not clear whether electrification of all or part of either the NI Railways network and/or the cross-border route is economically justified. Further work is required in this area to ascertain the feasibility of whole route electrification by 2040, as well as ongoing monitoring of the advancement of zero-emission alternatives such as hydrogen power.



Translink's Fleet Strategy in summary:

- Translink will target a zero-emission bus and rail fleet by 2040, through migration towards propulsion systems supplied by energy generated from sustainable energy sources;
- All Translink Metro (Belfast and Foyle) and Goldline fleets will meet Euro VI Diesel Engine Emission standards by the end of 2022;
- All Belfast and Foyle Metro services will be operated by zero-emission vehicles by 2030;
- New bus and train fleets will be procured focusing on:
 - Improving the customer experience;
 - Safety standards;
 - Sustainability/carbon neutral technologies;
 - Zero emissions;
 - Life cycle cost efficiency;
 - Modernity/innovation.

As an example of the efficacy of this approach an assessment of the Environmental improvements achieved by Translink's Strategy shows that by 2030, the proposed bus fleet would emit approximately 61% less CO₂, 90% less NO_x and 91% less PM, compared with the emissions from the 2019 fleet.

It must be borne in mind however that zero emission is in the context of the exhaust emissions only. There will still be the non-exhaust emissions from the vehicles i.e. tyre, road and brake wear particles. The use of public transport does, however, help to mitigate these emissions very effectively. For example, one Glider (with 8 tyres) can replace 80 cars with 320 tyres thereby significantly reducing tyre wear particles and silicate dust from road wear. Also, because it is a hybrid, it utilises energy recovery and thereby reduces brake dust emissions.

However, reducing the emissions of the Translink fleet will only provide benefits to the people of Northern Ireland if a real and sustained modal shift can be achieved.

Currently, on the other main radial routes serving Belfast, only 15% of the lanes have bus prioritisation measures and in other major urban areas with significant air quality issues, such as Derry/Londonderry, there are no bus prioritisation measures. This may therefore be a factor that requires consideration, moving forward.



2.6 - Glider

Glider, introduced in 2018, is contributing enormously to social, economic and environmental benefits to wider society by offering a modern, high quality, public transport service providing people with better access to jobs, hospitals, shops, schools, colleges, and entertainment. It aligns closely with the objectives of the draft Programme for Government and plays a pivotal role in helping Belfast deliver its plans for sustainable growth as set out in the Belfast Agenda and Draft Local Development Plan Strategy.

Glider is helping customers to be more sustainable in how they live their lives, by getting them out of their cars and onto an environmentally friendly fleet of hybrid vehicles, reducing carbon, reducing emissions, providing paperless ticketing and a high quality environment in terms of accessibility, space, security and on-board information. Glider also incorporates high quality halts enabling easy access to vehicles, real-time information for easier journey planning and off-vehicle ticketing to speed up the boarding process.

Glider contributes socially and economically linking East Belfast, West Belfast and Titanic Quarter via the city centre. The programme of works to deliver the Glider was carried out over a period of approximately 5 years and included the development of 30 bespoke vehicles, a new advanced ticketing system, new modern and sustainable service centre for the maintenance of the vehicles, over 100 new interactive Glider halts, a new Park & Ride site and interchanges in East and West Belfast which also support active travel, and extensive road and public realm improvements across approximately 25km of roads. It also included a step change in road priority with bus lanes installed across approximately 50% of the Glider routes.

Research shows strong correlations between a good public transport system and the promotion of competitiveness and sustainable development of an area. It has also been found to assist in delivering an environmentally sustainable economy. Translink has been, and is, raising awareness about the importance of more sustainable lifestyles by:

- Encouraging mode shift away from non-essential car use by providing a safe, economic and reliable alternative to the private car;
- For the first time, providing a direct cross-city service linking East and West Belfast, improving connectivity between historically divided communities and improving access and mobility for deprived communities and those with disabilities, particularly to essential services;
- Contributing to active travel and quality of life improvements via the provision of complementary secure cycle shelters along the dedicated route, enhancing multi-modal opportunities; and
- Reducing congestion and contributing to the Belfast Air Quality Action Plan 2015-20.



Translink is influencing changes to more responsible behaviour by having early meaningful engagement with all sectors, in particular disability and community groups, in order to deliver a highly accessible, successful outcome.

Changes to more responsible behaviour is already evident as Translink have delivered unprecedented growth in public transport in Belfast, with over 40,000 additional passengers using the Glider corridors each week. It is estimated that there has been an 8% modal shift on the routes served by the Glider service.

This is also evidenced by the Park and Ride site at Dundonald where usage has already increased by approximately 75%. Glider vehicles are demonstrating a 10% to 40% improvement in fuel efficiency when compared with current double-deck buses in Belfast (dependent upon vehicle type). A 90% reduction in NO_x and particulate matter emissions has also been recorded.

2.7 - Cycling

Promoting everyday cycling can make a significant contribution to reducing the number of short journeys currently made by car. A Bicycle Strategy published in 2015 by the former Department for Regional Development centred on development of a comprehensive network of infrastructure for the bicycle, support for people who travel by bicycle, and the promotion of cycling for short journeys. In some European cities such as Copenhagen, cycling has grown to become the dominant form of transport within the city.⁹¹

Cycling in Northern Ireland

The former Department for Regional Development published '*Northern Ireland Changing Gear - a Bicycle Strategy for Northern Ireland*' in August 2015 with a vision of 'a community where people have the freedom and confidence to travel by bicycle for everyday journeys'.

The Strategy is based on three pillars:

- BUILD a comprehensive network for the bicycle
- SUPPORT people who choose to travel by bicycle
- PROMOTE the bicycle as a mode of transport for everyday journeys

The ambition of the strategy is to increase the proportion of all journeys undertaken by bicycle from <1% to around 6% in 2025 and 12% by 2040. '*Exercise - Explore - Enjoy: a Strategic Plan for Greenways*' was published in November 2016 with proposals for a 1,000km greenway network across Northern Ireland.

A Belfast Bicycle Network of around 130km is currently being developed with the aim of bringing good quality segregated bicycle infrastructure within the reach of most people within the city by 2025. New segregated cycle tracks at Alfred Street, College Square, High Street and Middlepath Street are being delivered to better link existing bicycle infrastructure with the city centre.

⁹¹ http://kk.sites.itera.dk/apps/kk_pub2/?mode=detalje&id=823



In Northern Ireland, sustainable travel initiatives are supported by other stakeholders, such as SusTrans - a UK charity that promotes walking and cycling. The information on SusTrans, below, shows that it is involved in initiatives that aim to promote walking and cycling, instead of car use, whether this is to schools, hospitals or workplaces.

Sustrans Northern Ireland

SusTrans is a charity that makes it easier to walk and cycle. SusTrans Northern Ireland projects underway include:

- Active School Travel Programme: tackling the problem of congestion and air pollution at school gates by encouraging more pupils and staff to walk and cycle.
- Leading the Way with Active Travel - Belfast and North West: sponsored by PHA and working with large public sector employers to support employees in actively travelling to work.
- CHIPS (Cycle Highway Innovation for Smarter People Transport and Spatial Planning) Project - EU funded project that aims to improve air quality through changing a commute to work by car to one by bike, mainly along the Comber Greenway corridor. Based in East Belfast, it involves engaging with employees and working with EU partners to share learning and experiences. Over the last three years, it has involved engagement with 15,000 employees. It has established an Active Travel Hub at CS Lewis Square, which has become a public-facing point of engagement for Active Travel activities, offering cycle training, bike maintenance and route planning. A fleet of e-Bikes was purchased to support more people in cycling to work, but who face more challenging commutes for reasons such as distance, topography or who feel they need some to build up fitness levels gradually.
- Legislative amendment is currently being planned that will exempt e-bikes from the current licence, tax, insurance and other requirements that must be in place to operate e-bikes in NI. As such these bikes have not yet been deployed.

One area that could see growth is electric bicycles ('e-bikes', or 'pedelecs'), which could enable people who find that distance of fitness limits their ability to cycle to work, and a future SusTrans project will aim to look at this.

DAERA has recently committed funding to SusTrans to support employment of an Active Travel Officer for three years.



In 2019, SusTrans released its third biennial report, *Bike Life 2019 Belfast*.⁹² The report uses local cycling data, modelling and representative survey information to produce headline facts and figures that give valuable insights into cycling in Belfast. Some of these include:

- 51% of residents surveyed feel that they should cycle more;
- 5% of residents surveyed cycle five or more days a week in Belfast. This compares with 13% for public transport, 51% for walking, and 54% for car or van.

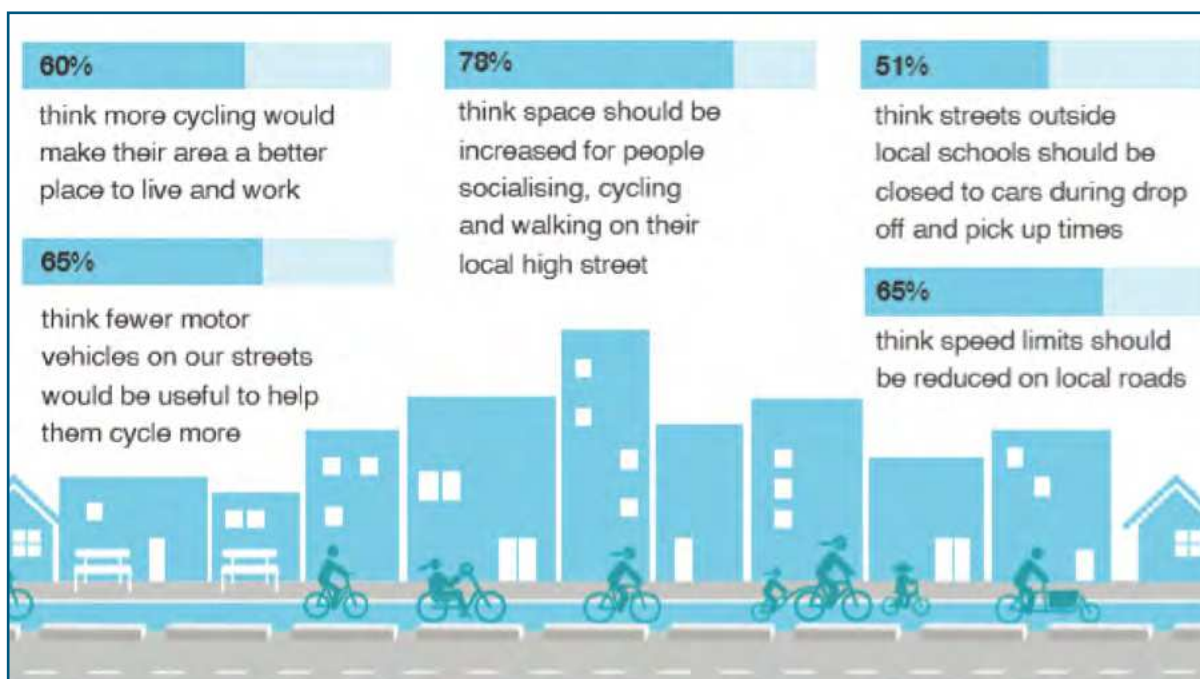


Fig 2-12 - from 'Bike Life 2019 Belfast', Sustrans

Among survey respondents interviewed by SusTrans, a majority of people feel that more cycling would make their area a better place to live and work (**Fig 2-12**).

However, barriers to cycling were also identified, with safety being the single largest barrier to more people cycling - 48% of residents do not cycle, or cycle less often due to concerns over safety.

A new Cycle-Friendly Employer Accreditation Scheme for the UK was piloted in Belfast, which rewards companies who make their workplaces supportive for cycle commuters. Organisations must meet a range of measures including communications, training and incentives for staff as well as physical facilities such as secure cycle parking, showers and changing rooms.

Another Sustrans report, 'Bike Life: Transforming Cities', which uses data from Bike Life 2017 from seven cities, including Belfast.⁹³

⁹² https://www.sustrans.org.uk/media/5943/200228-bikelife19_belfast_v58_web.pdf

⁹³ <https://www.sustrans.org.uk/media/2940/2940.pdf>



Key findings in this report are taken from modelling studies from 2017 to 2040, which, assume a doubling of the number of cycling trips approximately every eight years. For Belfast in 2040, this could mean:

- 115,000 cycle trips every day;
- Prevention of 31 early deaths, from increased physical activity;
- Avoidance of 1,600 long-term health conditions;
- A saving of 20,000 tonnes of greenhouse gas emissions;
- An annual economic benefit of £101 million.⁹⁴

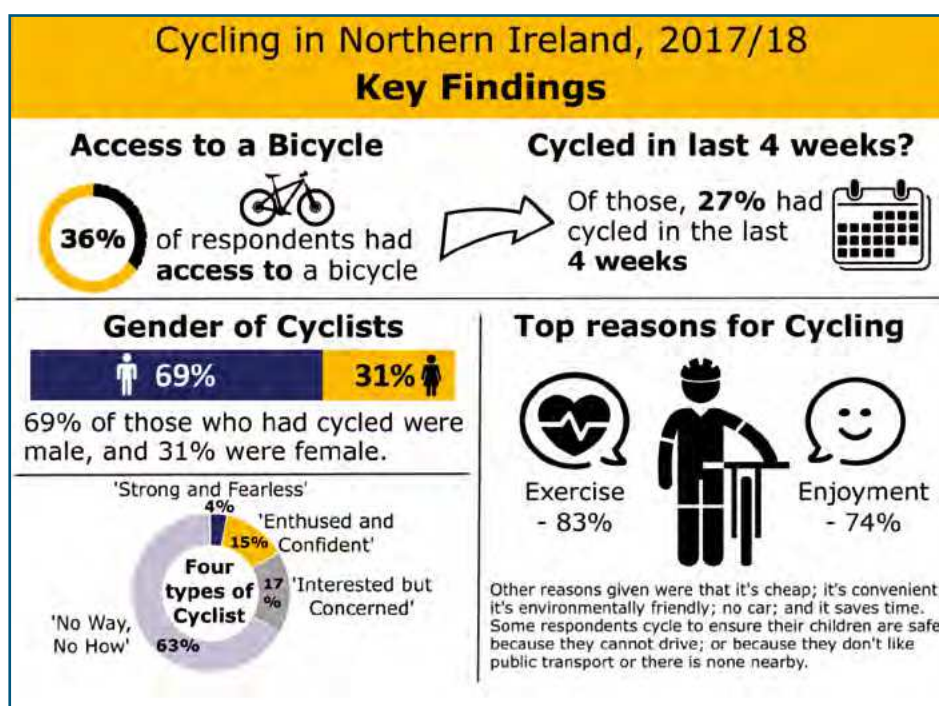


Figure 2-13 - 2017/18 Key figures: Cycling in Northern Ireland report

Figure 2-13 shows statistics from the 2017/18 Cycling in Northern Ireland report⁹⁵ which is produced by the Department for Infrastructure (DfI).

A further report by DfI shows that just over half of survey respondents are satisfied with cycling in their area, though only 17% of people would be likely to use cycling for short journeys. Walking and public transport show higher rates of satisfaction, and much higher rates of likelihood to use these methods for short journeys (see **Figure 2-14**)⁹⁶

⁹⁴ The cumulative economic benefit between 2017 and 2040 is estimated at £1.1 billion.

⁹⁵ <https://www.infrastructure-ni.gov.uk/system/files/publications/infrastructure/cycling-in-northern-ireland-2017-18.pdf>

⁹⁶ Department for Infrastructure, *Attitudes to Walking, Cycling and Public Transport in Northern Ireland 2018/2019*: https://www.infrastructure-ni.gov.uk/sites/default/files/publications/infrastructure/attitudes-to-walking-cycling-and-public-transport-in-northern-ireland-2018-2019_0.pdf

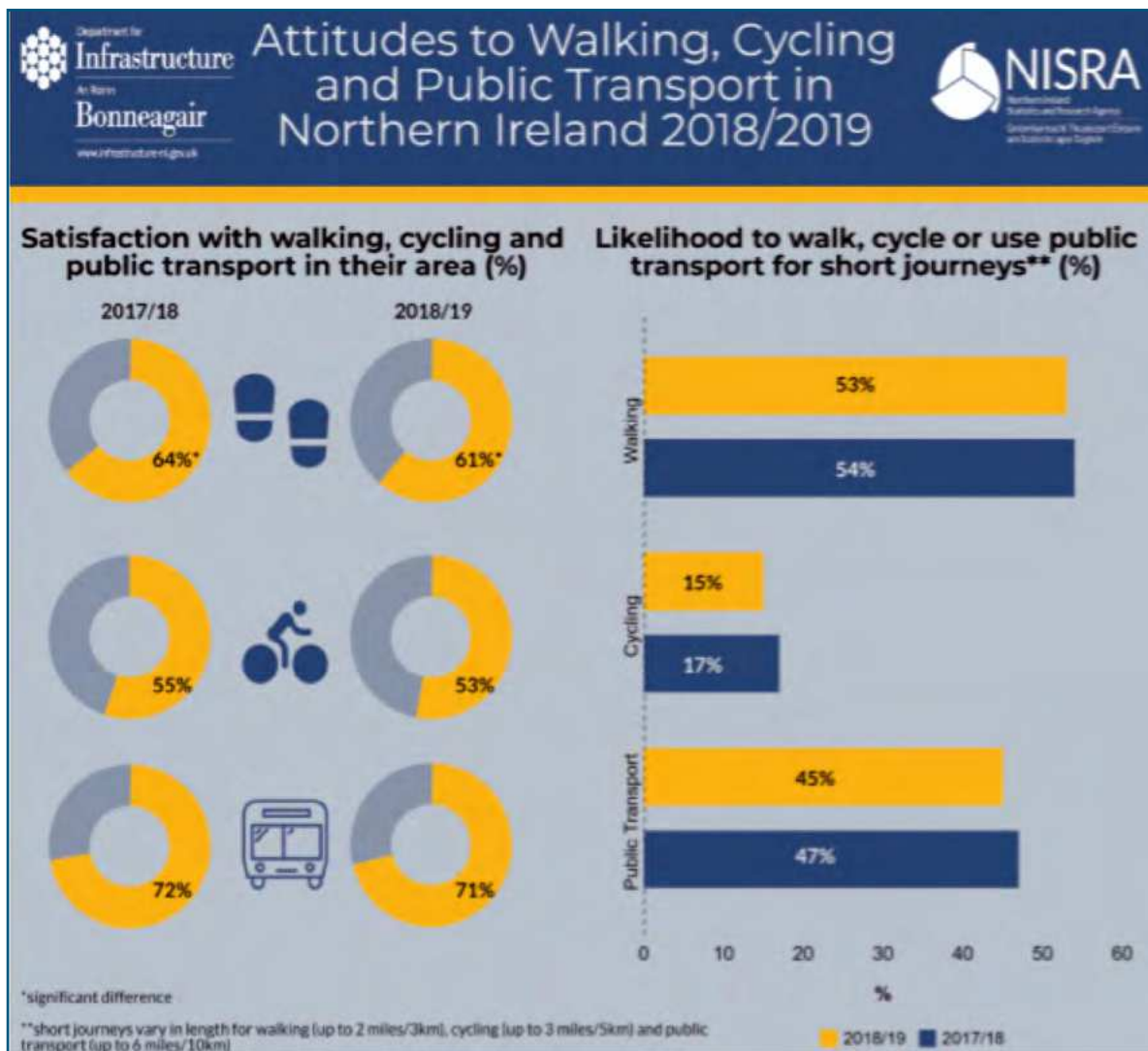


Figure 2-14 - Key figures: Attitudes to Walking, Cycling and Public Transport in Northern Ireland 2018/2019

Encouraging Modal Shift and Sustainable Transport

Q: Are there any potential measures not included here that you believe could help encourage a shift away from private car use to walking, cycling, and public transport?



2.8 Ultra Low Emissions Vehicles (ULEVs)

Ultra low emissions vehicles (ULEVs) include vehicles powered purely by electricity, 'e-cars', as well as 'plug-in hybrids' that run both on electricity as well as a conventional combustion engine. Hydrogen and Biogas low and zero emission vehicles are also being developed and demonstrated across the UK. ULEVs have obvious benefits for local air quality, with none of the tail pipe emissions associated with petrol and diesel vehicles. Increasing uptake of electric vehicles (EVs) will impact overall electricity demand, but could also provide benefits to the electricity network and indeed consumers through greater flexibility of supply and demand.⁹⁷ The overall carbon emission impact of Electric Vehicles will depend on the electricity generation mix, and a future Energy Strategy will consider targets for renewable generation. As of 20 June 2019, there were 2,794 Plug-in Grant eligible cars registered in Northern Ireland.

The ecar charging network, owned, operated and maintained by the ESB Group through its ESB ecars business, is made up of 160 double-headed 22kW fast charge points and 17 50kW rapid charge points across 177 locations Northern Ireland; together with charge points in the Republic of Ireland, ESB operates almost 1100 charge points across the island of Ireland.⁹⁸



Fig 2-15 - e-car Charge Point

⁹⁷ <https://www.economy-ni.gov.uk/sites/default/files/consultations/economy/energy-strategy-call-for-evidence.pdf> p55

⁹⁸ <https://www.ecarni.com/charge-point-map>



The Continuous Household Survey for 2015/16, which was based on a random sample of 4,500 domestic addresses, contained questions about ecars; the ecar findings from the survey are presented in a separate DfI publication.⁹⁹ The dataset from the survey contains responses for 3,340 survey respondents aged 16 and over, who answered the ecar question set. The survey found that of those questioned, 94% said that they were 'not at all likely' to buy an electric vehicle as their next car, with 6% saying that they would be 'quite likely' and 1% 'very likely' to buy an electric vehicle as their next car (percentages have been rounded to whole numbers and so do not sum to 100). Key factors that would encourage electric vehicle purchase were found to include: no vehicle duty, grant towards purchase and low running costs and no vehicle duty.

The market for ultra low emission vehicles has changed in more recent years, with a steady growth in the uptake of electric vehicles, greater choice of models available that offer greater range capability with falling prices. However, the cost of vehicles continues to have an impact even with current grant arrangements in place (which are administered by OLEV - the Office for Low Emissions Vehicles). Other concerns include the range capability of vehicles between charges, and availability of charging facilities.

The UK CCC Report chapter on emissions from transport notes that tax and vehicle standards are reserved matters, and therefore outside the competence of NI government. However, the Committee proposes a number of actions that would further encourage the uptake of ULEVs:

- operating and promoting UK government-funded schemes, such as ecarni;
- pursuing opportunities to secure UK government funding for ULEV infrastructure in Northern Ireland;
- providing leadership via public sector and bus fleets;
- using the infrastructure budget on electric vehicle charging infrastructure;
- setting targets for ULEV sales that go beyond those in the Road to Zero Strategy.
- Addressing non-financial barriers for ULEVs: parking, and access to priority lanes and bus lanes.

As an example of action being taken elsewhere in the UK, in Scotland, the Electric Vehicle Loan and Low Carbon Transport Business Loans schemes both provide interest-free loans of up to £35,000 spread over six years towards the cost of an electric vehicle.

ENCOURAGING ULEVs

Q: What would encourage you to consider buying an electric vehicle as your next car?

⁹⁹ <https://www.infrastructure-ni.gov.uk/publications/public-attitudes-towards-electric-vehicles-northern-ireland-20152016>



2.9 Clean Air Zones

Defra's Action Plan for tackling nitrogen dioxide is centred on an approach whereby Clean Air Zones (CAZs) are implemented in urban areas where nitrogen dioxide levels exceed EU limit values. A national Clean Air Zone Framework has been published. The Framework sets out the principles local authorities should follow when setting up Clean Air Zones in England, explains the approach they should take if they are introducing a zone to improve air quality, and the types of measures they should include. The Welsh government has also consulted on a Clean Air Zone framework.

NICE guidance on air pollution and health recommends that Clean Air Zones are considered, where poor air quality is due to traffic congestion and that these could:

- include restrictions or charges on certain classes of vehicle
- support zero- and low-emission travel (including active travel)
- include targets to progressively reduce pollutant levels below EU limits and aim to meet [World Health Organization air quality guidelines](#)
- aim to reduce exposure to air pollution across the whole zone rather than focusing on air pollution hotspots.¹⁰⁰

Defra has published a Framework for Clean Air Zones¹⁰¹, which states that, as a minimum, CAZs should:

- be in response to a clearly defined air quality problem, seek to address and continually improve it, and ensure this is understood locally;
- have signs in place along major access routes to clearly delineate the zone; be identified in local strategies including (but not limited to) local land use plans and policies and local transport plans at the earliest opportunity to ensure consistency with local ambition;
- provide active support for ultra-low emission vehicle (ULEV) take up through facilitating their use;
- include a programme of awareness raising and data sharing;
- include local authorities taking a lead in terms of their own and contractor vehicle operations and procurement in line with this framework;
- ensure bus, taxi and private hire vehicle emission standards (where they do not already) are improved to meet Clean Air Zone standards using licensing, franchising or partnership approaches as appropriate; and
- support healthy, active travel.

¹⁰⁰ Air pollution, NICE guideline [NG70].

¹⁰¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/612592/clean-air-zone-framework.pdf



Low Emission Zones (LEZs)/CAZs can incorporate many measures, such as might already be found in AQMA Action Plans, but at their most stringent they entail the restriction of certain vehicle types, or introduce monetary charging for vehicles to enter. However, LEZs are more suited to NO₂ exceedances in city centre streets and are therefore not an obvious solution to exceedances along major trunk roads such as the A12 and A2 in Northern Ireland.

However, a CAZ, as the NICE recommendations suggest, can be used to reduce pollutant levels to not only below EU limits, but also to meet WHO air quality guidelines, which are more stringent, and therefore have the potential to deliver greater public health benefits.

Establishing CAZs for road emissions transport would, however, add another layer to clean air area designations, in addition to Smoke Control Areas and Air Quality Management Areas. There is a possibility to combine all types of air pollution management areas into a single entity. This idea is discussed further in [Chapter 6](#).

Low Emissions Zones

Q: Do you think that DAERA should develop a Low Emissions Zone Framework for dealing specifically with transport emissions in Northern Ireland?

or

Q: Would you be in favour of Low Emissions Zones for urban areas also covering other sources of pollution, for example those from household heating?

Q: What are your views on vehicle charging cordons for entry to the most polluted parts of urban areas in Northern Ireland?

2.10 Local Air Quality Management and Road Transport

In Northern Ireland, 17 AQMAs have been declared as a result of air pollutant emissions from road traffic. As set out in Section 1.5, district councils have a duty to review and assess air quality and where there are exceedances, to declare Air Quality Management Areas (AQMAs). Councils must draw up Action Plans for AQMAs, with input from Relevant Authorities. In the case of transport emissions, the Relevant Authority is the Department for Infrastructure, DfI, which has responsibility for roads and transport here.

Further, more detailed information on Local Air Quality Management can be found in Chapter 6.

Councils do not have the required powers to deal with road transport emissions, as these could involve measures such as: traffic re-routing, signal phasing and road bypass schemes. Some of these powers, such as those set out in the Environment Order (Northern Ireland) 2002 and Air Quality Regulations (Northern Ireland) 2003, require action by other Departments and there



is also an obligation to support district councils in improving air quality. AQMAs are revoked by councils when the air quality situation has improved to an extent that exceedances of air quality objectives are no longer a problem, nor are at risk of being a problem in the future.

In the case of road transport, levels of pollutants are gradually reducing as vehicle standards become more stringent over time. However, in general, AQMAs declared for road transport have not yet been revoked, as significant individual measures to reduce pollution have not been put in place.

Councils do, however, have the ability to incentivise other forms of transport and to work with Translink to promote public transport. Belfast City Council has successfully implemented a public bike-hire scheme that has 300 bikes spread across 30 docking stations in places including Titanic Quarter, the Gasworks, Queen's University and York Street.

The then Department of the Environment published Local Air Quality Management Policy Guidance LAQM PG (NI) 09 in 2009. This policy guidance now needs to be updated to reflect subsequent changes in planning policy and in the roles of local authorities after Local Government Reform, and incorporating the views expressed in this consultation and actions elsewhere in the UK.



Chapter 3 - Household Emissions

Emissions from household heating present a significant problem for local air quality. The primary pollutants of concern here are particulate matter and polycyclic aromatic hydrocarbons (PAHs). The levels of these pollutants emitted by home heating activity depend on a) the fuel being burned, and b) the appliance used to burn the fuel.

The highest levels of pollutants are emitted from solid fuels, such as coal, peat and wood, although emissions are significantly reduced in the case of 'smokeless' coal and other 'smokeless' fuel products, which include manufactured fuels such as ovoids. Oil and, to an even greater extent, natural gas emit far less air pollution. **Table 3-1**, below, shows emissions factors for a range of pollutants from a range of fuels.

Fuel	NI UK
Coal	392
Anthracite & Ovoids	35 Anthracite 98 SSF
Lignite	N/A
Sod Peat	494 peat
Peat Briquettes	494 peat
Kerosene	3.2 burning oil
LPG	3.3
Petcoke	102
Natural gas	0.5
Biomass	642 Wood
Gasoil	3.2

The data in **Table 3-1** show that emissions of pollutants, for example, PM₁₀, are highest for solid fuels such as coal (392 grams of PM₁₀ per gigajoule of energy produced), and peat (494), down to smokeless fuels (98), domestic heating oil (3.2), with the cleanest being natural gas (0.5).

It is worth noting that the highest emission factor for PM₁₀ here is for biomass (wood).

Table 3-1 Emissions Factors, in grams of pollutant per unit of useful heat output, from a range of fuels used in home heating¹⁰²

¹⁰² Ricardo Energy & Environment, *Residential Solid Fuel and Air Pollution*, North South Ministerial Council (NSMC), 2016, 33.
<https://www.daera-ni.gov.uk/sites/default/files/publications/daera/residential-fuel-air-pollution-study.PDF>



What are PAHs?

Polycyclic aromatic hydrocarbons - or PAHs - are compounds that can be formed as by-products of certain combustion processes. They are known to be potent human carcinogens (able to cause cancer) and are one of the cancer-causing constituents of cigarette smoke. They are emitted in highest levels from inefficient burning of 'dirty' solid fossil fuels - for example, bituminous coal or peat in open fires.

There are a whole range of PAHs, and so a health-based Target Value has been set by the EU for one PAH in particular - benzo[a]pyrene, or B[a]P. PAHs are measured at three sites in Northern Ireland, which are part of the UK-wide PAH network: Ballymena Ballykeel, Lisburn Kilmakee and Londonderry Brandywell.

The appliance in which fuels are burned also has a bearing on the amount of pollutants released.

Monitoring of pollutants like PAHs¹⁰³ and Black Carbon show that emissions from home heating are a problem in Northern Ireland as compared with other parts of the UK; this will be discussed in the following sections.

3.1 Legislation and Controls

The Clean Air (NI) Order of 1981 introduced controls for the emission of smoke in urban areas. Under the Order, district councils here can declare parts of their district as Smoke Control Areas (SCAs). In a SCA, the emission of smoke from a premises is prohibited. Households may only burn 'authorised fuels' in any appliance, or use 'exempted appliances' when burning specifically prescribed fuels other than authorised fuels. This means that the burning of bituminous ('household' or 'smoky') coal in an open fire would be prohibited. Examples of permitted burning would include: gas central heating, oil-fired central heating, or the burning of 'smokeless' coal, untreated wood, or anthracite in an efficient, closed-fronted fireplace or stove.

Where Smoke Control Areas are declared, then district councils and the Department must contribute to the cost of any work that householders must carry out (for example, installing oil-fired or gas heating systems) to ensure that they are able to comply with Smoke Control provisions.

District councils' Environmental Health Officers enforce Smoke Control provisions. Enforcement actions (such as letters to householders) are often follow-ups to complaints by other householders in the area. District councils may also choose to launch information campaigns, in which they remind householders in SCAs what fuels they may burn, and in what appliances.

To date, 126 SCA's have been declared by district councils in Northern Ireland. Some of these declarations go back to the late 1960s. Smoke Control appears to have been most successful in the

¹⁰³ Public Health England, *Polycyclic aromatic hydrocarbons (Benzo[a]pyrene) Toxicological Overview*, 2018: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/737017/PAH_TO_PHE_240818.pdf



Greater Belfast area, where the majority of the city has been declared as falling under Smoke Control. In other urban centres, SCAs may only have been declared for certain streets or parts of towns. This makes enforcement of Smoke Control and awareness by householders more difficult in these areas.

Evidence shows that a substantial amount of solid fuel burning takes place in the evenings or at weekends¹⁰⁴, which also makes enforcement difficult in the absence of a night-time or out-of-hours Environmental Health service being provided by the council (only Belfast City Council provides out-of-hours services in terms of noise complaints).

Legislation states that unauthorised fuels are only allowed to be sold in Smoke Control Areas where the use is not intended within the Smoke Control Area.¹⁰⁵ In practice, this is difficult to monitor and enforce.

In the example of bonfires in the gardens of domestic properties, the smoke arising from these has the potential to cause pollution and become a statutory nuisance.

If bonfires¹⁰⁶ do occur in the boundary of a domestic property it should not cause nuisance or disturbance to nearby residents. If a nuisance or disturbance is identified it can be reported to the council, any action regarding smoke from domestic bonfires is governed by Statutory Nuisance procedures¹⁰⁷. If the issue becomes a regular complaint and the Council is satisfied the smoke is causing a nuisance at neighbouring properties, the Council shall serve an Abatement Notice on the person responsible requiring them to reduce or cease the burning.

The provision of doorstep recycling where householders are encouraged to deposit their garden waste in their designated bin, the collection of larger items from householders by the council and the provision of civic amenity sites should mitigate against the need for the burning of any waste in the garden of domestic properties. However, garden waste bins are not provided to householders in all areas.

With respect to plant tissue waste, a waste management exemption¹⁰⁸ does exist which permits the burning of this material in the open. However several restrictions do apply, for example the exemption holder must adhere to a specific interpretation of plant tissue and operational land and additional conditions.

104 Hessey *et. al.*, 2016 Annual Report for the UK Black Carbon Network, NPL, July 2017, 33.

105 The Smoke Control Areas (Sale or Delivery of Unauthorised Fuel) Regulations (Northern Ireland) SR 1998/328.

106 <https://www.gov.uk/garden-bonfires-rules>

107 This is actioned under the Clean Neighbourhoods and Environment (NI) Act 2011.

108 <https://www.daera-ni.gov.uk/articles/burning-waste-land-open-paragraph-30-exemption>



3.2 Polycyclic Aromatic Hydrocarbons (PAHs)

The strongest evidence for air pollution from household heating comes from levels of PAHs monitored at sites here in Northern Ireland. **Figure 3-1** shows the annual mean values of B[a]P (benzo[a]pyrene) monitored across the UK PAH monitoring network. Levels are monitored by equipment that continuously draws air through filter paper, which is periodically changed. The used filter papers are sent to a laboratory for analysis. This method only gives average results over a specific time period - for example, a month - depending on how long filter papers remain in the monitoring equipment between changes. Monthly values are averaged over the year to give an annual mean value.

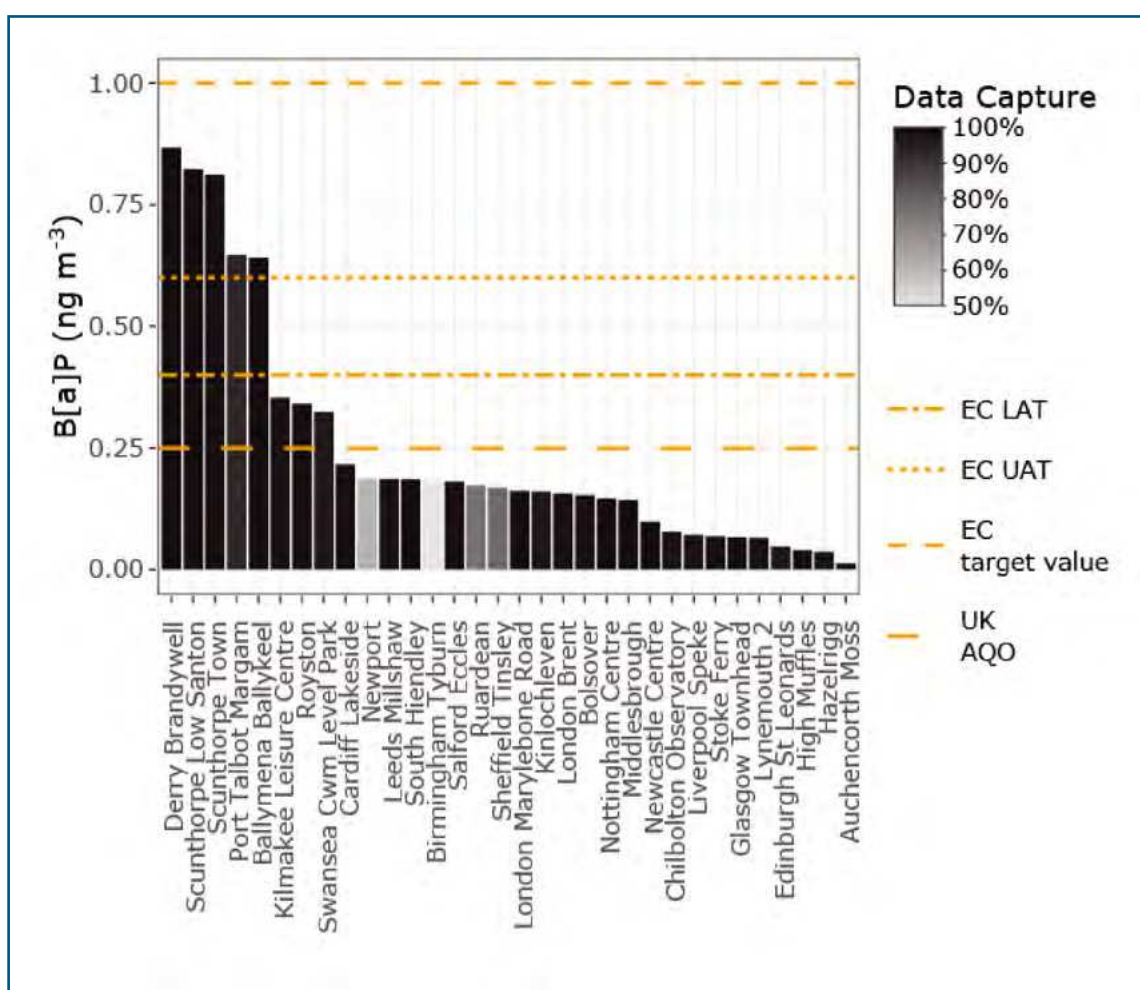


Figure 3-1 - Annual mean B[a]P concentration recorded at monitoring sites in the UK in 2017¹⁰⁹

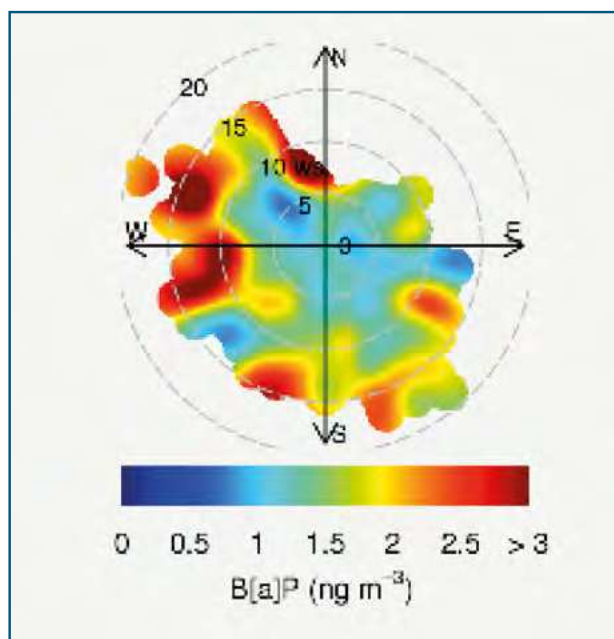
¹⁰⁹ UK PAH Monitoring Network Report, 2019 (unpublished).



The three Northern Ireland monitoring sites - Derry Brandywell, Ballymena Ballykeel and Kilmakee Leisure Centre - have recorded the first, fifth and sixth highest annual mean values of B[a]P in the UK in 2017. The Derry Brandywell site was one of three UK sites at which the EU annual mean target value for B[a]P (1ngm^{-3}) was breached in 2016 (this is further discussed in [Section 3.6](#)). It is worth noting the following in relation to the sites with the seven highest monitored levels of B[a]P:

- Scunthorpe Santon & Scunthorpe Town: near steel works.
- Royston: Upwind from coke works.
- Port Talbot Margam: Next to steel works.
- Ballymena Ballykeel, Londonderry Brandywell and Lisburn Kilmakee: Stations in Northern Ireland with domestic solid fuel use.

The fact that levels of B[a]P monitored in urban settings in Northern Ireland are comparable in magnitude to those monitored in locations with heavy industry in England and Wales illustrates that there is a different emissions profile here. It also demonstrates a significant problem with B[a]P levels in residential settings in Northern Ireland.



Bivariate polar plots (such as [Figure 3-2](#)), using wind speed and direction with concentrations give further insight into the sources of PAHs at monitoring sites. The polar plots show the variation of B[a]P concentration under different combinations of wind speed and wind direction; therefore, these plots can be used to deduce which direction of prominent sources of B[a]P emissions.

Figure 3-2

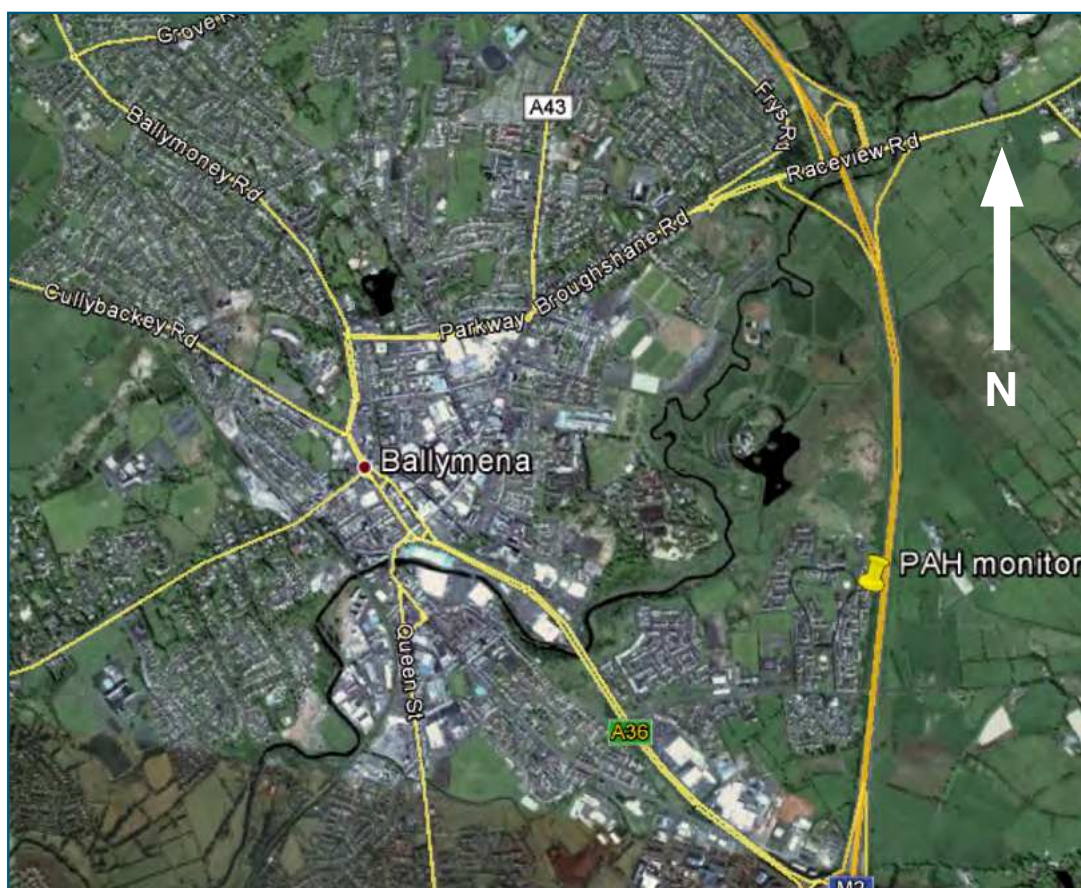
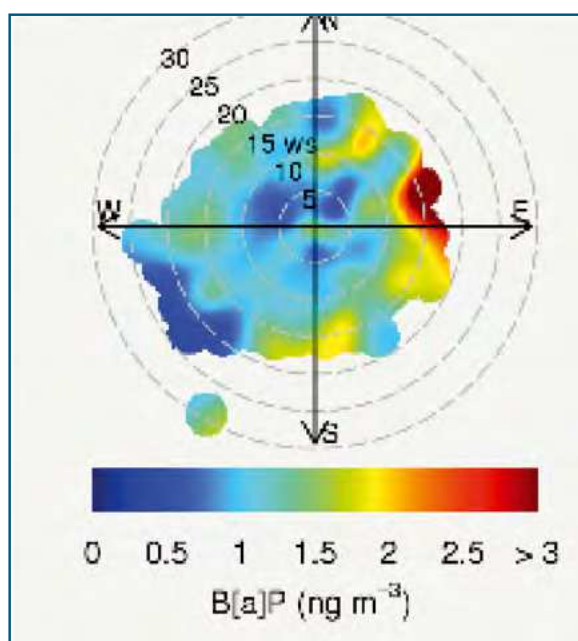


Figure 3-3 - location of PAH monitor in Ballymena (Ballykeel)

As can be seen from the first of these plots, for the Ballymena monitoring site, concentrations of B[a]P tend to be highest when the wind direction is from the west-northwest. Therefore, the main sources of PAH emissions lie to the west/northwest of the monitor: these are built up areas of housing.



A bivariate polar plot (see **Figure 3-4**) constructed for the PAH monitoring site at Derry Brandywell is shown here. In this case, it suggests that the highest levels of B[a]P are recorded at the Brandywell monitoring site when the wind is coming from the east. The main sources of B[a]P pollution to the east of the monitoring site include low-rise terraced housing.

Figure 3-4

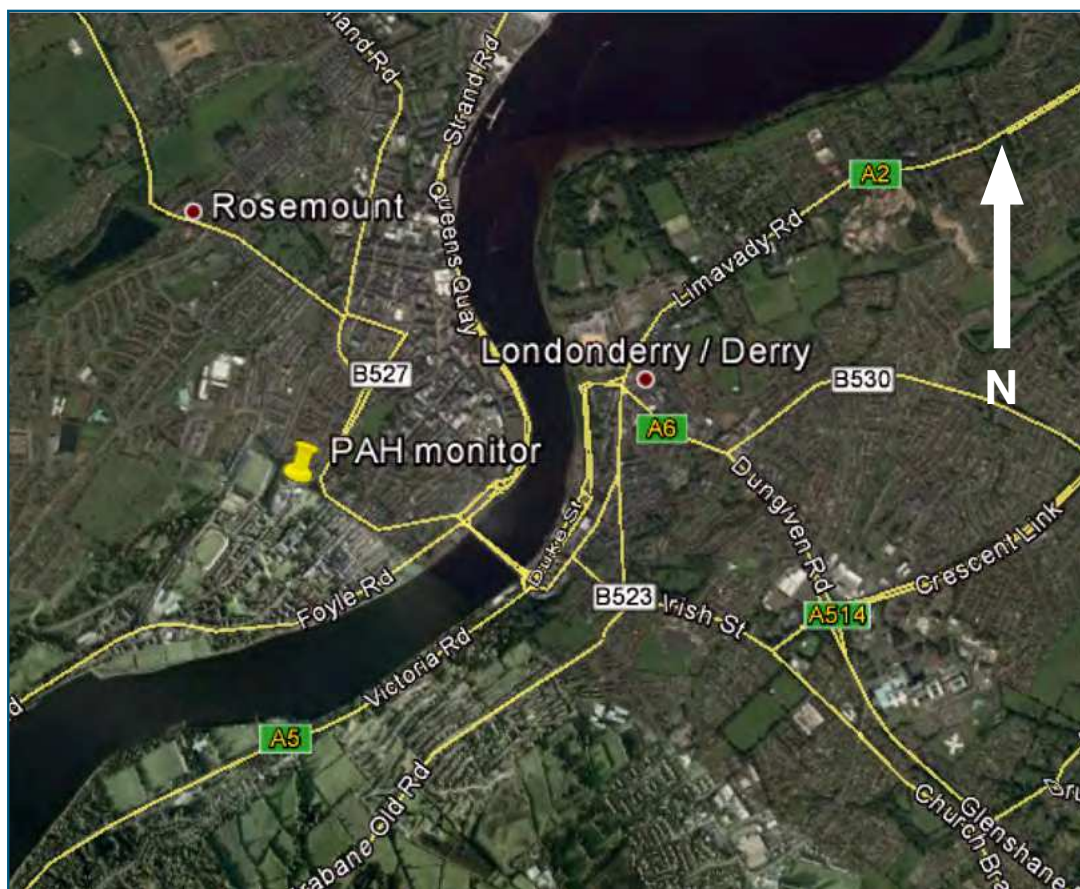


Figure 3-5 - location of PAH monitor in Derry/Londonderry (Brandywell)



Figure 3-6 shows monthly mean levels of B[a]P measured at Northern Ireland sites during 2017 (Derry Brandywell is highlighted) and demonstrates a clear seasonality in concentrations. Levels of B[a]P are highest in the winter months, when home heating activity is at its greatest level and they are correspondingly lower in the warmer months of the year.

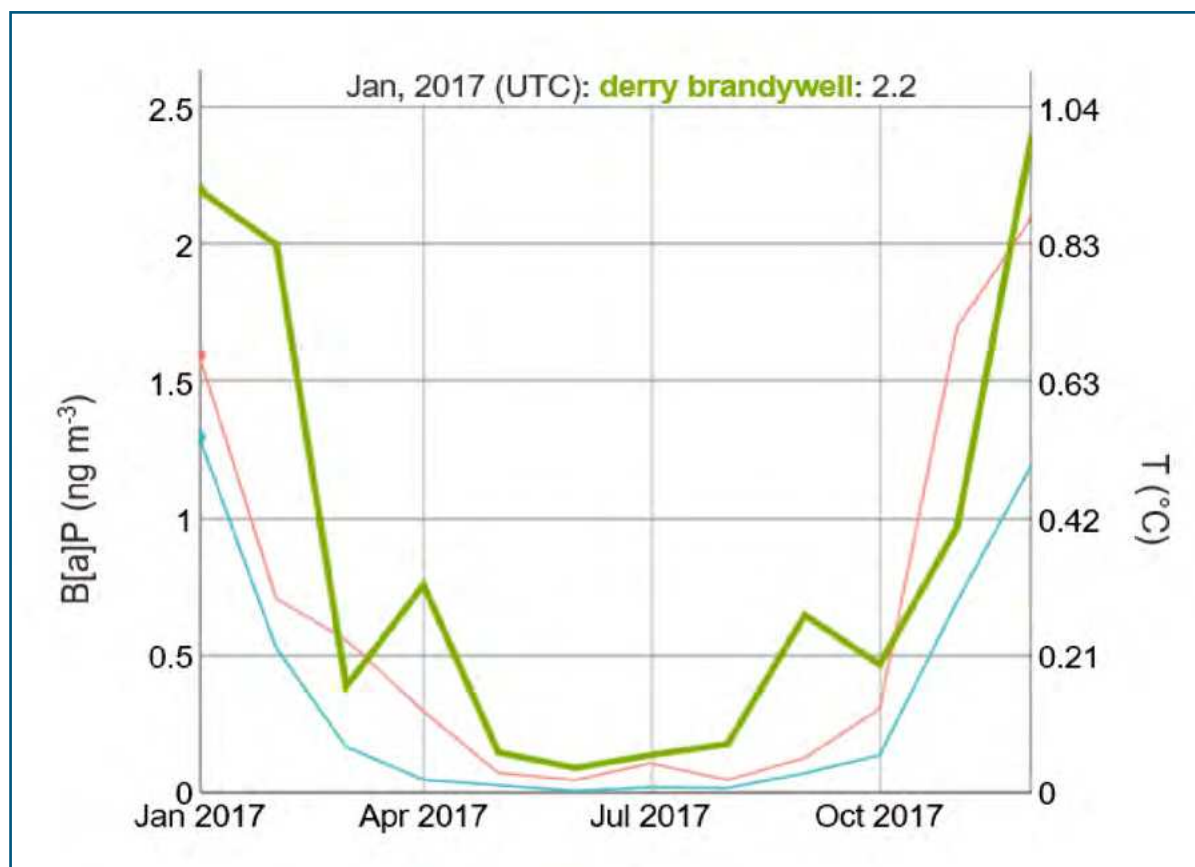


Figure 3-6 - average monthly B[a]P levels at three monitoring sites in Northern Ireland (Derry Brandywell, green; Dunmurry Kilmakee, blue; Ballymena Ballykeel, red)¹¹⁰.

In 2012, the then Department of the Environment commissioned research to examine the reasons for the relatively high levels of PAHs measured here. The research found that the levels were due to solid fuel burning, in particular, bituminous coal, and recommended more effective enforcement of Smoke Control provisions.¹¹¹

Similarly, a report commissioned by the North South Ministerial Council sought to study emissions from residential fuels in both Northern Ireland and the Republic of Ireland. The report recommended that, in Northern Ireland, Smoke Control Areas should be reviewed.¹¹²

¹¹⁰ UK PAH Monitoring Network Report 2017.

¹¹¹ Butterfield *et. al.*, Polycyclic Aromatic Hydrocarbons in Northern Ireland, NPL, February 2012.

¹¹² *Residential Solid Fuel and Air Pollution*, NSMC.



3.3 Black Carbon

Black Carbon (BC) is typically formed through the incomplete combustion of fossil fuels, biofuel, and biomass, and is emitted in both anthropogenic and naturally occurring soot. A network of 16 sites across the UK monitored BC in 2016, with four of these in Northern Ireland - Belfast Centre, Lisburn Kilmakee, Ballymena Ballykeel and Strabane.

Black Carbon

Black Carbon (BC) is most typically noted as the main component of soot or dark smoke, and is measured using relatively cheap and simple instruments called aethalometers.

Aethalometers measure BC by drawing a stream of air through filter paper and shining light on this to measure absorbance. There are two types of light source used - visible light and UV.

Visible light absorbance gives an indication of the amount of BC itself, while UV absorbance gives an indication of particular compounds in the BC, in particular, PAHs. In this way, UV-readings from aethalometers can be used to give insight into likely PAH levels where PAH monitors are not installed.

The latest summary report for the UK's Black Carbon Monitoring Network¹¹³ showed that levels of Black Carbon measured by visible light ranged from $0.8 \mu\text{g.m}^{-3}$ at Dunmurry Kilmakee to $4.9 \mu\text{g.m}^{-3}$ at Marylebone Road (Figure 3-7) in London. The high levels of BC at the London is due to road traffic pollution.

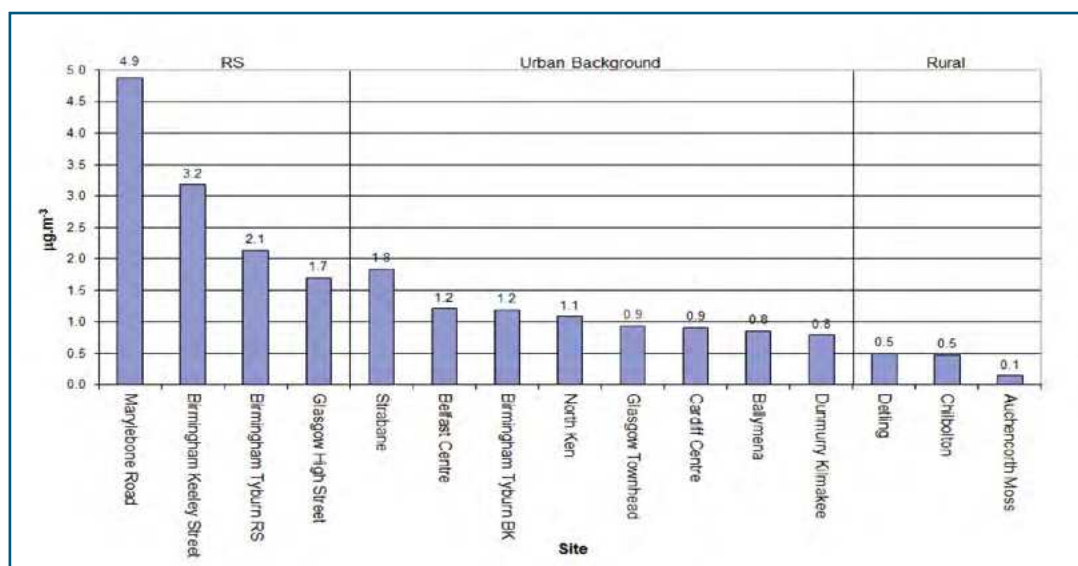


Figure 3-7 - Black carbon levels (visible portion) at UK monitoring sites (RS refers to 'Roadside Sites')

¹¹³ 2016 Annual Report for the UK Black Carbon Network.

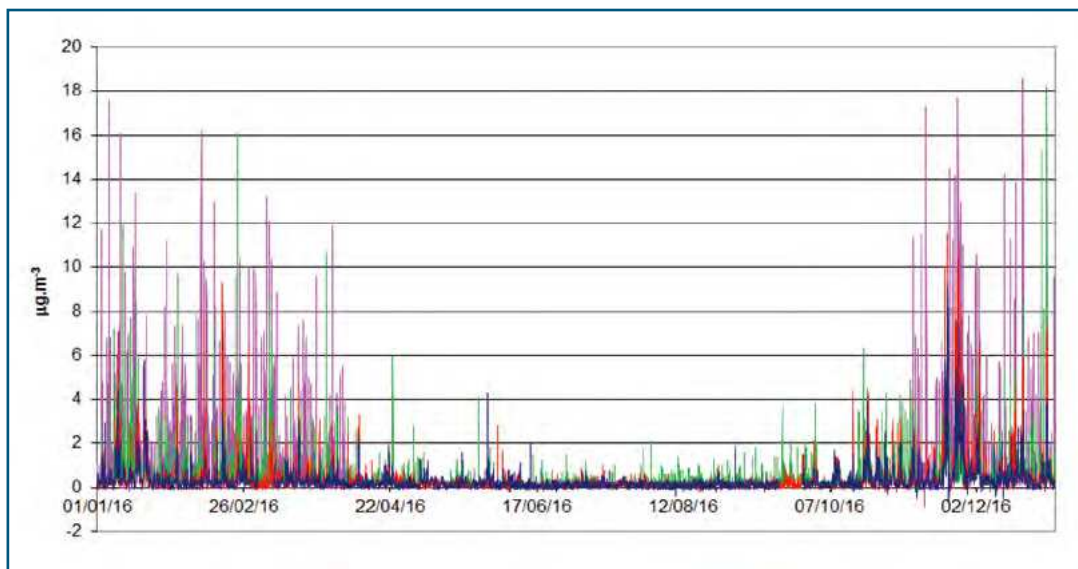


Figure 3-8 - UV component levels at BC monitoring sites in Northern Ireland in 2016

Meanwhile, the annual mean UV component concentrations ranged from $0.1 \mu\text{g.m}^{-3}$ at Auchencorth Moss (a rural background site in Scotland) to $0.5 \mu\text{g.m}^{-3}$ at Ballymena. Strabane had the highest UV component concentration and showed a mean of $1.6 \mu\text{g.m}^{-3}$, but this is skewed as the site only measured in the winter months during 2016 and so the figure of $1.6 \mu\text{g.m}^{-3}$ is higher than it would be had it been monitored over a year.

The Strabane site recorded an annual mean value of $0.9 \mu\text{g.m}^{-3}$ the previous year, which was the highest UV reading across the whole network.

The UV component concentrations measured at the four monitoring sites in Northern Ireland show a strong element of seasonality - that is, that they are highest in winter (see **Figure 3-8**).

This seasonality is part of the evidence that shows us that high UV-absorbent BC (and by inference, PAH) levels in Northern Ireland are due to domestic heating, since this is at its highest levels in colder months. We can further see this when we consider the UV component levels measured at three monitoring sites in Scotland, where BC levels are not believed to be due to domestic heating sources (**Figure 3-9**).

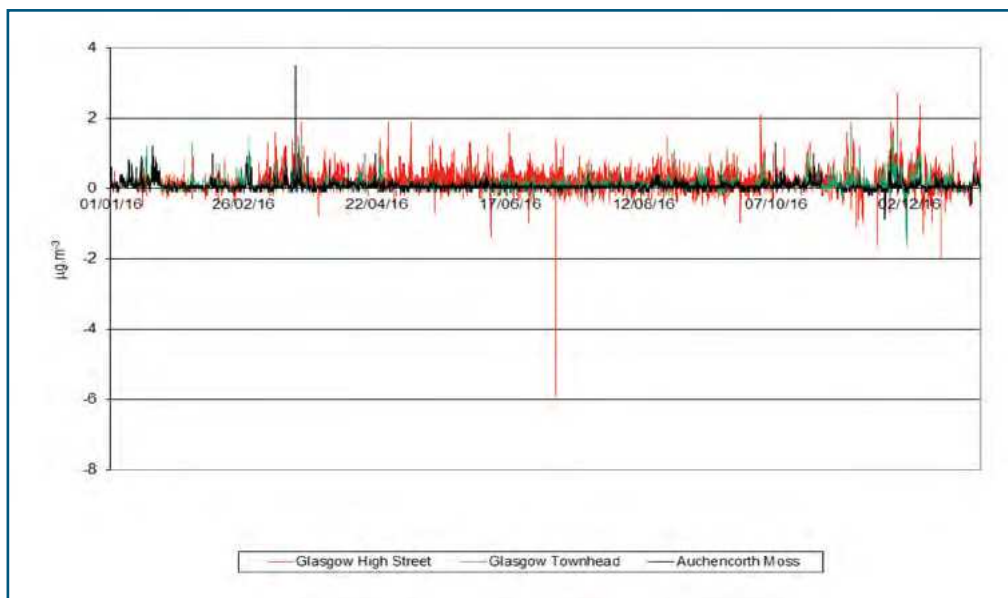


Figure 3-9 - UV component levels at three monitoring sites in Scotland during 2016

The levels in Scotland are much lower in magnitude, reaching a maximum of *ca.* $3.5 \mu\text{g.m}^{-3}$, while the maximum levels reached in colder months in Northern Ireland are regularly in the 12-16 $\mu\text{g.m}^{-3}$ range.

Co-location studies of PAH monitors at BC monitors enable BC measurements to be used as a proxy for likely PAH levels, where PAH is not currently monitored. The UV BC levels monitored at Strabane indicate that there has *likely* been an exceedance of the EU Target Value for benzo[a]pyrene at this site in the previous six years.

The National Physics Laboratory (NPL) study on PAHs carried out for the then Department of the Environment in 2012 used modelling to demonstrate that there are likely exceedances of the EU Target Value for B[a]P in at least some parts of most urban areas in Northern Ireland.¹¹⁴

¹¹⁴ NPL, *Polycyclic Aromatic Hydrocarbons in Northern Ireland*,



3.4 Trends

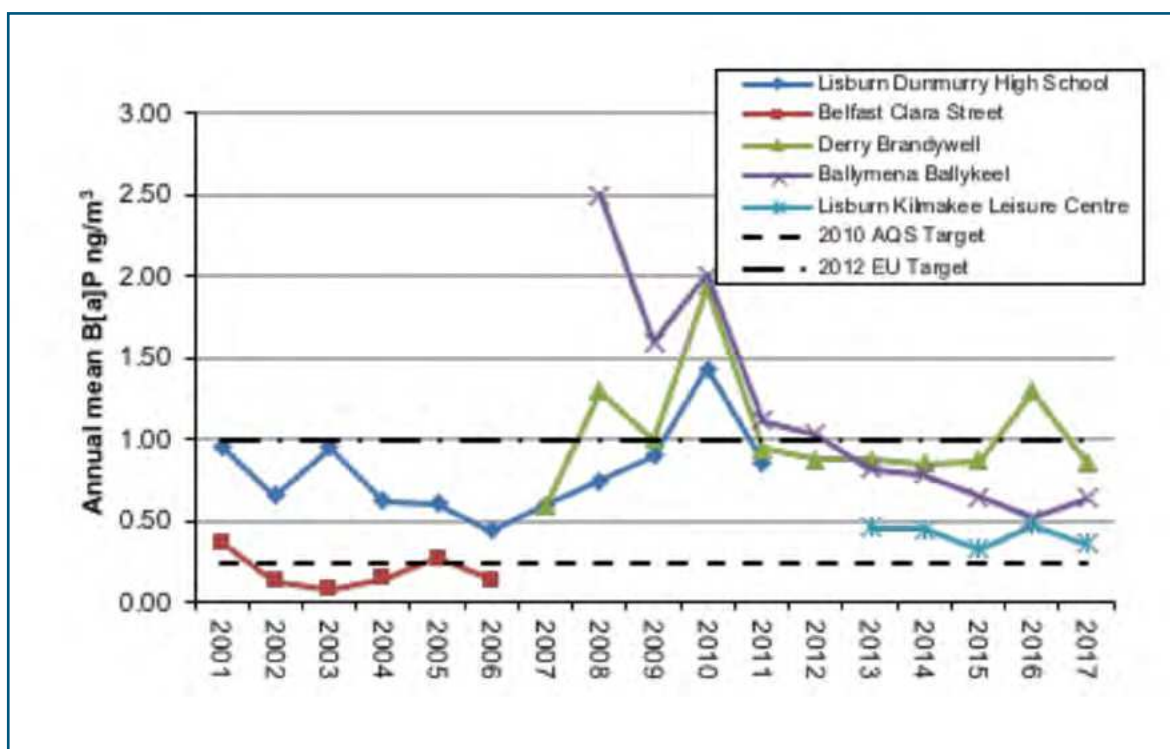


Figure 3-10 - levels of benzo[a]pyrene measured at monitoring sites in Northern Ireland between 2001 and 2017

Examining the time series for levels of B[a]P in recent years (see [Figure 3-10](#))¹¹⁵ can give us an indication of trends in this pollutant and in solid fuel burning.

The most noticeable thing from the graph is the spike in concentrations of B[a]P for 2010: the winter of 2010-2011 was particularly cold and demonstrates the increased level of household heating that occurred during this particular season.

Other time series have been discontinued - for example, Belfast Clara Street, after the site closed - though it is worth noting in this case the low levels of B[a]P measured, given that Greater Belfast, as mentioned previously, is largely under Smoke Control provisions.

At the Derry Brandywell site, there is no obvious trend from 2011-2015, with a breach of the EU Target Value in 2016 (see [Section 3-6](#)), while Ballymena Ballykeel and Lisburn Kilmakee sites appear to be showing downward trends.

Information on the monthly levels of B[a]P measured at the Derry Brandywell site in 2016 indicate that this year's high annual mean value may largely be due to a pollution event that happened in late November.

¹¹⁵ Northern Ireland Environmental Statistics Report 2017, DAERA, 2017, 24. https://www.daera-ni.gov.uk/sites/default/files/publications/daera-ni-environmental-statistics-report-2017_2.PDF



The Department issued an air pollution alert for this event (see **Figure 3-11**, left).

Figure 3-11

3.5 Particulate Matter Episodes

Each year sees in the region of winter air pollution episodes in Northern Ireland that are primarily due to high levels of particulate matter from solid fuel burning. These episodes happen in the colder months of the year, when home heating activity is increased.

Figure 3-12 shows the levels of particulate matter and nitrogen dioxide measured during the month of November 2016 at the Londonderry Rosemount monitoring station.

Analysis of this episode indicates the following:

- Levels of all air pollutants increased, as the calm, relatively windless weather conditions meant that pollutants built up near ground level;
- Nitrogen dioxide levels from car traffic increased, due to not being dispersed;
- Particulate matter levels increased, due to not being dispersed, though to a greater degree than the increases seen in NO₂, because of an increase in activity (home heating using solid fuels).

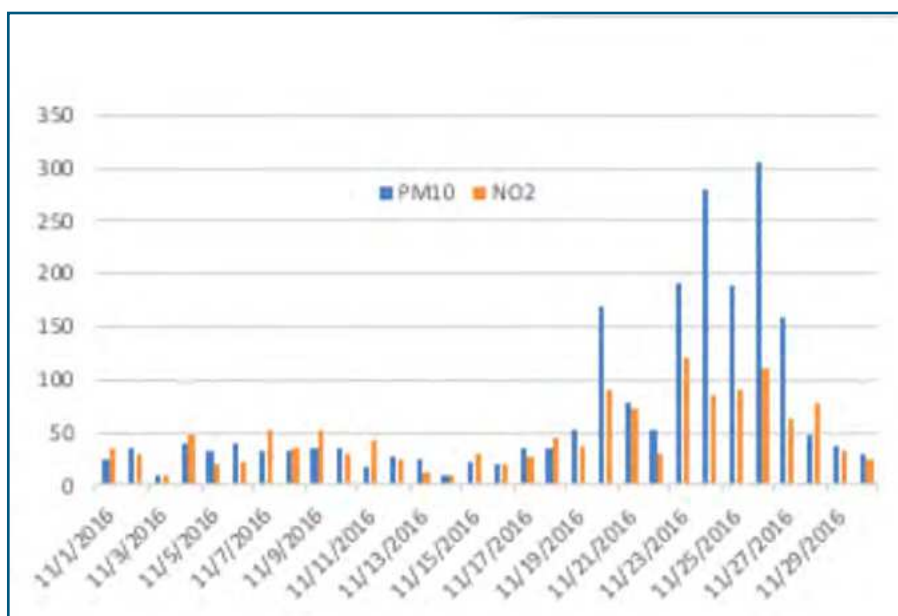


Figure 3-12 - levels of particulate matter PM₁₀ and nitrogen dioxide NO₂ measured at Londonderry Rosemount during the month of November 2016

Combined with PAH monitoring data (see [Fig 3-6](#)), we can conclude that home heating - in particular, solid fuel use - is a major factor in particulate matter air pollution episodes in the winter.

3.6 Fuel Poverty and Fuel Use

Combustion of solid fuel produces significantly more air pollution than other heating methods, as can be seen from [Table 3-2](#).

Fuel	Location with respect to Smoke control areas	PM ₁₀ Annual emission per household
Solid Fuel	Outside	24.2
Sold Fuel	Inside	3.7
Oil	All	0.21
Gas	All	0.02
2 or more types	Outside	12.3
2 or more types	Inside	2.1

Table 3-2 - Annual emissions of PM₁₀ from households using different fuel types, inside and outside Smoke Control Areas in Northern Ireland



The highest amount of pollution is produced by households burning solid fuels outside Smoke Control Areas, followed by households with two or more types of heating, which is likely to be gas or oil heating as a primary method alongside open fires or stoves as a secondary method.

Limiting the amount of solid fuel burning activity by households therefore has the greatest potential to reduce air pollutant emissions from this sector.

However, fuel poverty¹¹⁶ is a very significant issue of concern in Northern Ireland; 42% of households here were classed as being in fuel poverty in 2011, while in 2016, this figure had dropped to 22%.¹¹⁷ The drop was largely due to 'lower average fuel prices, lower modelled household energy use and increased income.' Any restrictions on fuel have the potential to further exacerbate the problem and so it is vital to know the extent of housing that relies solely on solid fuel.

Census data for Northern Ireland (2011) provides data on the prevalence of different types of household heating.¹¹⁸ Further analysis has been carried out on the different types of fuels used for home heating inside and outside Smoke Control Areas (see **Table 3-3**).¹¹⁹

Type of central heating	Number of households		Percentage of households		
	Northern Ireland	Smoke control areas	Northern Ireland	Smoke control areas	Outside SCAs
No central heating	3,766	919	0.5%	0.5%	0.5%
Oil central heating	437,269	87,183	62.2%	49.1%	66.6%
Gas central heating	120,956	67,761	17.2%	38.2%	10.0%
Electric (including storage heaters) central heating	24,671	9,505	3.5%	5.4%	2.9%
Solid Fuel (for example wood, coal) central heating	18,120	2,954	2.6%	1.7%	2.9%
Other central heating	4,083	785	0.6%	0.4%	0.6%
Two or more types of central heating	94,410	8,390	13.4%	4.7%	16.4%
Total	703,275	177,497	100%	25.2%	74.8%

Table 3-3 - prevalence of different types of home heating inside and outside Smoke Control Areas

¹¹⁶ A household is said to be in fuel poverty if it needs to spend more than 10% of its income on energy costs: <https://www.communities-ni.gov.uk/topics/housing/fuel-poverty>

¹¹⁷ NI House Condition Survey 2016, <https://www.nihe.gov.uk/Documents/Research/HCS-Main-Reports-2016/HCS-Main-Report-2016.aspx>, 58.

¹¹⁸ <http://www.ninis2.nisra.gov.uk/public/Theme.aspx?themeNumber=136&themeName=Census+2011>

¹¹⁹ *Residential Solid Fuel and Air Pollution*, NSMC, 81.



The data in **Table 3-3** shows that 2.6% of households in Northern Ireland were classed as using solid fuel (wood and coal) for home heating. The corresponding figure for households within Smoke Control Areas is 1.7%, which would account for a certain amount of conversion of households to other means of heating within these areas.

In relation to wood use alone, a 2016 survey on domestic wood burning, carried out by the UK Department for Energy and Climate Change (DECC), (now the Department for Business, Energy and Industrial Strategy, BEIS), gave a representative figure (based on 1,024 respondents) of 18.1% of households in Northern Ireland using wood as a heating source.¹²⁰ This was the highest figure for any region of the UK.

A study by King's College on particulate matter pollution from wood burning has established that wood burning activity is not correlated with temperature. Therefore, in the main, wood burning is carried out for decorative purposes in households, and is not used as a primary heating source.¹²¹

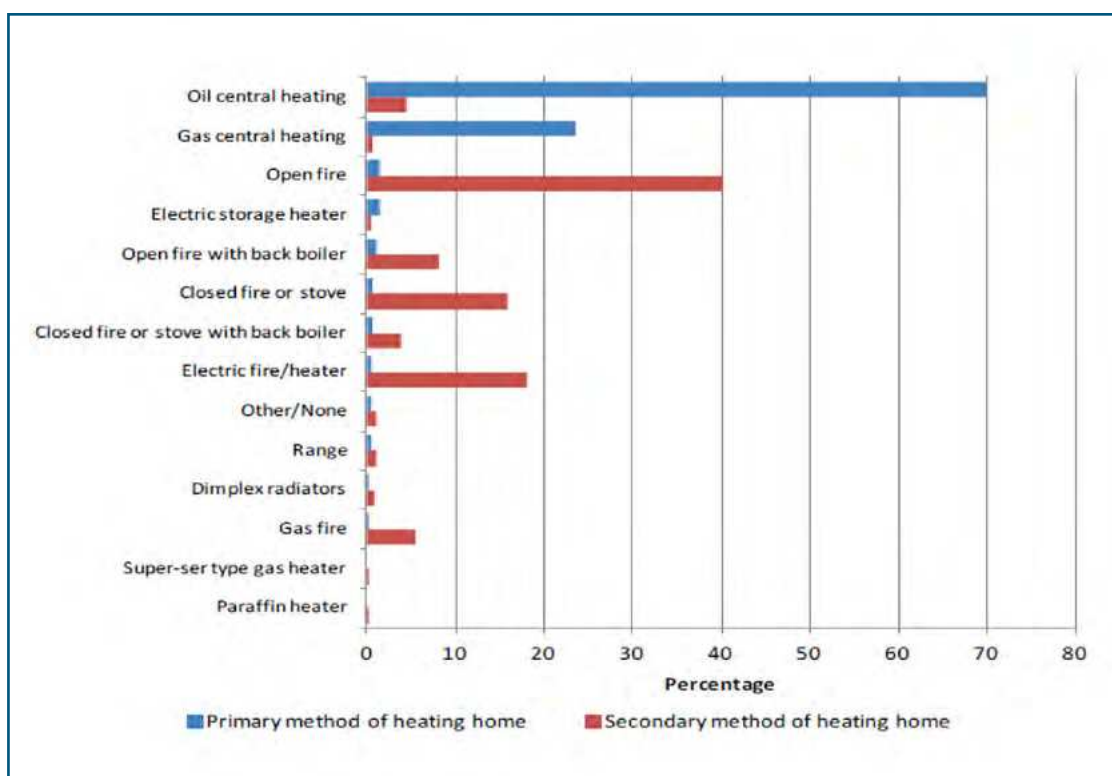


Figure 3-13 - home heating: NISRA Continuous Household Survey 2016/17

¹²⁰ DECC, Domestic Wood Use Survey (2016), p70: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517572/Summary_results_of_the_domestic_wood_use_survey_.pdf

¹²¹ King's College London, Environmental Research Group, NPL National Physical Laboratory, 'Airborne particles from wood burning in UK cities', March 2017, 4.



More recent information has been gathered in NISRA's Continuous Household Survey, (CHS) 2016/17 on household fuel use. A summary of the responses received (**Figure 3-13**) shows that a majority of households who use an open fire do so as a *secondary* method of heating their homes. Thus, in an effort to reduce air pollution from household heating in Northern Ireland, serious consideration needs to be given to promoting behaviour change in individuals who are choosing to light an open fire, when this is not, of necessity, their primary heating source.

An analysis of the findings carried out by NISRA states that: 'Some households burn solid fuels to heat their home, with this being the primary method of heating for 4% of households, and a secondary method for 68% of households.'

These results from the CHS - and from the 2011 Census - suggest to us that measures to reduce the use of solid fuel, for example, in SCAs, do not have an impact on the majority of households. Because, though, there is a danger of exacerbating fuel poverty for those households who *do* use solid fuel as a primary heating source, we need to take this into consideration in developing policy, and so we then look at the energy costs associated with various home heating activities.

An analysis of heating costs by fuel type and appliance¹²² has shown that, in terms of heat energy delivered, there is no significant difference in heating costs between the use of household coal or cleaner coals in efficient closed-fronted appliances (natural gas heating being the cheapest option), while open fires, with or without back boilers are in all cases more costly in terms of energy delivered. This misconception about the costs and energy output associated with solid fuel is something that the Department endeavours to address through education.

Therefore, widening the extent of SCAs - in which a small number of householders may therefore be forced to convert from using open fires as a primary heating source - should not exacerbate fuel poverty, but on the contrary, alleviate it in these cases, assuming there is financial assistance available to householders, where necessary, for conversion of heating systems. It is worth nothing that the Department for Economy's Energy Strategy Call for Evidence is considering the consumer impact of changes to heating sources, and not just solid fuels in open fires.¹²³

A further reason for increasing the extent of SCAs is to improve indoor air quality. Research has found that levels of airborne particles in the same room as an open fire burning wood, can reach levels that are harmful to human health, particularly during ignition, refuelling and cleaning stages of operation.¹²⁴

As a result of the exceedance of benzo[a]pyrene recorded at the Derry Brandywell site in 2016, DAERA coordinated action with Derry City and Strabane District Council. Funding was provided to the Council to undertake a survey of fuel use, so that the Council could become better equipped to make future decisions around Smoke Control policy and whether or not any new Smoke Control Areas need to be declared. The survey was completed in March 2019 and

¹²² *Residential Solid Fuel and Air Pollution*, 81-82.

¹²³ <https://www.economy-ni.gov.uk/sites/default/files/consultations/economy/energy-strategy-call-for-evidence.pdf>, 24.

¹²⁴ Castro A. *et. al.*, 'Impact of the wood combustion in an open fireplace on the air quality of a living room: Estimation of the respirable fraction', *Science of the Total Environment*: 628-629, 2018, 169-176.



indicated that 75% of households used oil for their primary heating source, while 22% used natural gas. The remaining 3% was made up of electricity, coal and wood, with coal accounting for 2%.

Most households (68%) did not have a secondary heating source. However, of the remaining 32% that did, the most popular heating source was coal (19%). Electricity (8%) and wood (3%) were less popular methods.

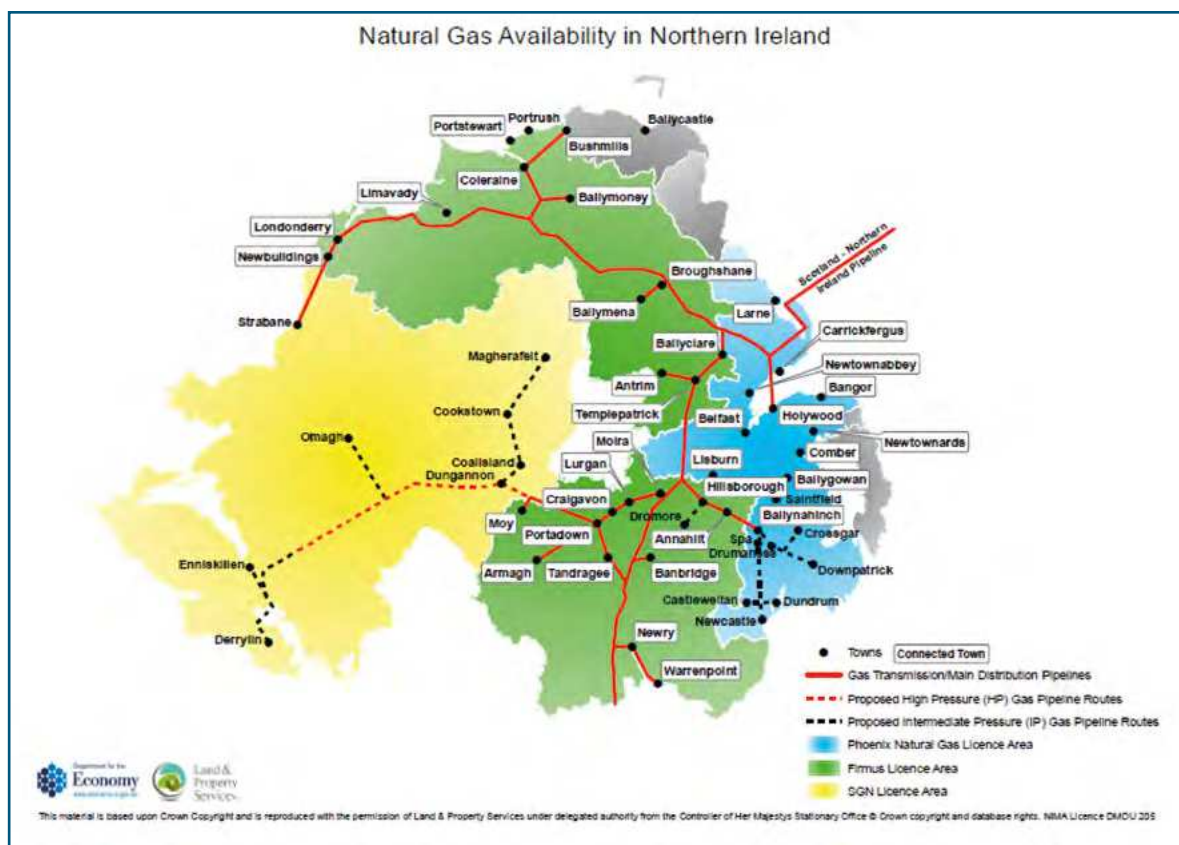


Fig 3-14 Current and planned availability of natural gas in Northern Ireland

The findings of the fuel survey indicate that a small proportion of households (2%) who are reliant on coal burning as their primary means of home heating would be most affected by any restrictions on coal use, such as that imposed by expanding Smoke Control Areas.

Limited access to the natural gas grid has historically been a major factor in household fuel choices in Northern Ireland, although there has been significant expansion of the network in recent years (see [Fig 3-14](#)).



Natural Gas in Northern Ireland

The natural gas industry was established in NI from 1996 when a new natural gas pipeline was provided between NI and Scotland, and Phoenix Natural Gas was granted a licence to develop new gas networks in the Greater Belfast area, which also includes Larne, North Down, and Lisburn. Two new gas transmission pipelines were completed in NI between 2004 and 2006, and *firmus energy* was licenced to provide new gas networks in their “10 Towns area” outside Greater Belfast, which now encompasses over 20 urban areas including Londonderry, Limavady, Ballymena, Coleraine, Ballymoney, Antrim, Craigavon, Banbridge, Armagh, Newry and Warrenpoint. There are now some 250,000 consumers connected to the natural gas network in NI, and further connections in the existing gas licence areas are expected to replace more polluting fuels such as coal and oil.

Mutual Energy and SGN were granted licences by the Utility Regulator in 2015 to develop new gas networks to connect 8 towns in the West to gas, including Dungannon, Coalisland, Cookstown, Magherafelt, Omagh, Strabane, Enniskillen, and Derrylin. Gas consumers have already been connected in the Strabane area, and work to provide new inter-town pipelines to connect the remaining 7 towns in the West is nearing completion. The £250m project is being grant supported by the NI Executive, and aims to connect around 40,000 energy consumers to natural gas.

Phoenix Natural Gas has been granted a licence extension to provide new gas networks to 13 towns and villages in East Down. The £60m project includes Hillsborough, Dromore, Ballygowan, Ballynahinch, Saintfield, Downpatrick, Castlewellan, and Newcastle, where new inter-town gas pipelines have been laid. Work by Phoenix is continuing to provide new distribution pipelines with the aim of connecting some 28,000 energy consumers to gas.

The natural gas industry in NI is subject to regulation by the Utility Regulator, and to encourage gas uptake, gas companies have provided switching incentives for domestic energy consumers. These have included a free gas meter and pipeline connection to the property from a gas main in the adjacent street, and sometimes low interest finance towards converting to gas. Other switching incentives have included the DfC Boiler Replacement scheme which provides financial support to replace older central heating boilers. Additionally there is the DfC Affordable Warmth Scheme, and the NI Sustainable Energy Programme (NISEP) which supports the provision of energy efficiency measures and conversion to natural gas.

Increasing connection of domestic customers to the natural gas network should see a shift away from more polluting heating methods, such as the burning of solid fuels, and a corresponding decrease in associated air pollutants. However, along with this, the increasing popularity of modern wood-burning stoves is something that could cause an increase in emissions.

Another factor affecting some households’ fuel choice is the prohibitive cost of home heating oil deliveries in bulk quantities, whereas more polluting solid fuels such as coal and wood are available in small quantities. There have been some efforts to address this situation: a



collaboration between the Housing Executive and Bryson Energy has seen the setting up of 27 oil buying clubs, where monthly oil deliveries are made within manageable budgets.¹²⁵

The Eco-design specifies standards for solid fuel home stoves with a heating capacity of less than 50kW from 2020. It will be illegal to manufacture and sell new stoves from 1st January 2022 that do not comply with the Ecodesign requirements. These limits apply to all stoves and not just those in Smoke Control Areas.

This will have a positive impact on air quality as the limits are more stringent than those in the current Smoke Control regime.

The Energy Labelling scheme started in January 2018, and by encouraging more efficient stoves may improve air quality by reducing the amount of fuel burnt and consequential emissions for the same heat output.

As far as biomass goes, it is worth noting, as previously mentioned in Chapter 1, that the UK Climate Change Committee, in its report on lowering carbon emissions in Northern Ireland, has said that, 'Biomass for heating in urban areas should not be supported due to air quality concerns.'¹²⁶

3.7 Sulphur Content of Solid Fuels

Burning high sulphur fuels leads to increased emissions of sulphur dioxide in the atmosphere. Regulations currently specify that the content of sulphur that is permitted in solid fuels in Northern Ireland may not exceed 2 per cent.¹²⁷ Some manufactured smokeless fuels can have levels in excess of this limit.

There are exemptions in the regulations for storage and for export from Northern Ireland. Coal importers and distributors may therefore legally possess high sulphur fuel; however, it is problematic and expensive for district councils here to find out if any of this high sulphur fuel is ending up on the domestic market and being sold to householders.

It is believed that there exists a problem in Northern Ireland with the presence of high-sulphur fuel on the domestic market. Any revision of Clean Air legislation should seek to address current deficiencies.

¹²⁵ HECA Home Energy Conservation Authority Annual Progress Report 2018, <https://www.nihe.gov.uk/getmedia/33e6e0cf-8043-403c-b0e4-94a3e82acf69/Home-Energy-Conservation-Authority-Annual-Progress-Report-2018.pdf.aspx?ext=.pdf>

¹²⁶ <https://www.theccc.org.uk/publication/reducing-emissions-in-northern-ireland/> (83).

¹²⁷ <http://www.legislation.gov.uk/nisr/1998/329/contents/made>



3.8 Further Smoke Control Measures in England

Defra have in recent years been actively addressing the issue of household emissions, in particular those from wood burning. Their Clean Air Strategy, published in January 2019, sets out the actions which Government will take to reduce emissions from domestic burning. This includes legislating to prohibit the sale of the most polluting fuels, ensuring that only the cleanest stoves are available for sale by 2022, changing existing smoke control legislation to make it easier to enforce, and giving new powers to local authorities to take action in areas of high pollution.

On 21 February 2020 Defra published the government response to the consultation on the cleaner domestic burning of solid fuels and wood in England which ran between August and October 2018. The proposals in this consultation invited comments on actions announced in the Clean Air strategy

On considering the consultation responses, the following policies will now be adopted for England:

i) Wood

- All wood sold for domestic combustion in volumes under 2m³ must have a moisture content of 20% or less. This will come into effect one year from publication of the Government Response with small foresters being given an extra year to become compliant.
- Suppliers of wood in volumes in excess of 2m³ will be required to provide customers with instructions for seasoning wet wood, and these will be accompanied by a warning advising that wood is not suitable to be burnt without appropriate drying.
- Retailers will be required to store seasoned wood in such a way as to keep it dry and not exceed the 20% moisture level.

ii) Manufactured Solid fuels

- The existing smoke control area sulphur and smoke emission standards for manufactured solid fuels will be extended to cover the whole of England. This will come into effect one year from publication of the Government Response.

iii) Coal

- Sales of all pre-packaged bituminous house coal (i.e. that sold through retailers, supermarkets and DIY stores) will be banned one year from publication of the Government Response. This ban will not apply to loose sales of coal direct to customers via approved coal merchants for a further two years.



The phased transition with regard to coal acknowledges that those who burn coal as a primary heat source are more likely to be in fuel poverty and are most likely to have their coal delivered by registered coal merchants. There are plans to work with coal merchants through the Approved Coal Merchants Scheme to ensure they advise and educate their direct delivery customers with a view to switching them from coal to Manufactured Solid Fuels during the two year transition period during which they will still be able to deliver coal directly to customers.

Prior to the publication of the consultation response Defra have worked closely with industry sectors to initiate change. These discussions with industry have led to the development of a voluntary industry standard scheme for seasoned wood, 'Ready to Burn', which is a wood fuel certification mark accredited through 'Woodsure', a not-for-profit industry association.¹²⁸ Wood suppliers who can demonstrate that their fuel has a moisture content of 20% or less can join 'Woodsure', and have their wood fuel labelled as 'Ready to Burn'. Guidance is published online for purchasers of wood.¹²⁹

The average moisture content of wood tested by Woodsure differs between seasoned wood (wood that is stored over the long-term and allowed to dry naturally), which has an average moisture content of 18.5%, and kiln-dried wood, which has an average moisture content of 12.6%.

DAERA is currently in discussions with Woodsure regarding the promotion of the scheme in Northern Ireland and in May 2019, DAERA shared Defra guidance leaflets on wood burning with district councils for their own use in raising awareness of the issue.

Defra is also developing a communications campaign targeted at domestic burners, to improve awareness of the environmental impact of their actions.

The leaflet shown here¹³⁰ sets out guidance for householders on open fires and wood-burning stoves, and is for distribution to Local Authorities. The leaflet has information organised under the following headings:

- 'Fuel Use' - burning less, using only seasoned wood (link to the 'Woodsure scheme' - see below), properly seasoning chopped wood, using smokeless coal instead of household coal, not burning waste;
- 'Maintain your open fire/stove' - regular (annual) maintenance of stoves, getting chimney swept (up to twice a year);



¹²⁸ <https://woodsurre.co.uk/firewood-ready-to-burn/>

¹²⁹ <https://www.readytoburn.org>

¹³⁰ Leaflet is provided to, and publicised by Local Authorities, for example: https://www.birmingham.gov.uk/downloads/file/8827/open_fires_and_wood_burning_stoves_leaflet



- ‘Choose the right appliance’ - Defra-approved and Ecodesign standard stoves;
- ‘Know the law in Smoke Control Areas’, ‘Outdoor burning’, ‘Benefits of following these steps’, ‘What you can do’.

Another information leaflet for householders has been developed by UK chimney sweep organisations, entitled: ‘We all breathe the same air’.¹³¹ This is available for consumers to provide clear advice on the procedures to follow when lighting a stove to minimise smoke.

3.9 Energy Efficiency and Housing Standards

The choice of fuel to heat houses is secondary to the energy efficiency of the house itself, with well insulated, more energy-efficient homes needing less heat, thereby reducing household heating costs as well as air pollutant and carbon emissions.

Across all dwellings in Northern Ireland, it is reported that 68% rely on home heating oil, while 98% have loft insulation and 87% have full double glazing. The Standard Assessment Procedure (SAP) rates energy efficiency of individual houses. The overall efficiency for Northern Ireland in 2016 was 65.83, and social housing homes on average had a higher SAP (72.63) than owner occupier dwellings (65.11).¹³² Policy in this area may therefore need to consider how to further target owner occupier dwellings to raise the overall SAP of this part of Northern Ireland’s housing stock.

A number of schemes exist in Northern Ireland that give support towards addressing energy efficiency in households.

• **The Affordable Warmth Scheme**¹³³

This scheme is available through NIHE, with Department for Communities and District Council involvement. This scheme is only available for owner/occupiers or householders of a privately rented property in Northern Ireland, where the gross annual household income is less than £20,000.

In the case of privately rented properties, landlords must give consent for any energy efficiency improvements to be done and will also have to contribute towards the cost of the work.

The scheme provides support focused on insulation, heating systems and window replacement.

¹³¹ Leaflet available at Northumberland County Council website, e.g.: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Public-Protection/Pollution/We-All-Breathe-the-Same-Air.pdf>

¹³² Continuous Household Survey, 2016. HECA Annual Progress Report 2018.

¹³³ <https://www.nidirect.gov.uk/articles/affordable-warmth-grant-scheme>



• **Boiler Replacement Scheme**¹³⁴

This Scheme, funded by Department for Communities and administered through NIHE, is for owner occupiers whose total gross income is less than £40,000 and is to help with the cost of replacing boilers which are 15 years or older with new boilers. As well as upgrading older oil boilers, it may be used to convert from oil to gas or to a wood pellet boiler. Support provided under the Scheme ranges from £400 (£500 if controls fitted) for those with household income of £20,000 to £40,000, to £700 (£1,000 if controls fitted) for household incomes less than £20,000.

• **Northern Ireland Sustainable Energy Programme (NISEP) Grants**¹³⁵

NISEP is administered by the EST on behalf of the Utility Regulator (UR) and NISEP schemes are delivered by private sector energy suppliers and energy services companies:

- Priority (low-income) Households - whole house solutions Includes insulation (cavity wall and loft), energy-saving light bulbs, and installation of gas central heating systems. There are six schemes in operation that provide assistance based on a range of criteria (households with solid fuel or Economy 7 heating systems within the gas network) and target recipients (housing association tenants, pensioners).
- Priority (low-income) Households - individual measures Includes assistance with insulation and energy-saving light bulbs.
- Non-priority Domestic
- Discounts for home insulation
- Business
A wide range of schemes for commercial premises that includes funding assistance for measures such as air conditioning efficiency, lighting, heat recovery technology, air compression systems, commercial boilers, and electric motor technology.

As well as measures to influence fuel use in Northern Ireland, we consider that energy efficiency measures have the potential to reduce air pollution from home heating, as well as helping to address the problem of fuel poverty, therefore consideration should be given to the continuation of support for measures that promote or enable energy efficiency in the home, where appropriate.

¹³⁴ https://www.nihe.gov.uk/index/benefits/boiler_replacement_allowance.htm

¹³⁵ <https://www.uregni.gov.uk/publications/northern-ireland-sustainable-energy-programme-nisep-list-schemes-2019-2020>



3.10 Discussion

Monitoring evidence clearly shows that there are relatively high levels of air pollutants associated with solid fuel-burning in Northern Ireland. Section 3.1 highlighted the extent and limitations of the Smoke Control approach here. To summarise, these are:

- No new Smoke Control Areas being declared;
- Piecemeal nature of Smoke Control Areas in towns and cities;
- Difficulty of enforcing Smoke Control provisions;
- Ability to buy non-authorised fuels in Smoke Control Areas;
- Lack of awareness by households of the negative air quality impacts of burning solid fuels;
- Perception by householders that the most polluting fuels ('smoky' or 'household' coal) offers the best value, in comparison with low-smoke fuels.

Data from the Continuous Household Survey carried out by NISRA tells us that it is likely that only a small proportion of households (4%) use solid fuel as their primary method of home heating, while research survey information indicates that converting from open fire heating to closed-fronted fire heating results in cheaper energy costs to the householder, while there is no significant difference in heating costs between 'smoky' fuels such as household coal and peat, and cleaner solid fuels.

Therefore, we propose that:

- The number and extent of Smoke Control Areas in Northern Ireland should be reviewed;
- Councils should consider declaring the entirety of urban centres as Smoke Control Areas;
- Legislation should be changed so that unauthorised fuels, such as bituminous coal, can no longer be bought in Smoke Control Areas;
- Legislation or controls should be introduced that prohibit the sale of unseasoned wood logs for home burning;
- Information on Smoke Control should form part of councils' annual LAQM reporting (see [Chapter 6](#)).

There is potential to incorporate Smoke Control Areas, which deal with household emissions, along with Air Quality Management Areas, and possibility Clean Air Zones into a single air quality management entity. This idea is explored further in [Chapter 6](#).



Clean Air and Smoke Control

Q: Should urban areas, in their entirety, be designated as Smoke Control Areas?

Q: Should the law should be changed so that non-smokeless fuels **may not under any circumstances** be sold in Smoke Control Areas?

Q: Should government ban the sale to the general public of smoky/bituminous/household coal in Northern Ireland?

Q: Should government ban the import, into Northern Ireland, of high-sulphur coal?

Q: Should government ban the sale to the general public of unseasoned wood in Northern Ireland at retail outlets?

Q: Are there any further things you think that central and local government could be doing to address air pollution from burning solid fuels?



Chapter 4 - Agricultural Emissions

4.1 Introduction

The agriculture sector is a vital part of the Northern Ireland economy, with 1.4% of Gross Value Added coming from this sector and accounting for 2.6% of total civil employment (the corresponding figures for the whole of the UK are 0.5% and 1.0%, respectively).¹³⁶ Agricultural activities can give rise to a number of different air pollutants.

Particulate matter, emitted directly from poultry and pig farming, is estimated at 22.7% of Northern Ireland's total PM₁₀ emissions in 2015¹³⁷. Livestock housing with solid manure management systems emit more PM than buildings with a slurry management system, because loose and relatively dry bedding materials release particles when disturbed. Animal activity causes less PM emissions if the litter is moist, and the air leaving buildings can also be filtered to remove PM emissions.

Ammonia

Ammonia, NH₃, is a pungent gas whose odour is detectable in low concentrations.

In agricultural activity, ammonia arises as a result of bacterial and enzymatic degradation of nitrogenous substances such as proteins, in manure and slurry.

Atmospheric ammonia can, at high concentrations, have direct impacts on plants. Ammonia contains nitrogen in a form that is readily taken up by plants, and this can lead to problems with species balance in delicate ecosystems. Although ammonia is an alkaline gas, its deposition can lead to soil acidification, which has negative impacts on plant health.

Ammonia emissions can also lead to deposition of nitrogen compounds, often at long distances from the sources, causing indirect effects through nutrient enrichment and acidification.

However, the main pollutant of concern from agricultural activities is ammonia. The information box above focuses on the effects that ammonia in the atmosphere and in precipitation can have on plants and ecosystems, through eutrophication. However, ammonia can also - indirectly - have significant impacts on human health, through the formation of secondary inorganic (ammonium) compounds, which are a component of fine particulate matter, specifically, PM_{2.5}.

These ammonium compounds arise when ammonia, itself an alkaline gas, undergoes reactions with acidic air pollutants such as sulphur dioxide and nitrogen dioxide to form fine particles of ammonium sulphate and ammonium nitrate. Particles of these chemical species can act as nuclei for the formation of PM_{2.5}. PM_{2.5} has widespread health impacts in the human body - not

¹³⁶ The Statistical Review of Northern Ireland Agriculture 2018, available at: <https://www.daera-ni.gov.uk/publications/statistical-review-ni-agriculture-2007-onward>

¹³⁷ *Air Quality Pollutant Inventories*, 44.



just in the lungs - leading to increases in ischaemic heart disease and stroke. A substantial amount of PM_{2.5} - perhaps in the region of 20% - that is routinely monitored in our air is now believed to have arisen from ammonia in the atmosphere. A report on PM_{2.5} in the UK by the UK Air Quality Expert Group states that:

‘The contribution of ammonia compounds to Secondary Inorganic Aerosol varies in time and space but is generally between a few percent and 20%. Secondary inorganic aerosol is estimated to contribute around 40% of total PM_{2.5} in the UK.

‘Policy strategies for PM_{2.5} therefore need to take into account emission reductions for a wide range of primary PM components and secondary PM precursors and to focus primarily on the abatement of ammonia.’ The report also suggests that ammonia emissions are the reason for levels of PM have remained static, despite declining levels of primary PM emissions, such as from combustion and road traffic.¹³⁸

4.2 Controls and Legislation

Ammonia is not classed as a local air quality pollutant. This means that there are no limits or targets for ammonia in ambient air in the EU ambient air quality directives 2008/50/EC and 2004/107/EC, which cover, for example, pollutants like NO_x, PM and SO₂. Nor are there limits in ambient air for ammonia in the UK Air Quality Strategy; district councils do not measure levels of ammonia in urban centres.

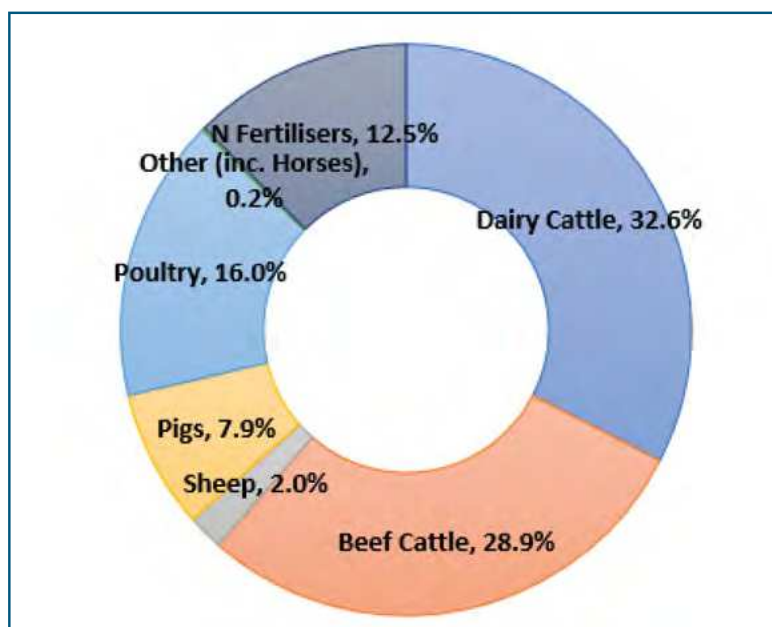


Figure 4-1 - breakdown of agricultural ammonia emissions in 2017, by species (fertiliser emissions also included)

¹³⁸ Air Quality Expert Group, 2012, Fine Particulate Matter (PM_{2.5}) in the United Kingdom, 153: https://uk-air.defra.gov.uk/assets/documents/reports/cat11/1212141150_AQEG_Fine_Partuculate_Matter_in_the_UK.pdf



Ammonia is, however, controlled under the Pollution Prevention and Control Regulations, which specify the amount of ammonia which may be emitted from industrial premises and agricultural installations exceeding certain thresholds. The thresholds are: for poultry installations, 40,000 birds; pig farms with more than 750 sows or 2,000 production pigs of at least 30kg.

Agricultural ammonia emissions are spread across the various sectors of the NI farming industry. Cattle account for 69% of ammonia emissions with this total split between the dairy sector (37%) and the beef sector (32%). The lamb and arable sectors make a smaller contribution to ammonia emissions with sheep responsible for 2% of emissions and 7% of emissions are caused by N fertiliser. This reflects the size and nature of these sectors. The poultry sector is responsible for 14% of ammonia emissions while pigs account for 8% of total ammonia emissions.

Critical Levels and Critical Loads

Ammonia can act as a very effective form of nutrient nitrogen when deposited in rainfall, or in direct contact with plants. In sensitive habitats like upland bogs, nutrients are often in short supply and the plants found there have adapted to this scarcity of nutrients.

Research has shown the amount of atmospheric reactive nitrogen that can be directly absorbed by different types of habitats, before damage to plants or to species composition starts to occur. An example would be ammonia emissions coming from poultry housing that is near a protected bog, or nitrogen dioxide from vehicle emissions near a busy road. This is sometimes called dry deposition, and in this case relates to the Critical Level.

Critical levels are defined as “concentrations of pollutants in the atmosphere above which direct adverse effects on receptors, such as human beings, plants, ecosystems or materials, may occur according to present knowledge”.¹³⁹

Ammonia is also a long-range pollutant, i.e. it can persist in the atmosphere over long distances. Ammonia emitted by various sources gives rise to a background level, and ammonia also dissolves in rainfall. When ammonia is in the air for long enough, it mixes and reacts with other air pollutants, giving ammonium compounds. These ammonium compounds are important for two reasons: they can form fine particulate aerosols, harmful to human health, and they can be deposited in rainfall - known as wet deposition. The amount of nitrogen that can be absorbed by a habitat from both dry and wet deposition is the Critical Load.

Critical Loads are defined as: “a quantitative estimate of exposure to one or more pollutants below which significant harmful effects on specified sensitive elements of the environment do not occur according to present knowledge”.

A map of sensitive habitats and critical levels and loads is produced for all areas of the UK. Ammonia emissions are mapped and modelled to estimate concentrations and likely deposition across the UK.

¹³⁹ <http://www.unece.org/env/lrtap/WorkingGroups/wge/definitions.htm>



When the deposition maps and the Critical Loads maps are compared, then we are given a picture on Critical Loads Exceedances. These exceedances tell us the excess nitrogen being deposited on sensitive habitats.

Critical levels, loads and exceedances are used to map habitat vulnerability as well as to inform the environmental assessments of relevant planning and permitting applications for agricultural development.

The National Emissions Ceiling Directive (NEC Directive) sets limits for each Member State on the total emissions of a basket of air pollutants, including ammonia. The NEC Directive implements the requirements of the UNECE Gothenburg Protocol to Abate Acidification, Eutrophication and Ground-level Ozone (Gothenburg Protocol), to which the EU is a signatory on behalf of Member States, and to which the UK is a signatory in its own right. The Directive reflects the Gothenburg targets for 2020 and sets additional targets for 2030. The UK's commitment to the Gothenburg Protocol will be unaffected by Brexit.

For the UK, the EU targets are to reduce ammonia levels by 8% by 2020 and then by 16% by 2030, compared to 2005 levels. The Devolved Administrations will be expected to make their contribution to the UK's target, and have fed in to the UK's National Air Pollution Control Programme, published in July 2019, which sets out the actions being undertaken to reduce the UK's total emissions of pollutants.

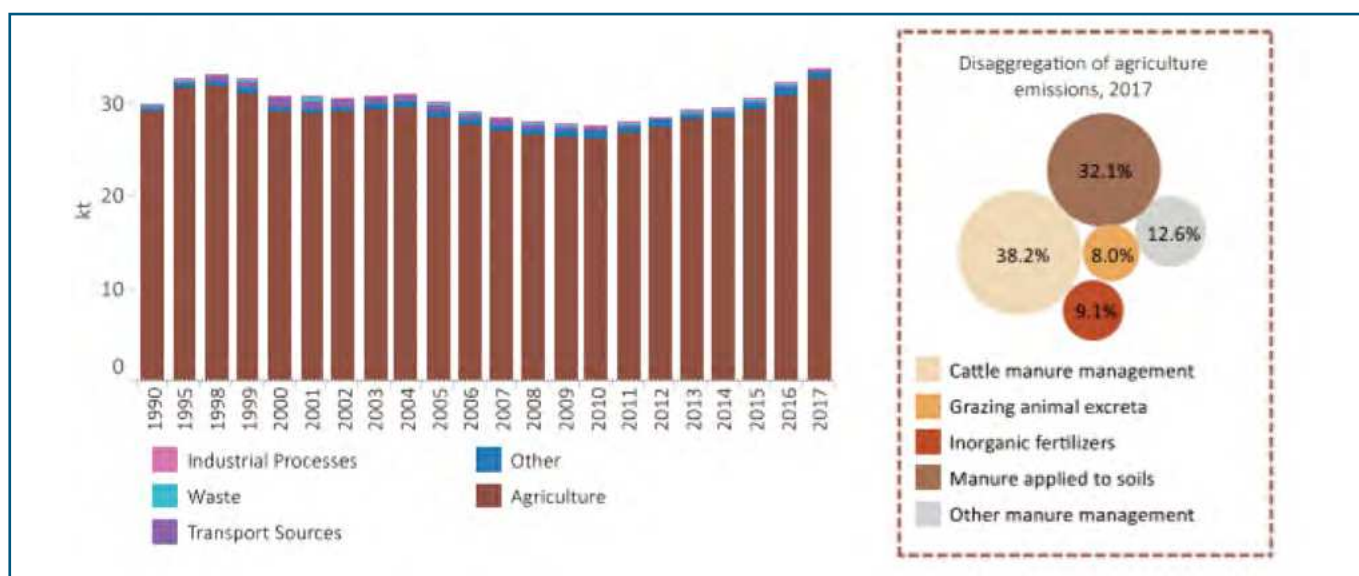


Figure 4-2 - total ammonia emissions in Northern Ireland 1990-2017

With regard to the harmful effects of nitrogen deposition on sensitive, protected habitats, the Habitats Directive (reporting under Article 17)¹⁴⁰ requires Member States to submit information on the ecological status of all priority habitats and designated sites. It is this reporting that has identified that a majority of protected sites in Northern Ireland are breaching the critical loads for nitrogen deposition. Ammonia emissions from agricultural activities are the most significant cause of these breaches, although some areas also experience transboundary deposition.

¹⁴⁰ <https://www.eea.europa.eu/data-and-maps/data/article-17-database-habitats-directive-92-43-eec-1>



4.3 Emissions - Inventories and Models

Estimates of ammonia emissions start with the NARSES model¹⁴¹, which uses a mass-flow method to estimate ammonia emissions from agriculture. Year-specific activity data are fed into the model, including livestock counts, housing methods and feed. Because NARSES it is a mass-flow model, nitrogen (TAN - Total Ammoniacal Nitrogen) is accounted for from the nitrogen (protein) content of feed, through excretion, and then on to handling of manure. This is important, as ammonia can be emitted at discrete stages of the livestock farming process.

Other modelling tools (AENEID, FRAME and CBED)¹⁴² take outputs from the NARSES model and, with incorporation of ammonia monitoring data, predict ambient concentrations of ammonia as well as wet and dry deposition of ammonia.

Finally, in considering environmental impacts during the assessment of planning applications relating to agricultural installations, ammonia emissions at individual farm level are estimated using SCAIL and ADMS models¹⁴³. As is the case with inventory estimates and concentration modelling of all air pollutants, assumptions are used which can affect the accuracy of results. Emissions Factors are used in the NARSES model - for example, the amount of ammonia excreted per head of livestock per year, in a particular housing type. These Emissions Factors are based on experimental data.

An Expert Working Group, at the request of a previous DAERA Minister, produced a report called *Making Ammonia Visible*. Some of the key recommendations of the report include the examination and, where appropriate, revision of Emissions Factors, to ensure that the data used in the compilation of the Northern Ireland ammonia emissions inventory is as accurate as possible (see [Section 4-7](#)).

DAERA and the Northern Ireland Agri Food and Biosciences Institute (AFBI) are taking forward a work programme which seeks to address evidence gaps in this area. Work is also being undertaken to expand the current level of ammonia monitoring in Northern Ireland.

4.4 Monitoring

Ammonia is not classed as an ambient air quality pollutant and so it is not monitored at either the Department's AURN monitoring stations, or at district councils' LAQM monitoring stations.

The UK Environmental Action Network Precip-Net measures a range of chemical species in water bodies.¹⁴⁴ There are three of these sites in Northern Ireland:

- Beagh's Burn (Glens of Antrim)
- Hillsborough Forest
- Lough Navar

¹⁴¹ NARSES ref

¹⁴² http://www.apis.ac.uk/overview/pollutants/overview_NH3.htm ; <http://www.apis.ac.uk/popup/cbed>

¹⁴³ <https://www.daera-ni.gov.uk/ammonia-emission-dispersion-modelling>

¹⁴⁴ <https://uk-air.defra.gov.uk/networks/network-info?view=precipnet>



For example, the amount of nitrogen as ammonium N recorded at Beagh's Burn in 2018 is given in **Figure 4-3**:

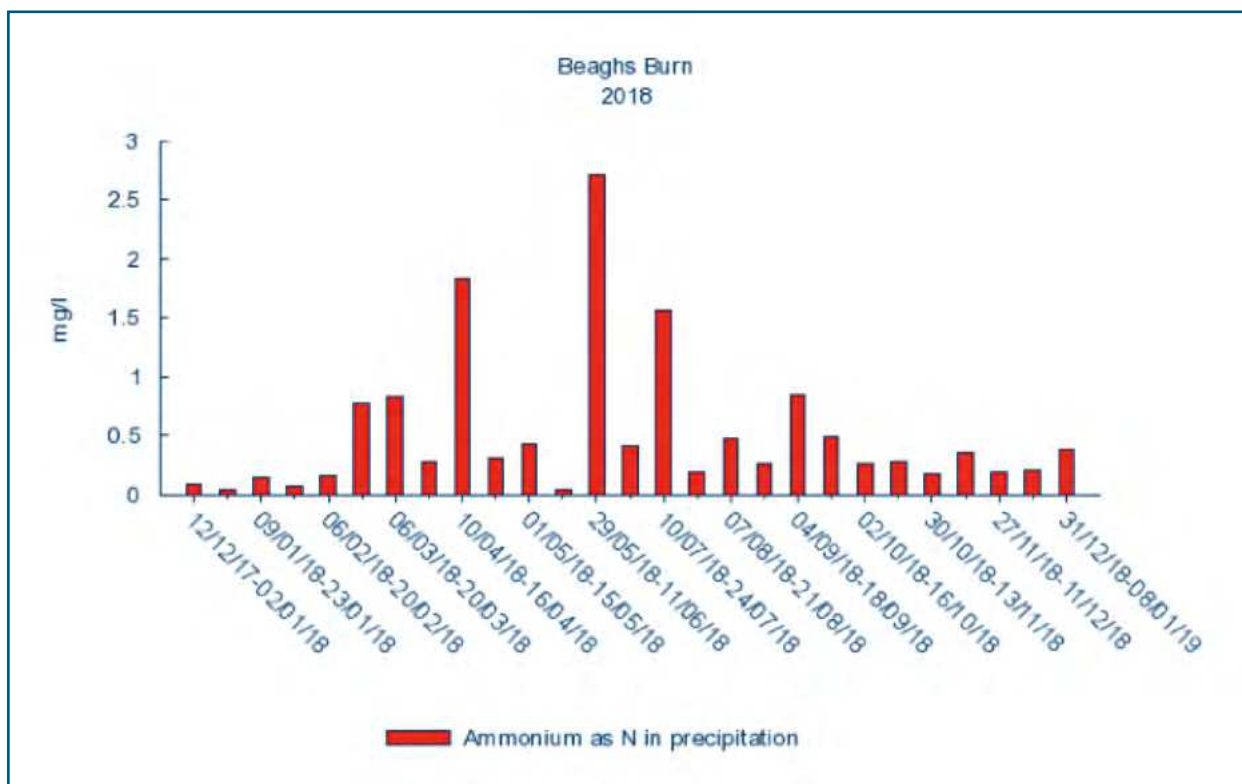


Figure 4-3: Ammonium (as N) in precipitation measured at Beagh's Burn, 2018

It is worth noting that the values are, in general, highest in the warmer months of the year, and lowest in the colder months. We might infer that this demonstrates a coincidence with agricultural activities, for example manure spreading, particularly since other chemical species measured do not show this seasonal pattern.

For example, measured concentrations of sodium are shown in **Figure 4-4**. Sodium is most likely present due to airborne sea salt aerosol, and so its concentrations are more dependent above all on weather conditions.

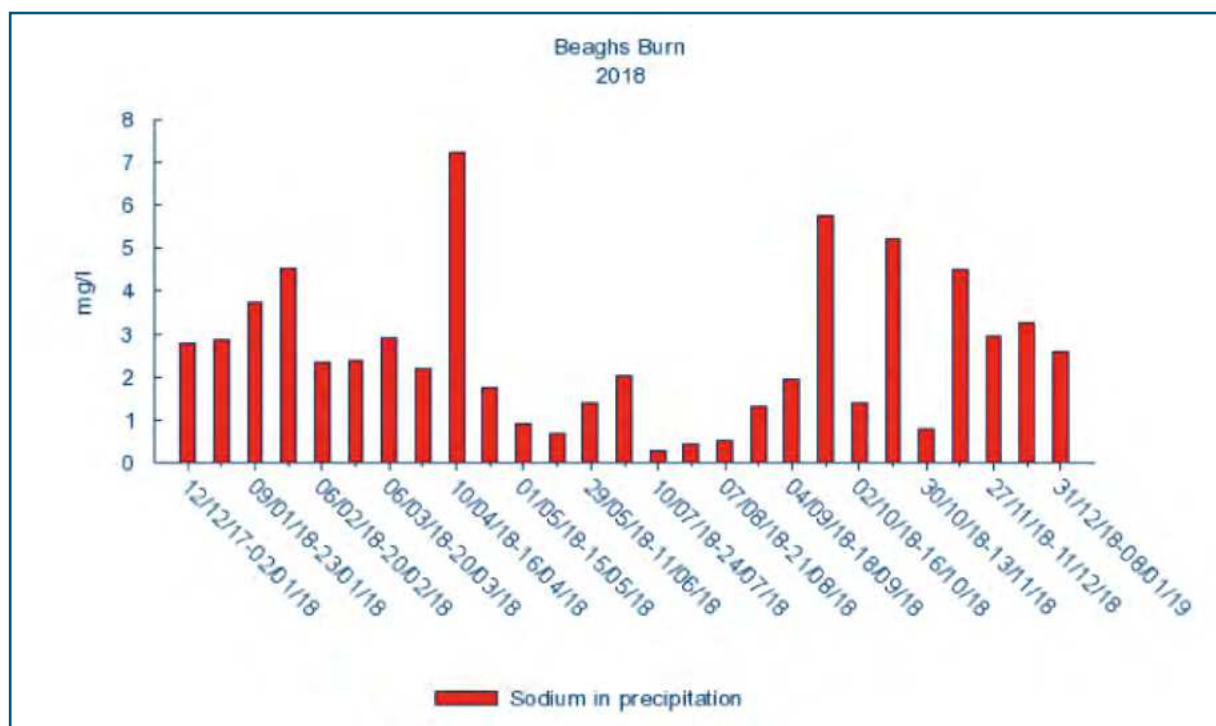


Figure 4-4: sodium measured in precipitation at Beagh's Burn, 2018

The National Ammonia Monitoring Network has also three sites in Northern Ireland; two of these coincide with the UK EAN Precip-Net sites.¹⁴⁵

They are:

- Hillsborough
- Lough Navar
- Coleraine.

¹⁴⁵ <http://www.pollutantdeposition.ceh.ac.uk/networks>

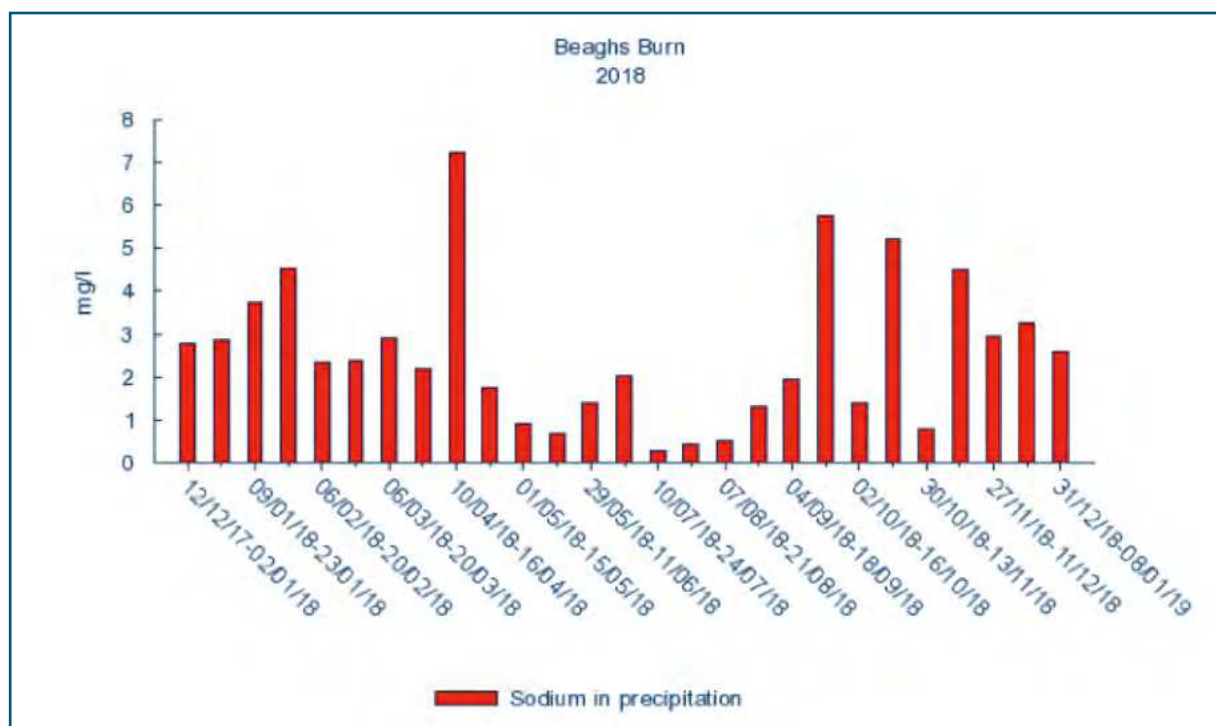


Fig 4-5: Ammonia (NH₃) ambient concentrations at Coleraine, 2018

Again, a seasonal concentration pattern is seen, this time in ambient ammonia concentrations.

Results from the ammonia monitoring networks are used to inform modelling of ammonia concentrations and deposition (see [Section 4.3](#)).

A DAERA-AFBI research initiative, in conjunction with Centre for Ecology and Hydrology has established a further 28 ammonia monitoring stations in Northern Ireland. The majority of these are alpha samplers, which are a low-cost, passive method of obtaining average ammonia concentrations over a particular time period (usually one month). Three of the new monitoring stations feature automated delta samplers, which use pumped air to give further information on ammonia concentrations, based on airflow. The expanded monitoring network is shown in [Figure 4-6](#):

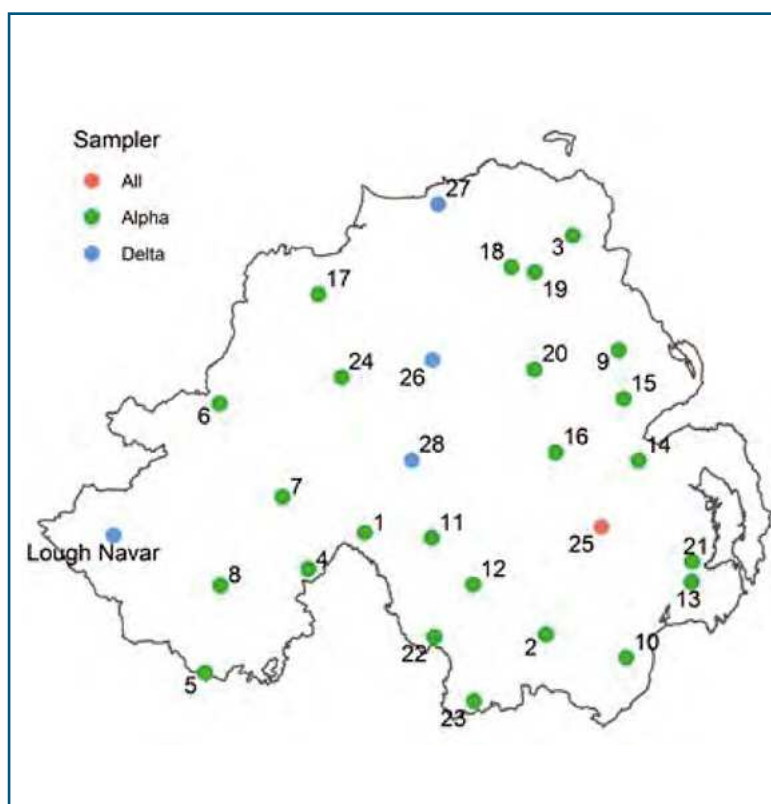


Fig 4-6: Expanded ammonia monitoring network



4.5 Emissions - Sources and Trends

According to latest inventory figures, Northern Ireland emissions of ammonia in 2017 made up 11% of the UK's total ammonia emissions¹⁴⁶, despite only having 2.8% of the UK population and 5.9% of total UK land area. This relatively high contribution reflects the importance of the agriculture sector here and it also reflects the nature of Northern Ireland a food-exporting region in which agriculture is dominated by livestock, with relatively little arable farming.

In 2017, Northern Ireland's ammonia emissions were 13% greater than 1990 levels, and also 13% greater than those in the 2005 NECD baseline year. Ammonia emissions in Northern Ireland peaked in the late 1990s and by 2010, ammonia emissions were 17% less than they had been in 1998. However since 2010, there has been a notable increase in ammonia emissions. Emissions were 23% higher in 2017 than they had been in 2010 with significant spikes experienced in recent years. For example, ammonia emissions increased by 5.8% from 2015 to 2016 and then a further 5.1% from 2016 to 2017.

In 2017, agriculture contributed 96% of NI ammonia emissions, and **Figure 4-8** shows the breakdown according to various agricultural activities. This high proportion of ammonia from agricultural activities is in line with the rest of the EU, where the average is 94%.¹⁴⁷

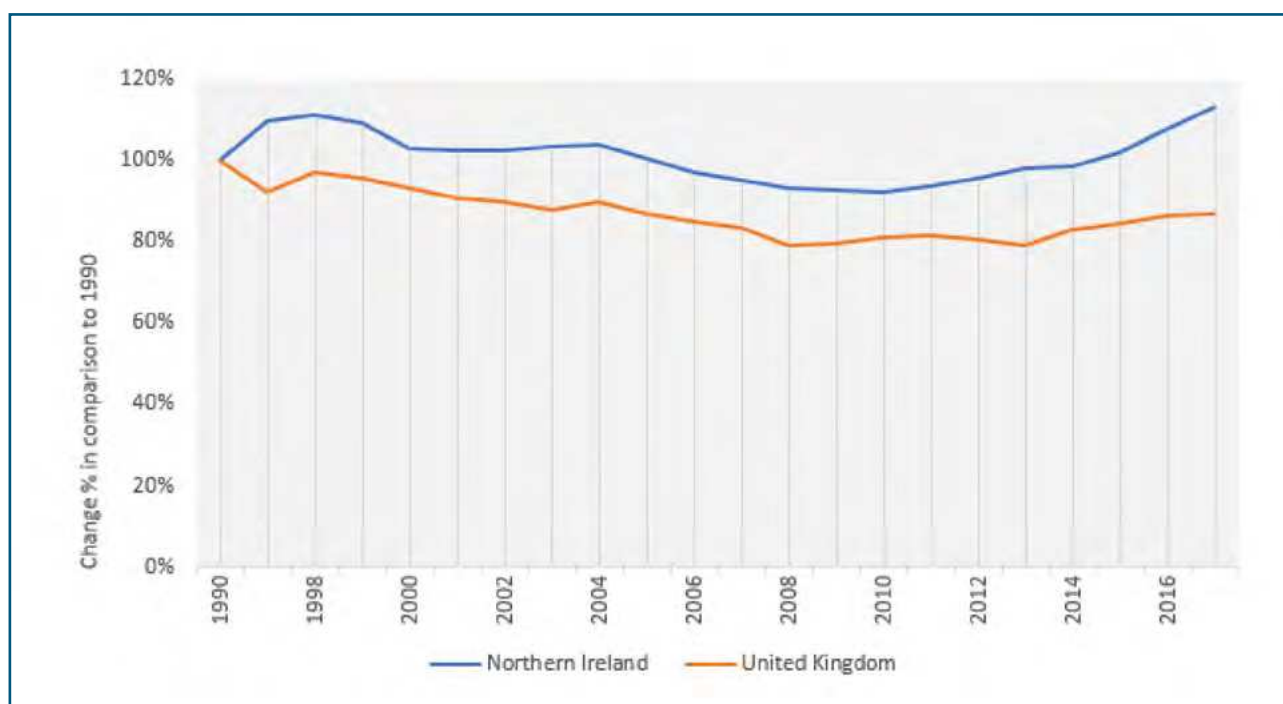


Figure 4-7 - ammonia emissions from 1990 to 2017(% change since 1990) for Northern Ireland and for the UK as a whole.

¹⁴⁶ National Atmospheric Emissions Inventory 1990-2017.

¹⁴⁷ http://ec.europa.eu/eurostat/statistics-explained/index.php/Agri-environmental_indicator_-_ammonia_emissions



The management and application of manure from livestock housing is the key driver of ammonia emissions in Northern Ireland and is responsible for a combined 85% of all agricultural emissions. Chemical fertiliser accounts for 7% of emissions when animal excretion while grazing produces 8%, this relatively low proportion highlights the relative importance of grassland grazing systems in limiting ammonia emissions. These statistics clearly show the importance of manure and slurry management throughout the agricultural system, from how diet influences the nitrogen content of slurries and manures to the technology used to apply those manures to land. A key principle is the need to avoid ammonia loss through the agricultural system. Where emissions are avoided in one part of the nitrogen cycle, that positive behaviour can be undone by poor practices at a later point in the cycle.

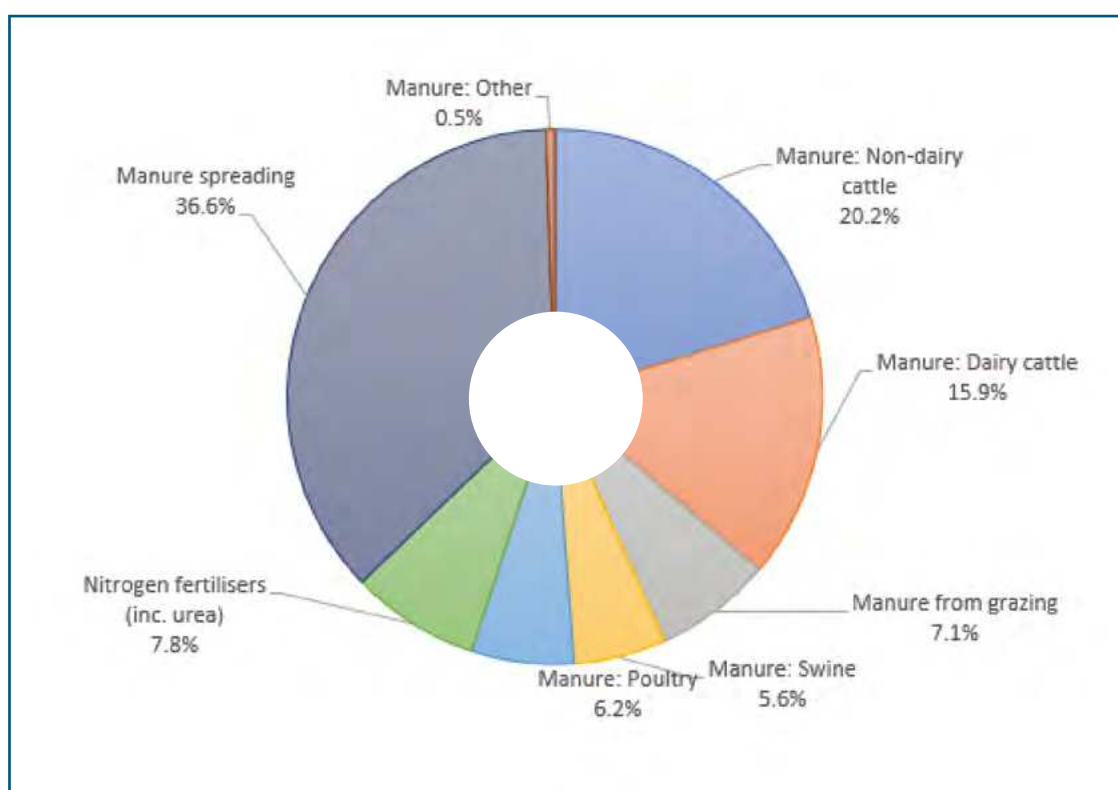


Figure 4-8 - breakdown of NI agricultural ammonia emissions in 2017, by activity

4.6 Nitrogen Deposition

Nitrogen can be deposited on habitats from the release of ammonia emissions direct from agricultural installations like animal housing, or from manure spreading in nearby fields. Critical Loads have been determined for different types of habitats (for example, raised bogs), while Critical Levels are estimated for different species of higher plants (trees, shrubs and flowering plants) as well as lower plants (for example, mosses, ferns and lichens). Exceedances of Critical Levels are used to determine whether or not installations or activities will have direct-acting harmful effects on habitats from dry deposition of ammonia.



As ammonia persists in the atmosphere over long distances and timescales, it contributes to regional background levels of ammonia. It is also washed out in rainfall (wet deposition). Both dry and wet deposition contribute to the overall nitrogen loading to sensitive sites.

Figure 4-9 shows the estimated critical loads exceedances for land types across the UK. Areas of high agricultural output can be seen on the map as areas in which there are high exceedances of Critical Loads for nutrient nitrogen.

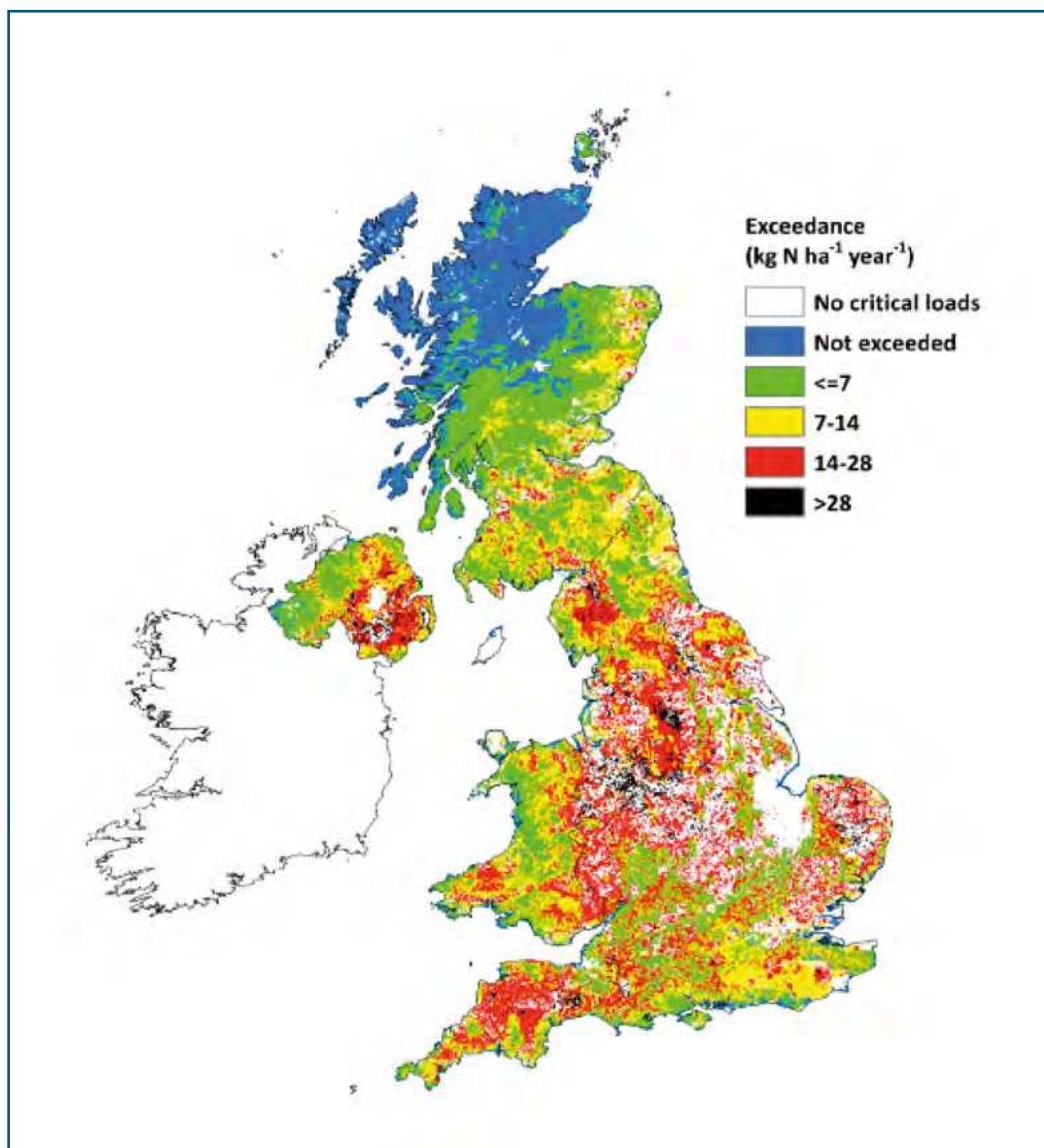


Figure 4-9 - Critical Loads Exceedances from atmospheric deposition of nutrient nitrogen¹⁴⁸

¹⁴⁸ Centre for Ecology and Hydrology: <http://www.cldm.ceh.ac.uk/exceedances/maps> Nitrogen critical loads, for all habitats combined, based on UK 5x5 km deposition data averaged for 2012-2014. These maps were updated in 2017 following a minor update to the deposition data.



However, only a small proportion of land cover are designated sites - ca. 10% - although this figure rises when we consider all priority habitats (see **Figure 4-10**).¹⁴⁹ When we specifically consider sensitive habitats, such as Areas of Special Scientific Interest (ASSIs) and Special Areas of Conservation (SACs), we find that almost all are being damaged by excessive atmospheric nitrogen loading, and specifically, ammonia from agricultural activities.

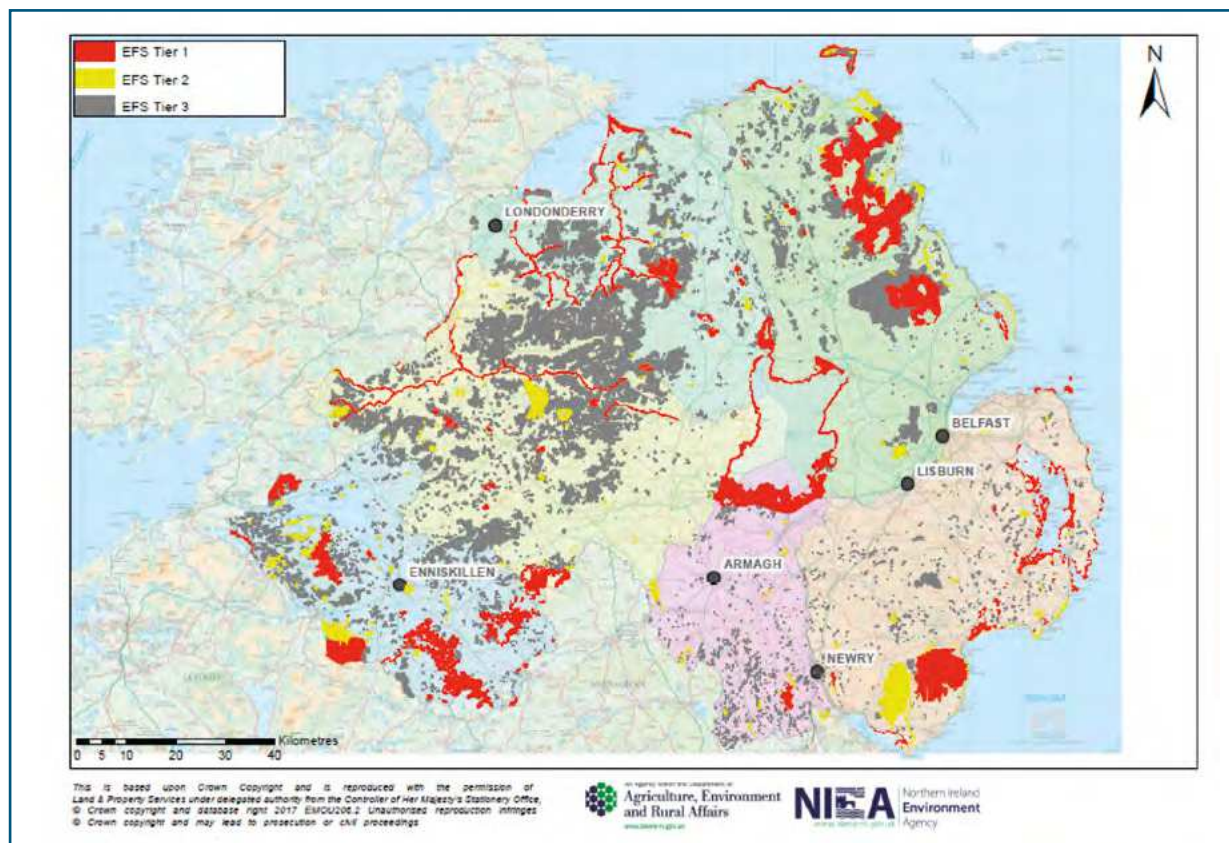


Figure 4-10 - priority habitats in Northern Ireland, according to Environmental Farming Scheme Tier classifications

Based on figures in the EMIND report¹⁵⁰, on average, agriculture contributes to ~59 % of total N deposition (to low-growing semi-natural features) received by SACs, and contributes ~90 % of the N deposition from locally depositing species (wet and dry deposition from NH_3 and NO_2).

A substantial proportion of SACs in Northern Ireland are estimated to be subject to high concentrations of agricultural NH_3 from emission sources close to their site boundary. The dominant emission source of NH_3 (i.e. the largest contribution to estimated NH_3 emissions within the 2km (or larger) buffer zone) for most SACs is cattle farming (~73 %).

NI Environment Agency is consulted on planning applications for agricultural installations and then provide advice to planning authorities as to the potential effects of activities on protected sites, and impacts of ammonia emissions/nitrogen deposition are estimated using the APIS (Air Pollution Information System) tool.¹⁵¹

¹⁴⁹ <https://www.daera-ni.gov.uk/sites/default/files/publications/daera/EFS%20Higher%20Level%20Tiers%20Map.PDF>

¹⁵⁰ NIEA, EMIND report, not yet published.

¹⁵¹ <http://www.apis.ac.uk/>



4.7 Expert Working Group Report

In July 2016, the DAERA Minister asked the independent Expert Working Group on Sustainable Land Management to examine the agricultural ammonia issue and to produce an annex to their main Report. The Expert Working Group is an independent group, which draws its members from across the farming, agri-food, environment and government sectors. The group was appointed to examine land management in Northern Ireland and identify an approach to ensure that the objectives of 'Going for Growth' are achieved in a sustainable manner. The group produced its original report on land management in October 2016.

In December 2017, the group published an annex to the main report *Making Ammonia Visible*¹⁵², dealing specifically with ammonia emissions from agriculture. The recommendations from the annex will be considered by DAERA, and used to inform its approach as it develops a DAERA Action Plan for Ammonia.

The key recommendations of *Making Ammonia Visible* are as follows:

- Ammonia emissions must be addressed through a partnership approach that incorporates communication and education, research, and implementing ammonia mitigation measures;
- Scientific research should address the significant evidence gaps within the ammonia emissions inventory;
- An enhanced regime for monitoring ammonia in Northern Ireland should be established;
- DAERA should adopt a set of guiding principles when assessing planning applications in relation to ammonia. These guiding principles should focus on encouraging the implementation of ammonia mitigation measures;
- Farmers should begin to implement the ten ammonia mitigation measures highlighted in the report;
- Government should take steps to permanently end the use of splashplates for slurry spreading and also the use of non-stabilised urea fertiliser;
- The existing Greenhouse Gas Implementation Partnership (which includes government, industry and environment sector membership) should be revamped to incorporate ammonia within its remit. This new Agri Emissions Partnership should lead the awareness and communications campaign for farmers.

The ammonia emissions inventory for Northern Ireland (and the other Devolved Administrations) is prepared by Rothamsted Research. Emissions inventory estimates - as well as data from ammonia monitoring sites - are used by Centre for Ecology and Hydrology to undertake modelling of ammonia emissions. In the case of the Northern Ireland inventory, specific activity data is provided by DAERA (for example in relation to farm surveys, livestock numbers).

¹⁵² <https://www.daera-ni.gov.uk/sites/default/files/publications/daera/Ammonia%20Annex-%20Expert%20Working%20Group%20%28final%29.pdf>



During a review of the NI ammonia inventory, it was felt that improvements may be possible both in terms of activity data used for inventory estimates as well as some of the emissions factors applied, as well as the extent of ammonia monitoring that is used to help inform modelling.

DAERA has therefore commissioned a scientific research programme on ammonia. This research programme is funded by DAERA and led by AFBI, in partnership with CEH and Rothamsted who are key contributors to, and authors of, the UK ammonia inventory. The objectives of the research programme are to:

- Feed new NI-specific data into the ammonia models;
- Collate activity data on farm management practices in Northern Ireland;
- Update emissions factors associated with key farm activities in Northern Ireland, such as the housing of cattle in slatted-floor slurry systems;
- Assess the costs, environmental impacts and cumulative effects of the ammonia mitigation measures proposed by the Expert Working Group;
- Increase monitoring of atmospheric ammonia concentrations in Northern Ireland.

4.8 Way Forward

The Department has set up an Ammonia Project Board, specifically tasked with examining the issues and evidence surrounding the ammonia problem in Northern Ireland, its negative impacts on biodiversity and habitats, and the difficulties it presents for the expansion of the agricultural sector in Northern Ireland. The objective of this Project Board is to work with stakeholders to achieve sustained reductions in ammonia emissions from Northern Ireland farms so that nitrogen deposition from local and background sources does not negatively impact on nature, while facilitating the sustainable development of a prosperous agri-food industry.

Its key task is to develop a comprehensive approach to ammonia, with a detailed set of proposals, which will achieve the tangible and sustained reductions in emissions required. DAERA is committed to working with stakeholders as it develops this approach and will be launching a public discussion on a draft series of proposals.

Agricultural Emissions

Q: Do you think that the process in place to address ammonia emissions in Northern Ireland is appropriate?



Chapter 5 - Industrial Emissions



Industrial activities play an important role in the economic well-being of Northern Ireland by contributing to sustainable development and growth, but this can also have a significant impact on the environment. The industrial sector accounts for a significant proportion of air pollution emissions in Northern Ireland and the sources include various types of activities ranging from large power stations to petrol station forecourts. Air pollution emissions from industry are, however, subject to strict regulation.

Figure 5-1 shows emissions of air pollutants from the industrial sector (including power generation) in Northern Ireland from 2000 to 2017. For many pollutants (NH_3 , PM_{10} , Pb, VOCs), there has been little change over the time series. The biggest changes are seen in emissions of NO_x and SO_2 . The strong decline in emissions of SO_2 is due to the introduction of Combined Cycle Gas Turbines (e.g. at Ballylumford from 2003) at a number of power stations, and the installation of the flue gas desulphurisation equipment at Kilroot.

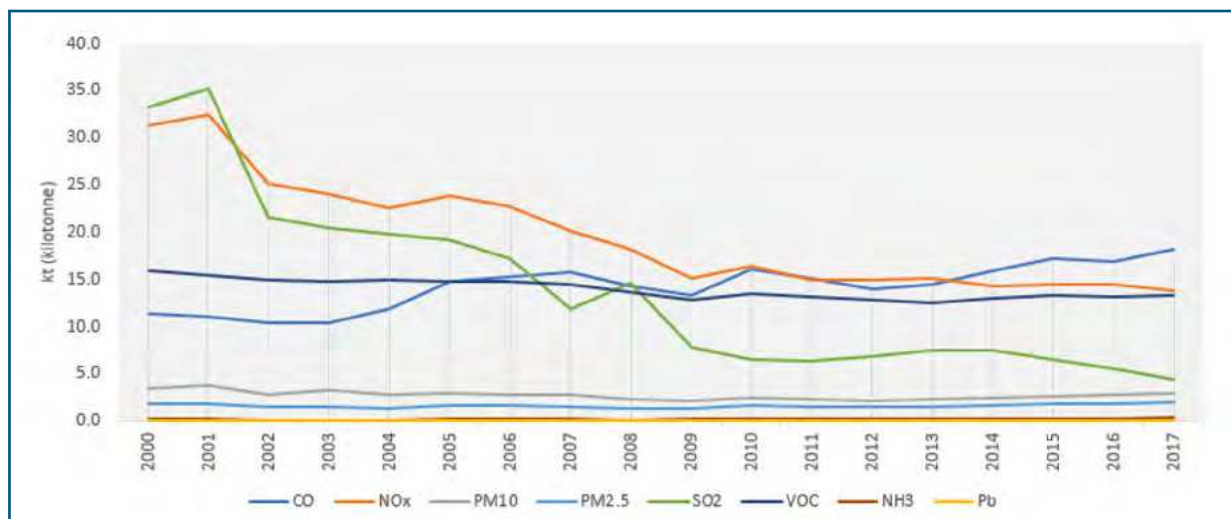


Figure 5-1 Emissions of air pollutants from industry in Northern Ireland from 2000-2017



For NO_x, the decline is largely driven by reductions in coal use in power stations (the expansion of the NG network helped with this) and the installation of various abatement technologies. Additionally, there has been some fuel switching from gas oil to natural gas in the other industrial combustion sector which contributes to the decline observed.

The decrease in NO_x and SO₂ emissions which are due to changes in power generation can be seen more clearly in **Figure 5-2**, below.

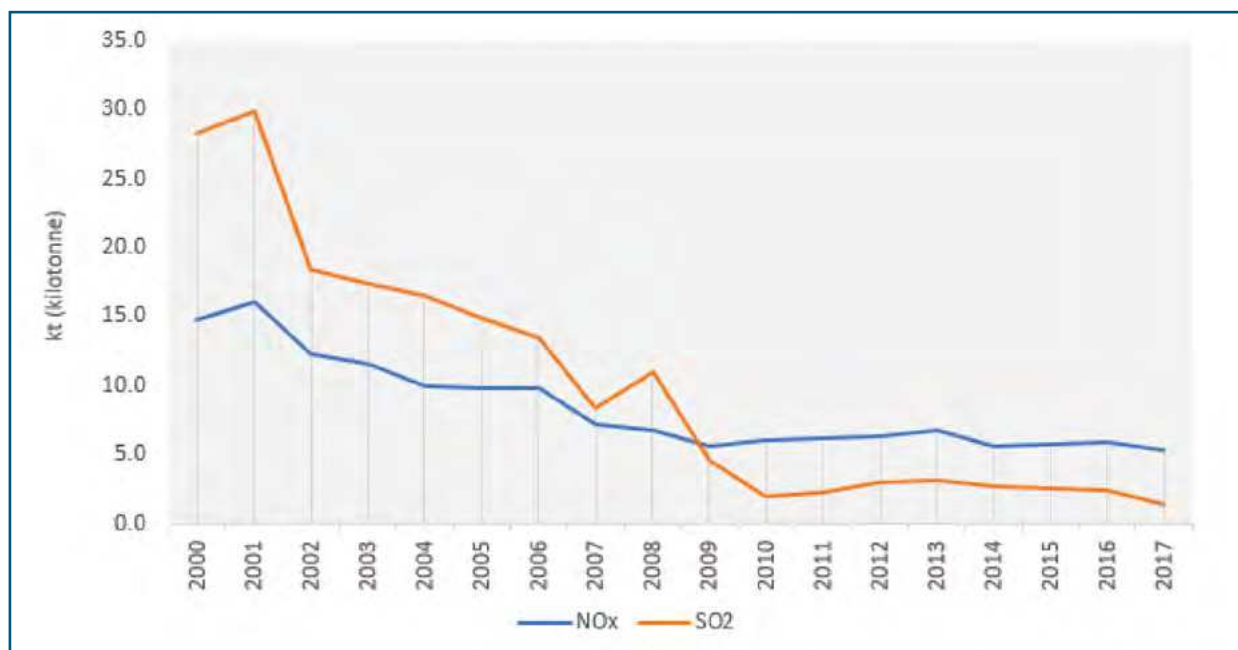


Figure 5-2 Emissions of NO_x and SO₂ emissions from power generation in NI, 2000-2017

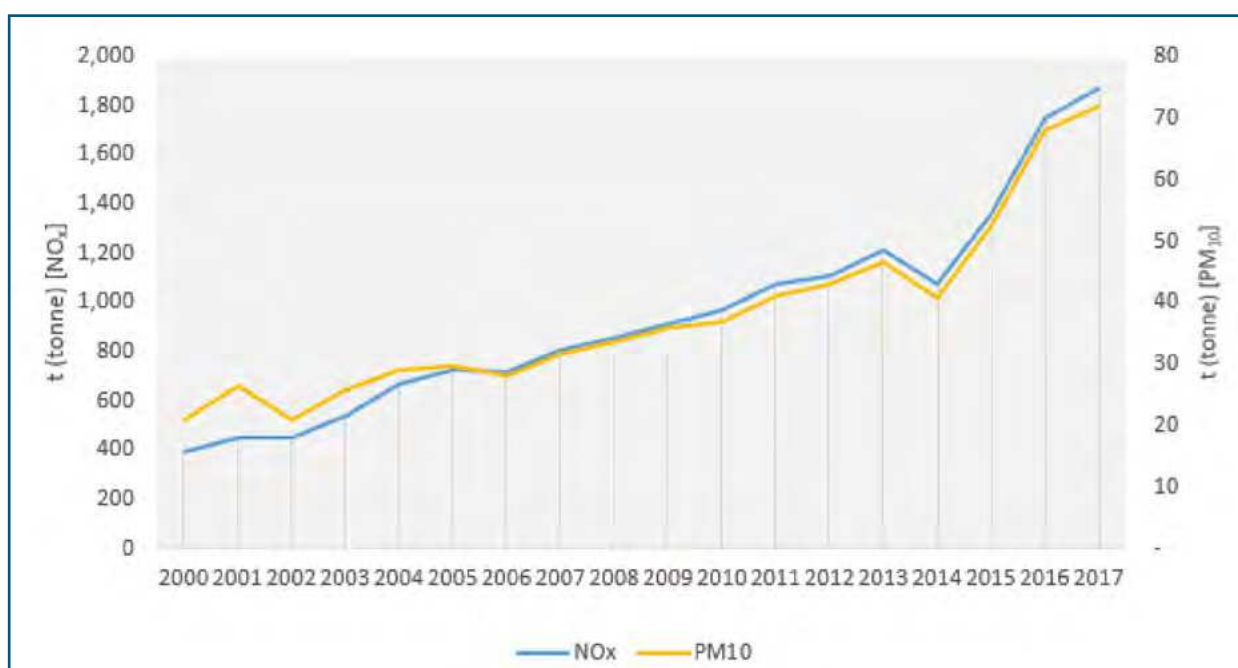


Figure 5-3 - NO_x and PM₁₀ emissions from 'Energy from Waste' activities in Northern Ireland 2000-2017



Emissions from 'Energy from Waste' activities, as well as from Anaerobic Digestion are examined here, as they are activities that are showing growth. **Figure 5-3** shows that PM_{10} emissions from EfW have increased along with emissions of NO_2 ; however, they are much smaller in magnitude compared to NO_x emissions. NO_x emissions from EfW are now almost 9% as large as NO_x emissions from the power generation sector.

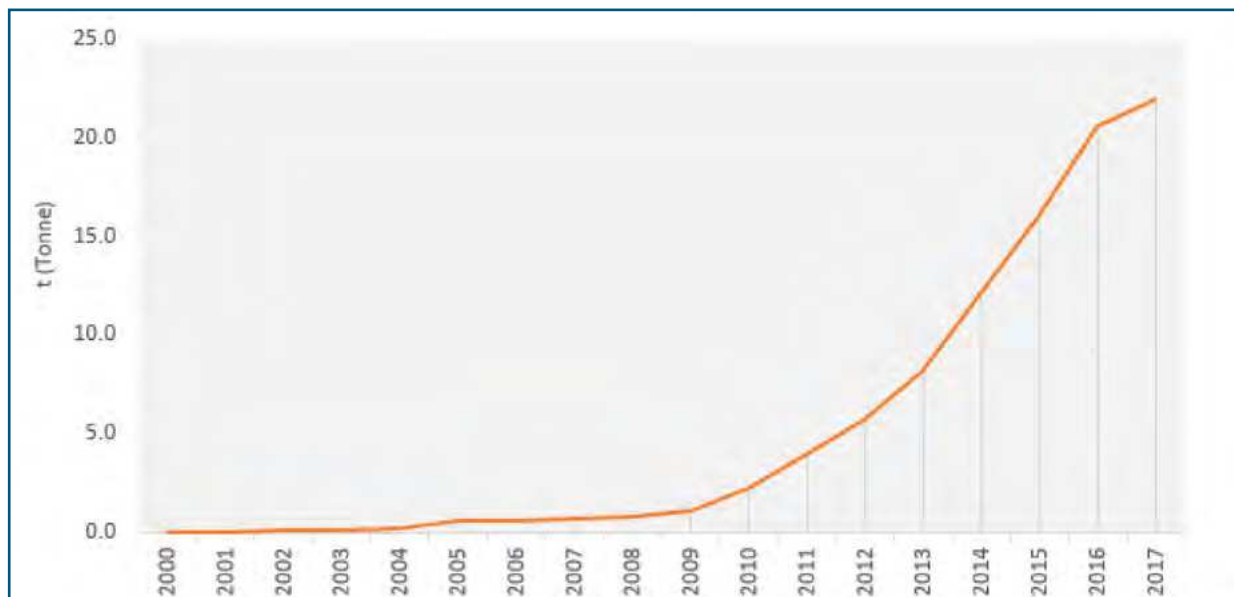


Figure 5-4 Ammonia emissions from Anaerobic Digestion activities in Northern Ireland from 2000 to 2017

Ammonia emissions from Anaerobic Digestion have increased substantially over the time series; however, they are currently still small in the scale of overall ammonia emissions, which are dominated by agricultural activities, in particular, manure storage, handling and spreading.

Regulation in the European Union

The largest industrial installations account for a considerable share of total emissions of key atmospheric pollutants and also have other important environmental impacts, including emissions to water and soil, generation of waste and the use of energy. Emissions from industrial installations have therefore been subject to EU-wide legislation for some time and currently the main pieces of legislation that govern industrial emissions are as follows:

- **Directive 2010/75/EU on industrial emissions (IED):** The IED sets out the main principles for the permitting and control of installations based on an integrated approach and the application of best available techniques (BAT). BAT is the most effective techniques to achieve a high level of environmental protection, taking into account the costs and benefits.

On 7 January 2014, the IED repealed and replaced Directive 2008/1/EC on integrated pollution prevention and control (IPPC), Directive 2000/76/EC on waste incineration, Directive 1999/13/EC on activities using organic solvents and Directives 78/176/EEC, 82/883/EEC and 92/112/EEC concerning titanium oxide production. On 1 January 2016, Directive 2001/80/EC on large combustion plants (LCP) was also repealed.



- **Directive 1994/63/EC and Directive 2009/126/EC** on petrol storage & distribution: Two related directives that aim to prevent emissions to the atmosphere of volatile organic compounds (VOCs) by imposing measures on key steps in the storage and distribution of petrol from terminals, to service stations, and to individual vehicles.
- **Regulation 166/2006 on the European Pollutant Release and Transfer Register (E-PRTR)**: The E-PRTR gives the public access to detailed information on the emissions and the off-site transfers of pollutants and waste from around 30 000 industrial facilities, of which there are about 139 such facilities in Northern Ireland (See **Figure 5-5**).

More recently the Directive (EU) 2015/2193 on medium combustion plants (MCP) has entered into force in Europe. This regulates emissions of sulphur dioxide (SO₂), nitrogen oxides (NO_x) and dust from the combustion of fuels in plants with a rated thermal input equal to or greater than 1 megawatt (MWth) and less than 50 MWth. It also lays down rules to monitor emissions of carbon monoxide (CO).

It fills the regulatory gap at EU level between large combustion plants (≥ 50 MWth), covered under the IED and smaller appliances (heaters and boilers <1 MWth) covered by the Ecodesign Directive.

Medium combustion plants are used for a wide variety of applications (electricity generation, domestic/residential heating and cooling, providing heat/steam for industrial processes, etc.) The estimated number of MCPs in the Northern Ireland is around 1,200.

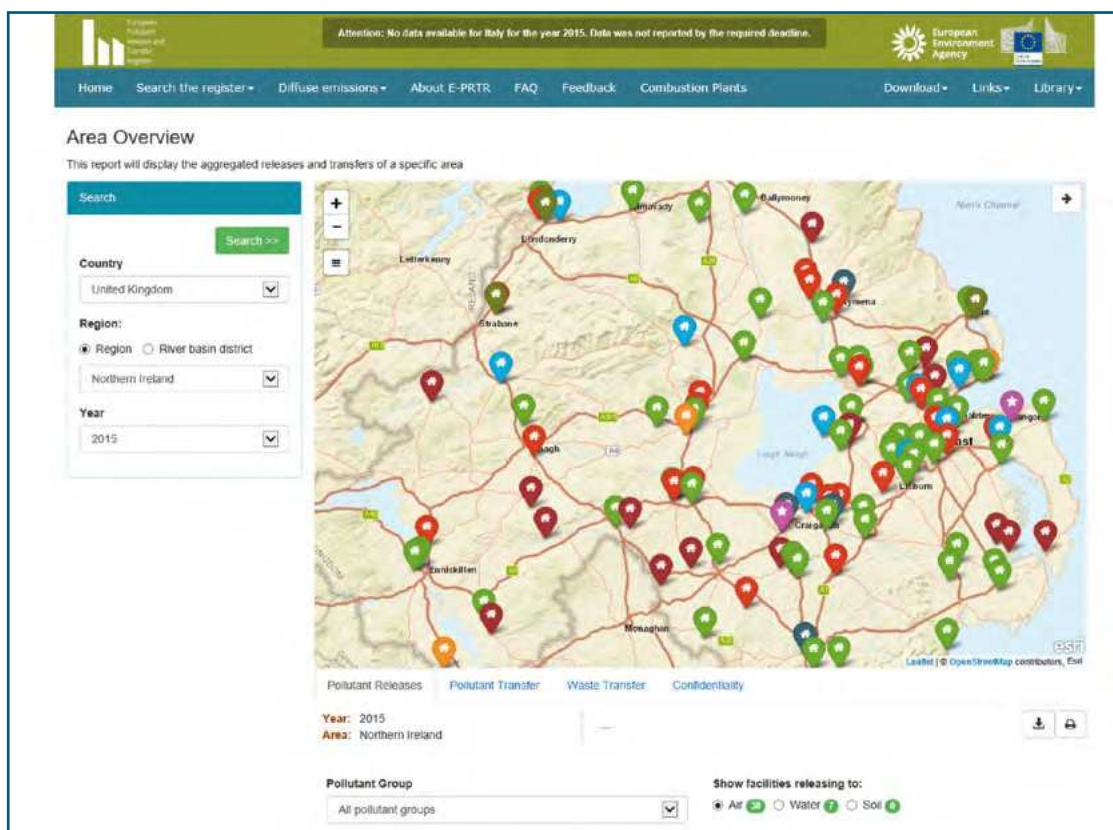


Figure 5-5 European Pollutant Release and Transfer Register (E-PRTR) for relevant industry in Northern Ireland (EEA 2017)



The MCP Directive was transposed into Northern Ireland legislation in 2018 and will help to contribute to the implementation of the obligations arising from the Gothenburg Protocol under the UNECE Convention on Long-Range Transboundary Air Pollution.

The emission limit values is in place since December 2018 for new plants and must be applied by 2025 or 2030 for existing plants, depending on their size. The Directive has flexibility provisions for district heating plants and biomass firing that will ensure climate and air quality policies are consistent and their synergies are maximized.

Industrial processes are responsible for a significant proportion of Northern Ireland greenhouse gas emissions, as illustrated by **Figure 5-6**.

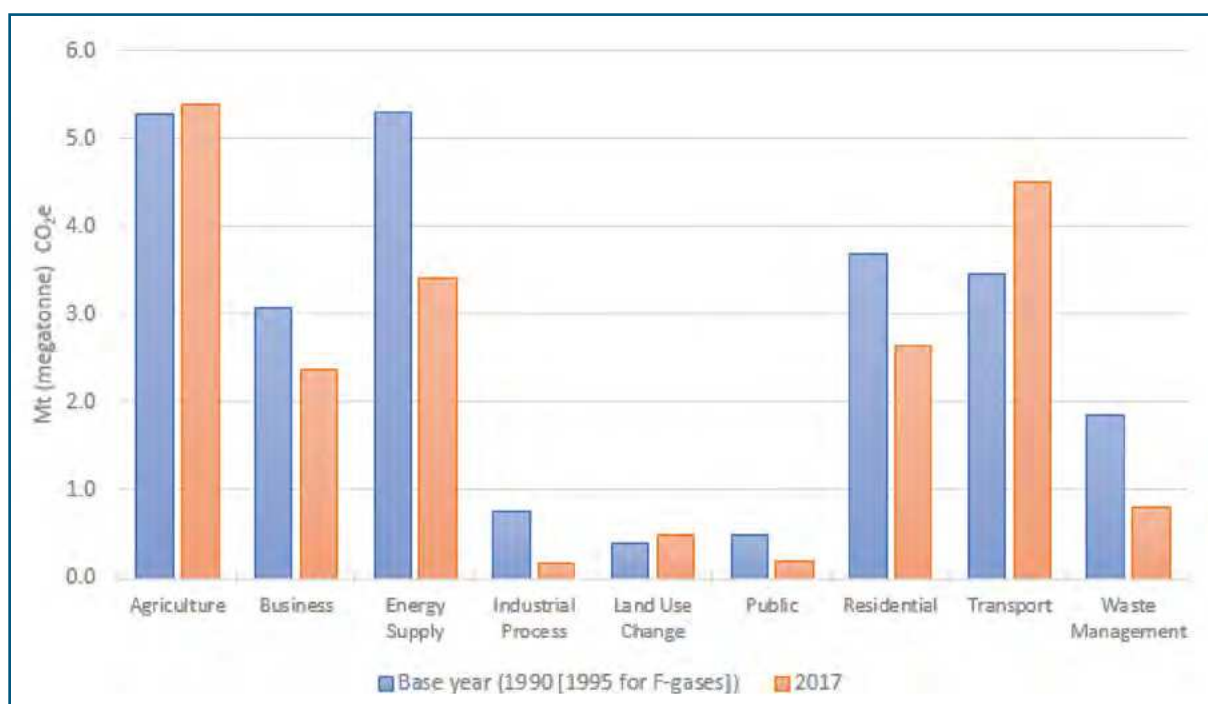


Figure 5-6 Greenhouse gas emissions in Northern Ireland by sector, 1990-2017

(Note: the base year for UK greenhouse gas emissions is 1990 for carbon dioxide, methane and nitrous oxide and 1995 for fluorinated gases)

Generally, the emissions of greenhouse gases from industry has been decreasing, particularly for the energy production sector where the conversion from coal to gas fired power stations has reduced emissions of certain gases in Northern Ireland. Greenhouse gas emissions per unit of electricity generated decreased 36% from 631gCO₂/kWh in 2004 to 406gCO₂/kWh in 2017. This has been driven by the growth of renewable generation in Northern Ireland, a shift away from coal use towards gas for electricity generation, and improvements in energy efficiency.¹⁵³

153 <https://www.daera-ni.gov.uk/news/carbon-intensity-indicators-published>



Regulation in Northern Ireland

In Northern Ireland, atmospheric emissions from industry have been regulated for many decades, most recently with a modernized system of pollution control introduced in 1998. This was updated in 2003 and then again in 2013 in order to reflect the corresponding EU legislative changes.

Industrial processes prescribed by The Pollution Prevention and Control (Industrial Emissions) Regulations (Northern Ireland) 2013 are required to have a permit in order to operate. The permit allows the holder to operate a process subject to certain conditions.

The conditions attached to such a permit aim to limit or prevent the emission of certain prescribed substances from the particular site to which it relates.

Anyone operating a process which is prescribed by the regulations must use Best Available Techniques (BAT) to control and manage this risk, while striking a balance between costs and environmental benefits.

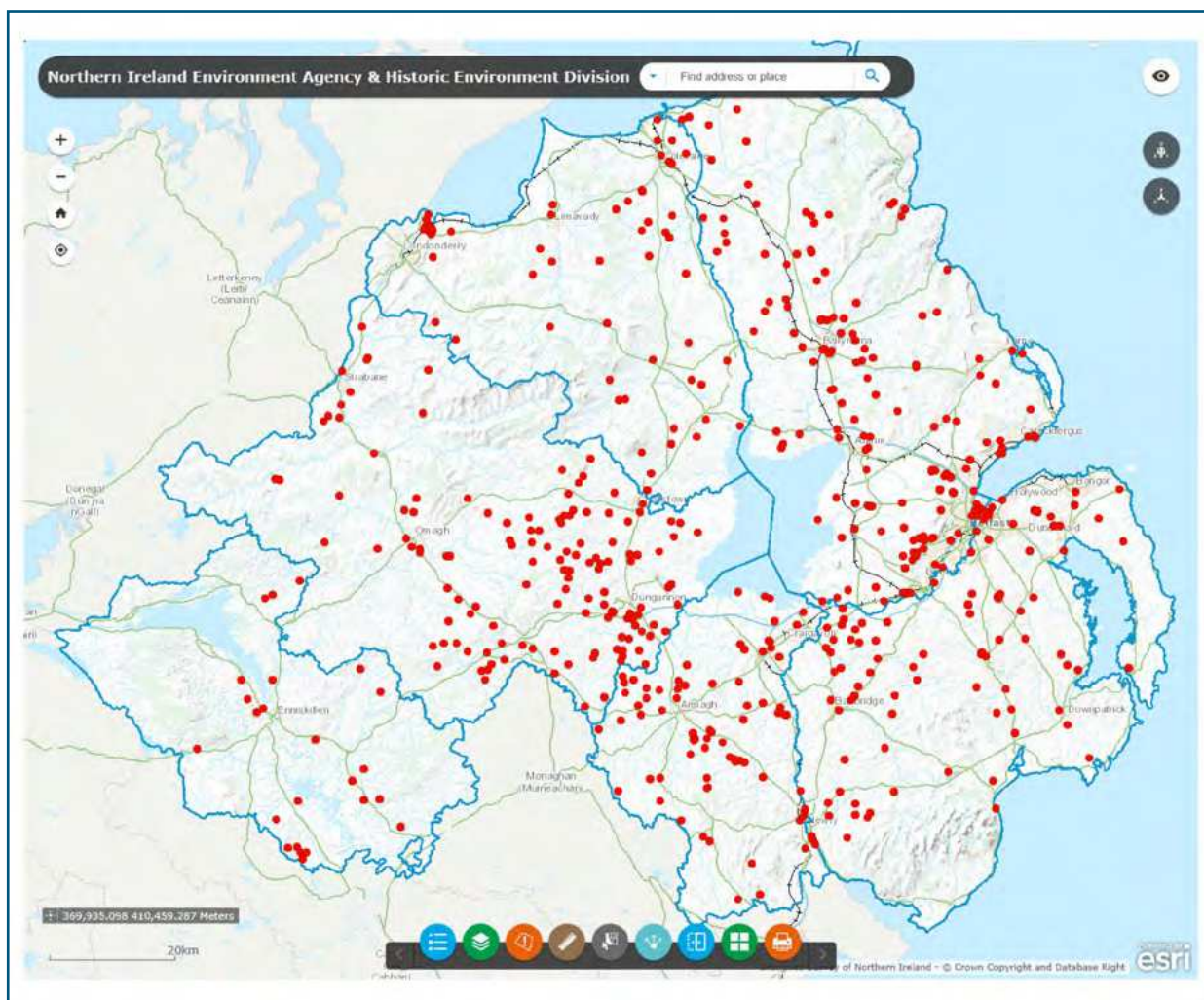


Figure 5-7 Part A and B authorized IPPC premises in Northern Ireland



The Northern Ireland Environment Agency (NIEA) is the authority responsible for regulating those premises where there is potential for emissions to the land, air or water. This is known as Integrated Pollution Prevention and Control (IPPC) and the premises to be regulated are categorised as Part A and Part B Processes. There are more than 450 Part A and B permits issued by NIEA as illustrated in **Figure 5-7**.

District councils are responsible for Local Air Pollution Prevention and Control (LAPPC) and premises prescribed in the regulations are known as Part C processes which have the potential to cause emissions to the air only. There are more than 500 Part C permits issued by District Councils.

Industrial Air Pollution

Q: Are there any industrial sectors or air pollutants that require new or further investigation?



Chapter 6 - Local Air Quality Management

The Environment (Northern Ireland) Order 2002, as amended, requires local government councils to review the quality of the air within their districts. Part of this review is an assessment of the quality of air against an agreed set of standards. Where these standards are failing to be achieved the council may designate Air Quality Management Areas (AQMAs), and an Action Plan must be developed for each area. This management system lies at the foundation of improving air quality in Northern Ireland.

To assist eligible councils in the monitoring and assessment of their air quality, DAERA has a Local Air Quality Management (LAQM) grants scheme which draws down from its Environment Fund. Councils apply annually for funding from the Department to carry out air quality monitoring and assessment, and to prepare and implement action plans.

Councils are required to submit an annual report, in accordance with Policy Guidance LAQM PG (NI) 09,¹⁵⁴ of the results of their air quality assessment. This report gives a holistic view on all aspects of the air quality in the region, from past assessments to new monitoring data and developments, as well as trends demonstrating air quality improvement or deterioration, outlining any AQMAs in place as well as corresponding Action Plans.

6.1 Air Quality Monitoring Methods

Assessment of air quality within district councils is carried out in using two methods:

- passive sampling; and
- automatic point monitoring systems.

Passive sampling is used to measure nitrogen dioxide concentrations, using diffusion tubes. The main source of nitrogen dioxide in urban centres is vehicle emissions. Siting diffusion tubes across the council area provides a low-cost method of building up a picture of the NO₂ spread across the district and helps to identify any hotspots or emerging trends. Reviewing monitoring data from the diffusion tubes over time can track the effectiveness of an Action Plan and provide a basis for the identification of areas that may need to be designated as Area Quality Management Areas or alternatively highlight existing AQMAs which may be eligible for revocation.

Automatic point monitoring systems are placed in specific locations, which are selected with the help of guidance set out in the Local Air Quality Technical Guidance, LAQM TG (16)¹⁵⁵, and also in accordance with siting criteria as set out in the Air Quality Directives. Sites are classified in accordance with their location as set out in the Guidance.

¹⁵⁴ Available at: <http://www.airqualityni.co.uk/news-and-reports/useful-guidance>

¹⁵⁵ <https://laqm.defra.gov.uk/documents/LAQM-TG16-April-16-v1.pdf>





For all the pollutants monitored in Northern Ireland there are objectives and limit values set out in Table 2 of the Air Quality Strategy for England, Scotland, Wales and Northern Ireland¹⁵⁷. Sites where these limit values are exceeded are carefully monitored and, if necessary, are declared as AQMAs, each of which is then subject to an Action Plan to improve the air quality and meet the required standards.

Table 6-1 (overleaf) shows the limit values from Schedule 2 of the UK Strategy.

6.2 Low Cost Air Quality Monitors

With the emergence of low-cost monitoring technologies, there is now scope for increased monitoring of pollutants such as PM and NO_x ([see Section 1.10](#)). It is acknowledged that the accuracy of these instruments cannot be validated in the same way as certified automatic monitoring systems in place at permanent monitoring stations. However, there is perhaps a place for these monitors in the LAQM system, for screening purposes. Under the LAQM grant scheme, councils should consider purchasing and installing low-cost monitors, which would enable them to undertake screening assessments for air quality. These screening assessments could help councils decide whether or not more detailed assessments of air quality are needed and whether certified automatic monitoring equipment should be installed.

Low-Cost Air Quality Monitoring

Q: In addition to existing monitoring, should councils more widely adopt low-cost air quality monitoring systems, for screening purposes?

Local Air Quality Management Grants Scheme

Local councils can apply annually for financial support in connection with air quality monitoring, reviews, assessments and management and the preparation and implementation of action plans. The criteria for funding are based on the identification of air quality problems where parameters listed in Table 2 of the UK Air Quality Strategy are exceeded or may be exceeded and support is needed for longer-term monitoring and council-led mitigation measures.

The financial assistance is dependent on whether the council has submitted annual Progress Reports and any Air Quality Action Plans (or Action Plan Progress Reports) that are required for AQMAs.

¹⁵⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69336/pb12654-air-quality-strategy-vol1-070712.pdf



Table 6-1 National air quality objectives

Pollutant	Air Quality Objective -protection of human health	
	Concentration	Averaging period
Benzene	3.25 $\mu\text{g}/\text{m}^3$	Annual mean
PAHs	0.25ng.m ⁻³ B[a]P	Annual mean
1,3-butadiene	2.25 $\mu\text{g}/\text{m}^3$	Annual mean
Carbon monoxide	10 mg/m ³	Running 8-hour mean
Lead	0.25 $\mu\text{g}/\text{m}^3$	Annual mean
Ozone	100 $\mu\text{g}/\text{m}^3$ Not to be exceeded more than 10 times a year	8-hour mean
Nitrogen dioxide	200 $\mu\text{g}/\text{m}^3$ not to be exceeded more than 18 times a year	1-hour mean
	40 $\mu\text{g}/\text{m}^3$	Annual mean
Particulate matter (PM₁₀)	50 $\mu\text{g}/\text{m}^3$, not to be exceeded more than 35 times a year	24-hour mean
	40 $\mu\text{g}/\text{m}^3$	Annual mean
Particulate matter (PM_{2.5}) exposure reduction	25 $\mu\text{g}/\text{m}^3$	Annual mean
Sulphur dioxide	350 $\mu\text{g}/\text{m}^3$, not to be exceeded more than 24 times a year	1-hour mean
	125 $\mu\text{g}/\text{m}^3$, not to be exceeded more than 3 times a year	24-hour mean
Pollutant	Protection of vegetation and ecosystems	
	Concentration	Averaging period
Nitrogen oxides	30 $\mu\text{g}/\text{m}^3$	Annual mean
Sulphur dioxide	20 $\mu\text{g}/\text{m}^3$	Annual mean
Ozone: protection of vegetation & ecosystems	18,000 $\mu\text{g}/\text{m}^3$	Average over 5 years

6.3 Air Quality Management Areas

In general, the principal sources of air pollution within district councils are road transport and the burning of solid fuels by households. The ongoing review, assessment and reporting of air quality by local district councils can highlight areas where the national air quality objectives are not being met. In instances where the objectives are not being met, the area is declared as an Air Quality Management Area. This area could be limited to several streets or a much more sizable area. Northern Ireland currently has 19 AQMAs in 9 of its 11 councils; **Figure 6-2** shows the location of these AQMAs. Once an AQMA has been declared, the Council must devise an



Action Plan to set out long- and short-term objectives to tackle the sources of air pollution. The AQMA remains in place until the council can provide adequate evidence to demonstrate that the national air quality objectives are being consistently met and that future exceedances of these objectives are unlikely.

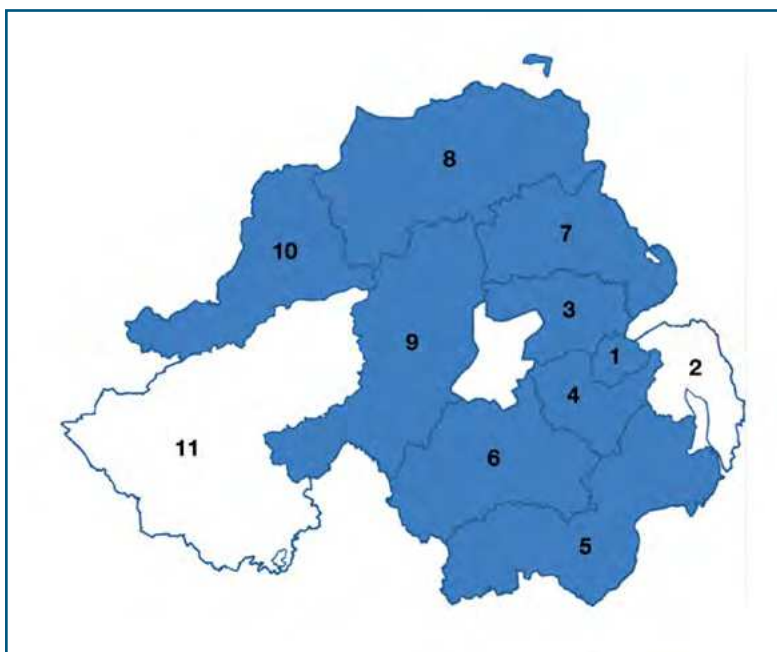


Figure 6-2 - AQMAs in Northern Ireland

Key:

- 1 Belfast City Council [AQMA: M1/Stockman's Lane, Cromac Street/Bridge St/Short Strand, Upper Newtownards Rd, Ormeau Rd.](#)
- 2 North Down and Ards Borough Council - no AQMAs
- 3 Antrim and Newtownabbey Borough Council [AQMA: Newtownabbey Elmfield](#)
- 4 Lisburn and Castlereagh City Council AQMA: [Normandy Court Dundonald](#)
- 5 Newry Mourne and Down District Council [AQMA: Newry Canal Street and Newry Urban Centre](#)
- 6 Armagh City, Banbridge and Craigavon Borough Council AQMA: [entire council area](#)
- 7 Mid and East Antrim Borough Council [AQMA: Ballykeel and Linen Hall Street](#)
- 8 Causeway Coast and Glens Borough Council AQMA: [Dungiven](#)
- 9 Mid Ulster District Council AQMA: [Magherafelt, Moy, and Newell Road](#)
- 10 Derry City and Strabane District Council AQMA: [Dales Corner, Buncrana Road, and Spencer Road](#) (all in Londonderry)
- 11 Fermanagh and Omagh District Council - no AQMAs.

A more detailed summary of the AQMAs in Northern Ireland can be seen below in **Table 6-2**. Active AQMAs are in bold text.



Table 6-2

Council Area	AQMA	Date and reason for Designation	Date Revoked	Action Plan?
Antrim and Newtownabbey	Newtownabbey Borough Council Air Quality Management Area No. 3 Antrim Road, Elmfield	29th June 2009 Nitrogen Dioxide	Still in operation	Y
	Newtownabbey Borough Council AQMA No. 1 Ballyclare	25 October 2004 Particulate Matter	27 November 2006	N/A
	Newtownabbey Borough Council AQMA No. 2 Ballyclare, Main Street	28th January 2008 Nitrogen Dioxide	18 December 2012	
	Newtownabbey Borough Council AQMA No. 4 Sandyknowes			
	Antrim BC AQMA No. 1	October 2004 Sulphur Dioxide	31 January 2011	
Ards and North Down	Ards BC revocation order No1	1st March 2005 Particulate Matter	01 December 2007	N/A
Armagh Banbridge and Craigavon	Armagh City, Banbridge and Craigavon Borough Council Air Quality Management Area	1 February 2018 Nitrogen Dioxide	Still in operation	pending
	Armagh City and District Council Air Quality Management Area	14th January 2008 Nitrogen Dioxide	1 February 2018	Y
	Greenpark Terrace (Armagh)	1st December 2012 Nitrogen Dioxide		
	Bridge Street	23 January 2012 Nitrogen Dioxide	2014	N/A
	Flush Place			
Belfast	M1-Westlink AQMA	31st August 2004 Nitrogen Dioxide and Particulate Matter	1 September 2015 AQMA 1 revoked for Particulate Matter only	Y
	Cromac Street and Albertbridge Street AQMA	31st August 2004 Nitrogen Dioxide	Still in operation	
	Upper Newtownards Road AQMA			
	Ormeau Road AQMA			



Council Area	AQMA	Date and reason for Designation	Date Revoked	Action Plan?
Causeway Coast and Glens	Dungiven	1st December 2008 Nitrogen Dioxide	Still in operation	Action Plan Outstanding
	Glebeside Estate	1st September 2005 Particulate Matter	2010	N/A
Derry and Strabane	AQMA No. 1 (Creggan Road)	23 February 2005 Nitrogen Dioxide	Still in operation	Y
	AQMA No. 2 (Buncrana Rd)	22 December 2011 Nitrogen Dioxide		
	AQMA No. 3 (Dales Corner)			
	AQMA No. 4 (Spencers Rd)	7th February 2013 Nitrogen Dioxide		
	AQMA No. 4 (Strand Rd)			
	Strabane	30st June 2004 PM ₁₀	Revoked 16 th October 2018	
	Castleberg			
	Newtownstewart			
Fermanagh and Omagh	None			
Lisburn and Castlereagh	Castlereagh	31st January 2011 Nitrogen Dioxide	Still in operation	Y
Mid and East Antrim	Ballykeel	9th November 2003 Particulate Matter and Sulphur Dioxide	Still in operation	
	Linenhall Street	8th February 2010 for Nitrogen Dioxide		
	Dunclug	25th October 2004 Particulate Matter and Sulphur Dioxide	September 2011	N/A
	Carrickfergus	June 2004 Particulate Matter	2007	
	Greenisland	June 2004 Particulate Matter	2007	



Council Area	AQMA	Date and reason for Designation	Date Revoked	Action Plan?
Mid Ulster	Magherafelt (Church Street)	14th February 2012 Nitrogen Dioxide	Still in operation	None
	The Moy (Charlemount Street)	8th October 2012 Nitrogen Dioxide		Y
	Dungannon (Newell Road)			
	Stewartstown Road	8th October 2012 Nitrogen Dioxide	10th November 2014	N/A
	Church Street (Dungannon)	14th January 2008 Nitrogen Dioxide		
Newry Mourne and Down	Newry (Canal Street)	18th April 2013 Particulate Matter	Still in operation	None
	Newry (Urban Centre)	5th August 2009 Nitrogen Dioxide		Y
	Kilmorey Street	22 August 2006 Particulate Matter	5th August 2009	N/A
	Canal Street			
	Water Street			
	Bridge Street			
	St Marys Street			



6.4 Annual Air Quality Reports And Action Plans

Annual air quality reports and action plans are an essential part of the monitoring and review of air quality within a council area.

Councils are required to submit reports annually. Guidance on how to complete the report can be found on the DEFRA LAQM support pages.¹⁵⁸ The aim of the reports is to review local air quality monitoring results of the past year and assess whether these have exceeded the health-based air quality objectives set out in the Air Quality Strategy. This will in turn influence the scope of the AQMAs and/or Action Plans. The report covers ongoing and newly arisen issues in the area, past monitoring results, the scope of the AQMAs - past, current and potential for future AQMAs, as well as trends in results from both diffusion tubes and the Automatic Monitoring Stations. The report also looks at planning applications for future developments and assesses the potential impact they may have on the local air quality.

Both annual reports and Action Plans are submitted annually to the Report Submission Website, they are assigned to a member of the independent appraisal team, who prepare the appraisal report, which is then approved or rejected by the Department.

Action Plans are drafted by district councils upon the designation of AQMAs. Action Plans should contain proposals which will result in the achievement of the air quality standards and objectives. Councils are required to consult with the Department and also with Relevant Authorities (for example, DfI), as prescribed under the Environment Order, on the content of the plans and seek their agreement on the actions and the proposed timelines for their achievement. There is also an expectation on the councils to review the Action Plans in light of emerging monitoring trends; to reflect the achievement of the actions laid, alterations in timelines or include details of new proposals.

Action Plans aim to tackle issues surrounding the generation of pollutants listed in the Air Quality Strategy that exceed these limit values, and then lay out the steps the councils and Relevant Authorities aim to take to reduce these emissions or minimize their impacts. The overall objective of these Action Plans are that their proposed measures will lead to improved air quality in the designated area and the achievement of air quality standards.

The Action Plans currently in place can be seen in **Table 6-2**.

¹⁵⁸ <https://laqm.defra.gov.uk/review-and-assessment/review-and-assessment.html>



6.5 Review Of Northern Ireland District Councils' Action Plans

Proposals throughout the Action Plans across the councils are fairly consistent. Issues are largely around vehicle emissions and how these can be mitigated or reduced by changing public travel patterns. Some of the common themes are noted below:

- Promoting awareness in the local community and schools of using sustainable modes of transport;
- Initiatives to promote/increase the use of public transport;
- Improvements in bus lanes;
- Increasing the bicycle network and number of bicycle stands;
- Replacing council diesel/petrol vehicles with electric and hybrid versions;
- Increasing and expanding existing park and ride facilities; and
- Improvements in road layouts to alleviate traffic congestion.

6.6 Deprivation, Air Quality and AQMAs

Northern Ireland Multiple Deprivation Measure (2017)¹⁵⁹ describes a metric used to classify the spatial distribution of deprivation or disadvantage in Northern Ireland.

The most deprived parts of Northern Ireland are concentrated in larger urban areas, i.e. Derry/Londonderry and Belfast, extending to some parts of Greater Belfast¹⁶⁰. Social housing is often found in such urban areas, close to main arterial routes which pass in, out and around cities large towns. These areas are prone to high concentrations of PM₁₀, PM_{2.5} and NO₂¹⁶¹, pollutants derived primarily from road transport and solid fuel burning.

An example of this can be seen in **Figure 6-3**, which shows the locations of four Air Quality Management Areas in Belfast (all of which were declared for levels of NO₂), against the backdrop of census outputs areas, which are ranked from the least to the most deprived. The Air Quality Management Areas and air quality monitoring station in these regions are centred on the main arterial routes, which are seen to be located within areas of deprivation (shaded in blue on the map) and social housing.

The M1-Westlink corridor AQMA can be seen on the far left of the map. Predicted air pollution levels have been generated from national modelling outputs. These outputs, which have been prepared using the most recent emission factors available but which do not take into account

¹⁵⁹ <https://www.nisra.gov.uk/statistics/deprivation/northern-ireland-multiple-deprivation-measure-2017-nimdm2017>

¹⁶⁰ http://www.ninis2.nisra.gov.uk/InteractiveMaps/Deprivation/Deprivation%202017/SOA_Deprivation_Map/atlas.html

¹⁶¹ <http://www.airqualityni.co.uk/news-and-reports/technical-reports>



local-scale mitigation measures, suggest that compliance along the M1-Westlink corridor will not be achieved until 2022. Given that the health impacts of NO₂ are well known (see Background Chapter for further discussion), Action Plans for AQMAs need to consider the relationship between deprivation and poor air quality when drawing up mitigation measures, ensuring that resources are targeted at alleviating the pressures of air pollution on densely populated urban areas and areas close to city centres.

This is in line with one of the recommendations of the RCP report ‘Every Breath We Take’: ‘Tackle inequality by prioritising actions in deprived areas’ (see [Section 1.1](#)).

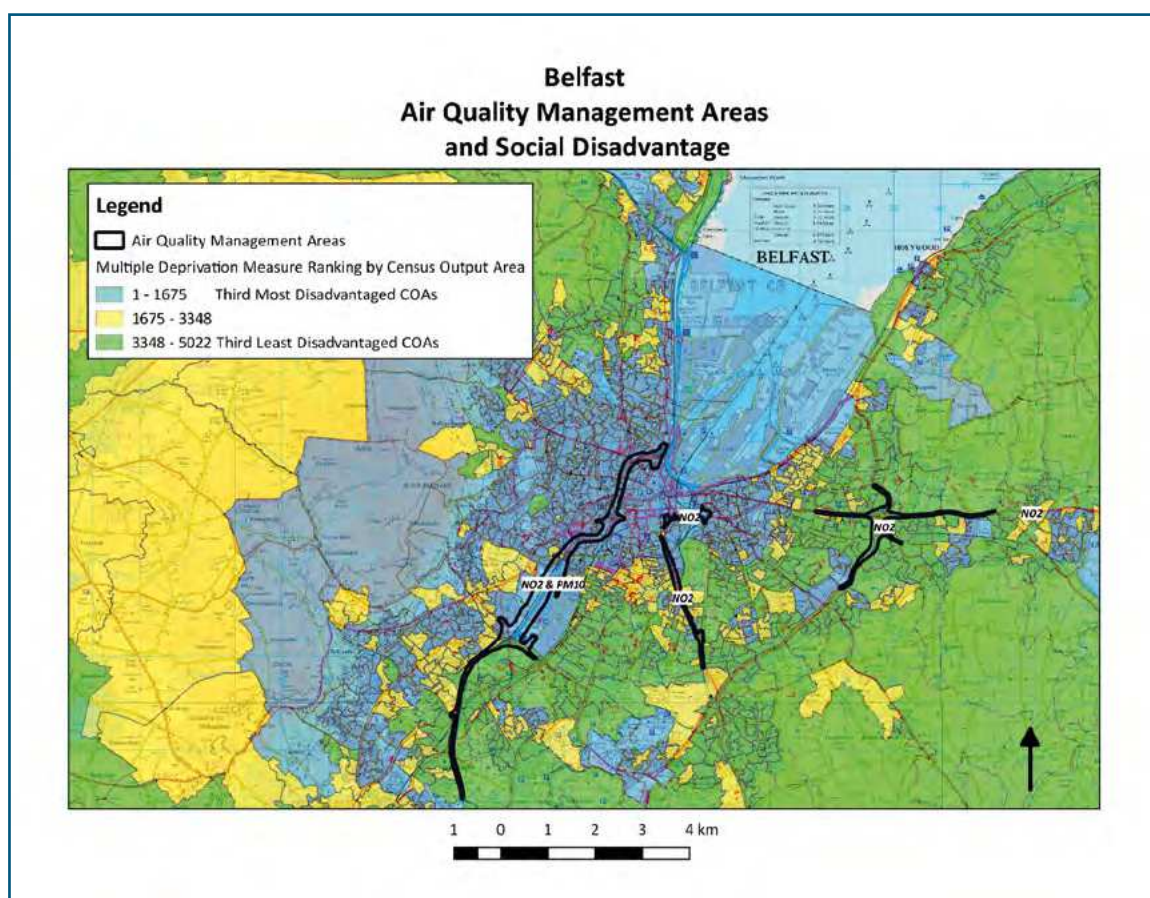


Figure 6-3 - AQMAs and classifications of deprivation, Greater Belfast

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6.7 Planning and Air Quality

Planning functions fall under the Department for Infrastructure (DfI). This is split into:

- Strategic Planning, which covers applications deemed to have regional significance; and
- Planning Policy, which develops overarching planning legislation and policy.

Local government councils are responsible for local development planning.

Local Development Plans

Council local development plans comprising a Plan Strategy and Local Policies Plan, to provide the framework for developing lands in local council areas. They seek to facilitate sustainable development and growth whilst protecting environmental assets in the district. The new system is a plan led system so all planning decision must be made in accordance with the new plans unless there are other material considerations that indicate otherwise.

Strategic Planning Policy Statement for Northern Ireland

Guidance produced by DfI's Strategic Planning Policy Statement for Northern Ireland (SPPS)¹⁶², supports the role of all planners in both central and local government. It sets out strategic subject planning policy for a wide range of planning matters with the aim of furthering sustainable development.

The SPPS recognises the importance of green infrastructure and its conservation and protection and its role in improving air quality (Annex A - Managing Noise and Improving Air Quality). It directs planning authorities to take air quality into consideration when proposing policies or managing development and how this can positively contribute to improving air quality, taking into account the existing and future air quality in the area, with regard to Air Quality Management Area (AQMA) Action Plans and also focuses on the provision of improved infrastructure that encourages walking, cycling and public transport.

Regional Development Strategy (RDS 2035)

The Regional Development Strategy¹⁶³ is a spatial strategy which commits to reducing our carbon footprint, facilitating mitigation and adapting to climate change whilst improving air quality. It recognises the health impacts of air pollution and considers the protection of AQMAs as one of a number of important mitigating measures.

¹⁶² https://www.planningni.gov.uk/index/policy/spps_28_september_2015-3.pdf

¹⁶³ <https://www.infrastructure-ni.gov.uk/sites/default/files/publications/infrastructure/regional-development-strategy-2035.pdf>



Both the SPPS and the Regional Development Strategy support the work of the councils through the Local Air Quality Management (LAQM) process, by acknowledging the importance of AQMAs and the continued development of sustainable travel and a move away from car travel. With this in mind, the LAQM process needs to continue to evolve and become more focused on outcome-based targets to provide adequate support to both the policy and strategy and to make a more direct impact on the improvement of air quality in Northern Ireland.

Strategic Environmental Assessment (SEA)¹⁶⁴

This derives from a Directive of the same name, which has the primary aim of a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development. An SEA is only required where the plan or programme is deemed to have significant impact on the environment. After being screened in, a plan or programme is subject to a scoping stage, where environmental topics such as air quality are identified. An environmental report is prepared, that sets out baseline information and possible impacts of the plan or programme on the scoped-in topics (such as air quality). All stages are subject to consultation and public reporting. Monitoring and review of the significant environmental effects identified is required.

6.8 Changes To The LAQM Process

Diffusion tube and automatic monitoring station data from district council reports show that although there may appear to be some reduction in PM₁₀ & NO₂ over the years, there is no sign of a consistent year-on-year decrease. Rather, the levels have continued to fluctuate with no sign of an overall downward trend emerging. In several cases, NO₂ levels have been increasing. Relationships between AQMAs, monitoring results and action plans do not demonstrate that the current management of air quality within the council areas is delivering the required or expected reductions in levels of air pollutants.

This is shown by the numbers of AQMAs declared and revoked since the introduction of the Air Quality Regulations (Northern Ireland) 2003. During this fifteen year period there have been 43 AQMA Orders put in place; of these, 24 have been revoked¹⁶⁵, nine have been in place for ten years or more and eight have been in place for five years or more. The longevity of the AQMAs demonstrates the lack of impact that LAQM Action Plans and monitoring programmes have had on improving the air quality within these areas.

¹⁶⁴ <https://www.daera-ni.gov.uk/topics/land-and-landscapes/strategic-environmental-assessment>

¹⁶⁵ Newry (Urban Centre) was created to encompass four existing AQMAs in the area, Canal Street was revoked for Particulate Matter in 2009, and in 2013 it was designated for Nitrogen Dioxide. Westlink AQMA was part revoked for Particulate Matter in 2015, the Nitrogen Dioxide part of the designation remains in place. In 2018 Armagh City, Banbridge and Craigavon BC extended their AQMA to encompass the entire council area.



As of May 2019 there were 19 AQMAs in place across Northern Ireland, with most of the designations being based on NO₂ exceedances. Without a significant reduction in the number of NO₂ AQMAs by 2021, there could be a risk to delivery of Outcome 2 of the NICS Outcomes Delivery Plan as assessed by the indicator on NO₂ concentrations across Northern Ireland.

Given this picture, the LAQM grants scheme will need to change to support councils in outcome-based approaches that have direct impacts on improving air quality.

Allocation of grant funding

DAERA proposes that the grant application process will change to allow Local Authorities and also non-governmental organisations or other similar bodies to bid for money to develop projects which demonstrate outcomes where the activities, supported by the grant money, will have a direct impact on the improvement of air quality in the region or location. These Projects could be designed to focus on tackling one or two sources of pollution or they may focus specifically on areas with exceedances. Projects would have the scope to have varying timeframes deemed reasonable for the proposed work programme. DEFRA, for example, have evaluation criteria, in the form of an online questionnaire, to assess applications for funding. It must be shown how projects:

- will deliver on improving air quality
- offer value for money
- fit with the local authority's air quality strategy
- will deliver objectives on time and on budget
- will measure outcomes
- will communicate project outcomes to stakeholders and the rest of the local authorities.

DAERA will take its lead from this format of evaluation to help the formal assessment of projects put forward by councils in Northern Ireland. Projects would be expected to be completed within 12 months. Projects recently funded by DEFRA can be seen on their Air Quality Grant Programme web page.¹⁶⁶ For comparison, details of the 2017/18 funding are shown in the table below:

¹⁶⁶ <https://www.gov.uk/government/collections/air-quality-grant-programme>



Table 6-3 - Defra-funded air quality initiatives and projects

Local Authority	Project
Barnsley MBC (with Doncaster)	ECO-STARS bus and taxi fleet
Blaby District Council	Schools and SMEs behavioural change and action plan
Bradford Metropolitan District Council	Air quality feasibility study
Canterbury City Council	Awareness campaign in schools and community on transport and domestic burning stoves
Cheshire West and Chester	Local research on domestic stoves and health impacts
City of York Council (with Lancaster, Mid Devon)	Local authority officer knowledge sharing online platform
East Sussex (and various south coast councils)	Action plan for schools and businesses in AQMAs
Kirklees (Bradford, Calderdale, Wakefield)	Domestic/commercial awareness campaign and action plan
London Borough of Tower Hamlets	Community action plan and business engagement on emissions from industry and transport
Oxford City Council	Electric vehicle charging points, electric fleet, technical study
Portsmouth City Council	Communications package and cycling infrastructure
Reading Borough Council	Electric vehicle charging points, electric fleet, technical study
Spelthorne Borough Council (Surrey Air Alliance)	Communications package and cycling infrastructure
St Helens Council (and some nearby councils)	Air quality website for Liverpool residents
Staffordshire and Stoke on Trent (with Tamworth, Lichfield, South Staffordshire, Stafford, Cannock Chase, Newcastle-under-Lyme and The Moorlands)	Council partnership action plan, public and business engagement, business and school travel plans with annual monitoring, electric vehicle charging point and a clean air campaign.
Westminster City Council (Cross River Partnership and nearby boroughs)	Working with businesses across 5 boroughs to help reduce their emissions.

On 23 March 2018, DEFRA launched a £220 million pound Clean Air Fund to tackle roadside emissions. The fund was developed to support local authorities deliver plans to tackle air quality issues, after findings from the Air quality plan for nitrogen dioxide (NO₂) in UK (2017) outlined that councils with the worst levels of air pollution at busy road junctions and hotspots must take robust action in the shortest time possible.

In addition to this, DEFRA ran an implementation fund which local authorities can access to take action as soon as possible to improve air quality. Some of the actions supported are detailed below:

- £11.7 million to the 28 local authorities with the biggest air quality challenges to help carry out the work needed to develop air quality plans, including securing resource and expertise;



- £24.5 million to the same 28 local areas to support a range of measures to take action locally. Examples include installing electric charge point hubs in car parks; junction improvements; bus priority measures; building cycle routes; incentivising ultra-low emission taxis through licensing schemes and leasing electric vehicles; and traffic management and monitoring systems;
- £2.4 million from the 2017/18 Air Quality Grant for local community projects to tackle air quality at a grass roots level. This comes in addition to £3.7 million already awarded in last year's Air Quality Grant, which included an award winning project taken forward by Westminster City Council to provide advice and toolkits for small and medium businesses to reduce transport emissions from deliveries associated with their operations;
- £1.65 million to support the 33 local authorities that have been asked to conduct targeted feasibility studies to identify measures that could bring forward compliance dates within the shortest possible time.¹⁶⁷

In Northern Ireland, Automatic Urban and Rural Network (AURN) sites - which are part of the official UK-wide monitoring network - will continue to be supported by central government, along with those district council monitoring sites that are used to inform the NICS Outcomes Delivery Plan air quality indicator.

Aside from this, more emphasis may be given to allocation of grant monies to support measures that improve air quality.

AQMAs

Councils could be encouraged to extend or combine existing AQMAs to form a single AQMA (or a Low Emissions Zone) encompassing the entire urban area. For example, the Greater Manchester Combined Authority (GMCA) has brought together all 10 district councils in the area to form a single regional AQMA¹⁶⁸, while here in Northern Ireland, in 2018, Armagh, Banbridge and Craigavon council extended their AQMA to encompass the entire council area.

The current approach with AQMAs is to focus on pollutant hotspots. However, emerging best practice suggests solutions to air pollution hotspots are more readily achieved by spreading the focus to wider urban areas; for example, traffic emissions at a particular junction are best considered in the context of wider urban infrastructure. This approach means that there is less risk of pollution simply shifting from the known hotspot to another location.

In addition, in tackling air pollution from road transport, it is important to remember that a high proportion of car journeys within urban areas may be less than one mile and often pass through more deprived neighbourhoods (see Chapter 2). With this in mind, councils should take account of the potential impact on areas of higher deprivation when prioritising funding for measures within their urban AQMAs.

¹⁶⁷ <https://www.gov.uk/government/news/260-million-of-clean-air-funding-launched-by-government>

¹⁶⁸ http://www.manchester.gov.uk/downloads/download/4166/air_quality_reports



A shift from localised AQMAs to wider urban LEZs could see the following:

- Expanded geographic coverage for improving and safeguarding air quality;
- Consideration of all aspects of air pollution within the area in question;
- Improved public communications on air quality;
- Unlike AQMAs, the impetus would not be to revoke the LEZ, but rather to keep it in place to continue to safeguard air quality. Instead, the goal would be to improve and then maintain the status of the LEZ.

Action plans

Action plans would need to be inclusive of the proposed project, therefore all current Action Plans should be revaluated by 30 April 2020. Councils could consider joining resources for region-wide initiatives and events, linking in with positive impacts on health, wellbeing & lifestyle enhancements.

Revised plans may be restructured by prioritising measures, with the primary emphasis on a standalone objective of the improvement of air quality, leading to the revocation of AQMAs. Action Plans should undergo substantial review every five years, with measures updates provided annually, with a summary of how the council intends to monitor and evaluate the plan against their intended achievements.

AQMAs

Q: Should AQMAs should be discontinued and replaced instead with Low Emissions Zones, which cover all aspects of air quality, including Smoke Control?

Q: Where applicable, should the entirety of urban districts should be declared as AQMAs (or Low Emissions Zones)?

Annual reports

Where previously each council participated in a three year cycle of Updating and Screening Assessment (USA) reports followed by two progress reports, the system will change to reflect that of the other Devolved Administrations with an Annual Status Report (ASR).

The new reporting date will be moved to 30th September. Once agreed, this new system could commence from September 2021.

Annual reports should set out:

- Assessment of local air quality according to monitoring results and against Air Quality Standards and EU objectives;



- Any new monitoring in place, or plans for new monitoring;
- Any projects undertaken in the previous year, or ongoing, by the district council, or others;
- Any improvement or deterioration in air quality;
- Any significant planning proposals or developments, which could have positive or negative impacts on local air quality;
- Details of AQMAs/Low Emissions Zones/Smoke Control Areas. Smoke Control information should include detail on complaints and enforcement undertaken;
- A Traffic Light Rating.

Traffic Light Rating

Councils would be encouraged to attach a traffic light rating to Low Emissions Zones. The Department would produce a colour-coded map of district councils in Northern Ireland. The Department would encourage councils to report as accurately as possible their own assessment, in order to:

- help obtain support to address air quality problems;
- aid the Department in prioritising air quality funding;
- aid councils in prioritising measures with co-benefits between air quality and, for example, sustainable transport or fuel poverty.

Examples of ratings are:

	1. Continuing exceedance of AQ objectives
	2. Deteriorating air quality
	3. Limited evidence of measures being undertaken to address air quality problems
	4. Poor handling of Smoke Control
	5. Exceedance of AQ objectives
	6. No improvement in air quality
	7. Evidence of measures being undertaken to address air quality problems
	8. Adequate handling of Smoke Control
	9. No exceedance of AQ objectives
	10. Improvement in air quality
	11. Evidence of measures in place to protect air quality
	12. Good handling of Smoke Control

Action Plans could then be developed, and revised, based on the assessments contained in the Annual Status Reports.



Annual Reports

Q: What are your views on having a traffic-light system for councils to report on?

Monitoring locations

Monitoring locations will need to be kept under review and should be addressed as part of the annual report.

Table 6-4 - Proposed new requirements for LAQM in Northern Ireland

Item	Additional elements
1. Bidding for grant money	District councils or NGOs can bid for money - <ul style="list-style-type: none"> • either solely or • with another council • with other non-governmental organisations or other similar bodies.
2. Items permissible under grant funding	<p>Primary focus will be on outcome-based projects which demonstrate potential for measurable improvements in air quality.</p> <p>Projects will be designed to focus on tackling one or two sources of pollution or they may focus specifically on areas with exceedances.</p> <p>Projects which lead to the revocation of AQMAs (or improvements in the RAG status of Low Emissions Zones) are particularly encouraged.</p> <p>Affiliate AURN and monitoring sites associated with the NICS Outcomes Delivery Plan indicator on air quality are still eligible for funding.</p>
3. Allocation of grant money	Non-AURN sites, diffusion tubes and salaries previously supported by the grant process may still be eligible for funding only if they demonstrate that they are directly linked to the improvement of air quality in the region
New requirements for AQMAs	
4. Merging or extending AQMA's to cover the urban area	AQMAs should be replaced with LEZs and extended to the entirety of urban areas, incorporating all sources of pollution.
New requirements for Action Plans	
5. Linking grant funded projects to Action plans	Grant-funded projects to improve air quality must be a primary objective on the Action Plan.
6. Revision of Action Plans	<p>Current Action Plans should be fully revised by 30 April 2020 and every 5 years thereafter.</p> <p>Updates on actions and progress to be submitted by 30th March on an annual basis (to tie in with end of Financial Year/LAQM Final Claims).</p> <p>Action Plan objectives should be prioritised by outcome, i.e. the objectives with the most impact should be the primary focus.</p> <p>All Action Plans must have the primary objective of the improvement of air quality leading to the revocation of AQMAs.</p>



New requirements for Progress Reports	
7. Linkages between grant funded activities, Progress Reports and Action Plans	Annual Status Reports must contain a section that demonstrates relatable links between grant funded projects, AQMAs/LEZs, monitoring results and Action Plans.
8. Smoke Control Areas (SCA)	<p>Inclusion of a dedicated section on Smoke Control Areas (SCAs) to cover:</p> <p>SCA maps, numbers of complaints and enforcement details and any linkages to increases in air pollution levels.</p> <p>Problem areas and actions to tackle these need to be included in the Action Plan as an objective.</p>
9. Review of monitoring locations	Locations should be constantly under review and district councils should be open to relocating them based on monitoring results and current guidance. Details on any review and relocation should be included.

LAQM

Q: What are your views on the proposals to change the LAQM process, in particular to grant funding for outcome-based measures as opposed to monitoring?

Q: Are there any further measures you would suggest to help achieve a significant reduction or revocation of all AQMAs by 2021?



An example of how this revised process could function is as follows:

Council X has existing Smoke Control Areas and transport-related AQMAs

The entire Council or urban area is declared as a Low Emissions Zone (LEZ)

The Council, in conjunction with e.g. DfI, prepares an Annual Status Report, with a Status Rating for the LEZ within its district (or for the whole district if this is declared an LEZ)

The Council (or government department) develops an Action Plan for the LEZ, to improve air quality. The Action Plan is drawn from the ASR

Councils, NGOs and other bodies - using the information in the ASR and with reference to Action Plans - may submit bids to the Department to fund outcome-based measures that will improve the status of the LEZ

LEZs remain in place and their status is monitored. The aim is to bring improvements to the status of all LEZs and/or maintain good levels of air quality.



Chapter 7 - Communication

This chapter covers aspects of information and communication in relation to air quality in Northern Ireland, including government commitments to improve air quality.

Public Health England's 'Review of interventions to improve outdoor air quality and public health', examines 'behaviour change' as one of five key policy areas.¹⁶⁹ It notes that awareness campaigns such as participation in 'Clean Air Day', can be effective. It also highlights that providing information and advice to businesses and the public explaining how people can minimise their contribution to air pollution can prove to be effective.

This chapter examines how social media and awareness campaigns are now moving forward in Northern Ireland in this area.

7.1 Northern Ireland Programme for Government

In the absence of an Executive, the Northern Ireland Civil Service has developed an Outcomes Delivery Plan to ensure the business of government is discharged as effectively as possible and in a coordinated manner.

The Plan's starting point is the framework of 12 outcomes that was developed by the previous Executive, consulted on and refined during 2016-17. The framework reflects population conditions in 12 key areas of economic and societal wellbeing that people said matter most to them. Taken together, these outcomes provide a direction for the work of departments which fully reflects and respects the strategic direction set by the former Executive, has wide political support and is welcomed by people in every sector - public, private and voluntary.

The outcomes go beyond merely fulfilling statutory obligations and will in future be able to target those things that make real improvements to the quality of life for the citizen. The outcomes are supported by 49 indicators which provide a basis for measuring change.

Outcome 2: 'We live and work sustainably, protecting the environment', has particular relevance for DAERA.

One of the indicators that underpins Outcome 2 is an air quality indicator: 'Levels of nitrogen dioxide in Northern Ireland'. Nitrogen dioxide has been chosen as the pollutant on which to base this indicator as nitrogen dioxide is the pollutant causing most air pollution issues here at present, featuring as the reason for declaring Air Quality Management Areas in a majority of cases, as well as an exceedance of EU limit values. Nitrogen dioxide pollution in urban centres is chiefly as a result of road traffic emissions ([see Chapter 2](#)).

¹⁶⁹ Public Health England, *Review of interventions to Improve Outdoor Air Quality and Public Health*: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/795185/Review_of_interventions_to_improve_air_quality.pdf, 12.



Ten monitoring sites in Northern Ireland have been chosen on which to base this indicator. These sites were selected according to the robustness of their data record and the reliability of the site in the longer term.

The ten sites are listed below:

1. Belfast Stockmans Lane
2. Belfast Newtownards Road
3. Belfast Westlink Roden St
4. Derry Dales Corner
5. Newtownabbey Antrim Road
6. North Down Holywood
7. Castlereagh Dundonald
8. Armagh Lonsdale Road
9. Downpatrick Roadside

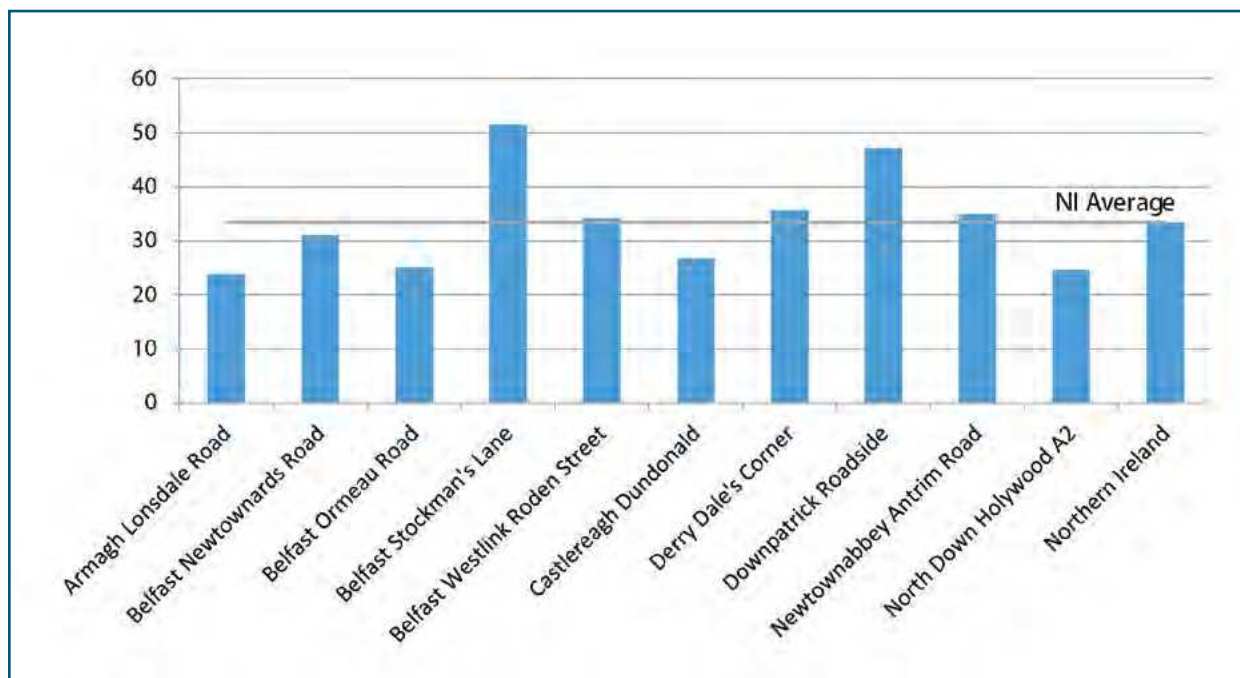


Fig 7-1 - annual average level of NO₂ monitored at ten sites, 2017

Figure 7-1 shows exceedances at individual monitoring locations, which do not show up in the average annual mean graph.



Three urban traffic-related sites exceeded the objective for annual mean NO₂ in 2017: Belfast Stockman's Lane, Downpatrick and Dungiven (the Dungiven value is given by extrapolation, because of low data-capture at this site in 2017).

The Stockman's Lane site falls within the Belfast Metropolitan Urban Area reporting zone. This zone has been identified to the EU Commission as having air quality which breaches the objective for NO₂ as set out in the Air Quality Directive ([see Chapter 2](#)).

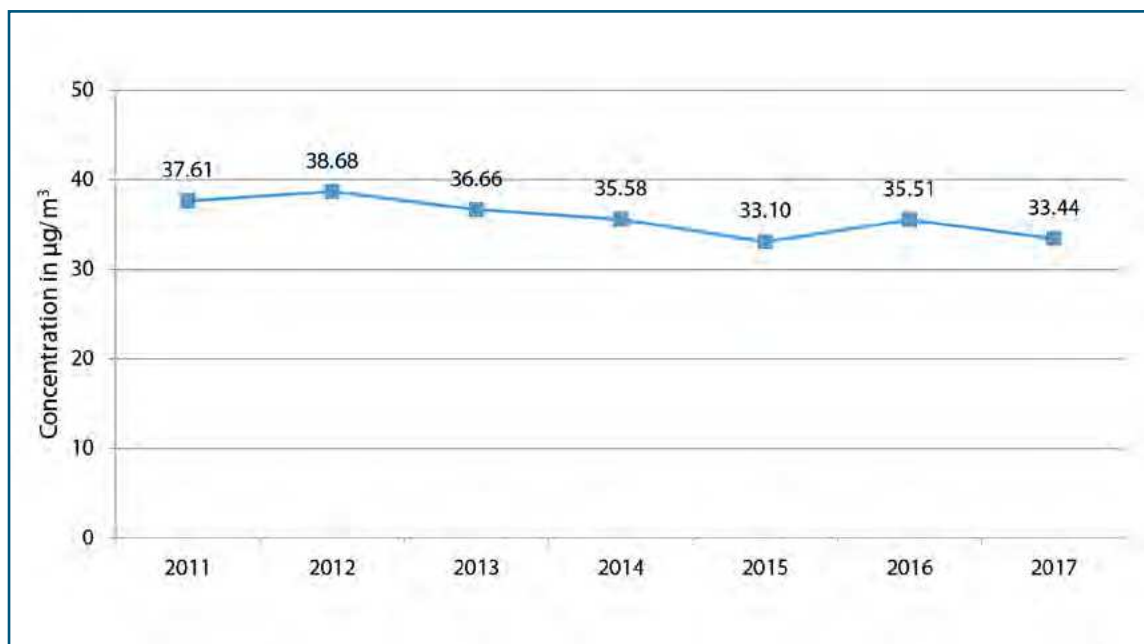


Fig 7-2 - 10 sites average of annual mean NO₂, 2011-2017

Values at the ten sites have been averaged for the years 2011 to 2017 and are detailed in the above graph ([Figure 7-2](#)).

There is a slight downward trend evident in the 10-site-average values over the time series. However, it is worth bearing in mind that roadside pollutant levels are also affected by weather conditions, which vary from one year to the next, and by local traffic conditions which may also be subject to changes. In general, as measures start to come on stream, then the average concentrations are expected to decline further. Details of measures can be found in [Chapter 2](#).

The key actors involved in delivering improvements in air quality that will be reflected in this indicator are shown in [Table 7-1](#).



Table 7-1 Delivery Plan for air quality

Key Partner	Their Role
DAERA	<ul style="list-style-type: none"> - Deliver air quality policy and legislation - Fund Local Air Quality Management scheme (which allows councils to review and assess air quality in their districts) - Oversee councils' Air Quality action planning process - Develop, with DfI and councils, Action Plans in respect of breaches of Air Quality Directive.
DfI	<ul style="list-style-type: none"> - Road infrastructure projects: <ul style="list-style-type: none"> • Bypasses and road schemes to improve journey times. • Traffic management schemes to reduce congestion. • Introduction of Microprocessor Optimised Vehicle Actuation (MOVA) at selected traffic signal junctions to assist traffic movement and reduce air pollution from stationary vehicles. - Sustainable transport measures: <ul style="list-style-type: none"> • Cycle only links in Belfast City Centre and cycle lanes in towns • Park & Ride schemes • Electric vehicle charging infrastructure • Public transport schemes (such as Belfast Rapid Transit ('Glider'), Belfast Transport Hub) • Application of transport planning practices to assess travel options and to develop and promote realistic sustainable alternatives to private car use. <p>Measures relating to sustainable planning:</p> <ul style="list-style-type: none"> • Promote and encourage the implementation of Strategic Planning policy and guidance on air quality through: • Governance and oversight of planning system • Consideration of regionally significant applications
District councils	<ul style="list-style-type: none"> - Assessment of air quality through the Local Air Quality Management scheme - Drawing up Action Plans to deal with air quality problems - Working with DfI to reduce road traffic and ease congestion in urban centres - Incorporation of air quality considerations into Community Planning, Local Development Planning and the determination of individual planning applications.



7.2 Air Quality Forum

DAERA has committed to setting up an Air Quality Forum, which is intended to, among other things, oversee measures associated with improving the air quality indicator, as well as to discuss any reforms coming from this review of air quality policy. Based on the outcomes of the Innovation Lab work (see below), we feel that the Forum would also be the ideal place to discuss, with stakeholders, the more effective communication of air quality impacts and the role that individuals can play in reducing air pollutant emissions.

The Forum will also serve to act as a focus between government departments, district councils and other stakeholders.

Air Quality Forum

Q: Do you have any suggestions for the membership of the Air Quality Forum?

7.3 Social Media

It is recognised that social media, given its capacity for public engagement, increasingly has a part to play in communicating issues and helping to promote behaviour change.^{170 171}

Given this, it is clear that NI central and local government should be aiming to engage more with the public through social media platforms. DAERA, along with Department of Health, other departments and public sector bodies have been engaging in a project, called MyNI, to explore this.

MyNI is a digital stakeholder engagement tool that uses a suite of social media channels, supported by a website. These channels and the site are using engaging content, digital marketing tools and techniques that are all designed to appeal to people in Northern Ireland with different needs and interests.

The purpose of MyNI is to pro-actively make people simultaneously aware of multiple Government and other trusted information and services that will influence a positive behavioural change that would make people better off and also contribute to NICS Outcomes Delivery Plan (Programme for Government) outcomes.

An example of this would be when MyNI uses its social media feeds to make people aware of and interested in using an interactive map of household recycling centres. By clicking on the map, users will see where their nearest centre is and the variety of household waste that that centre will take for recycling. Additional content, relating to air quality and greenhouse gas emissions, will motivate these users to sort and take their waste to that centre.

170 Luo, J. S., & Smith, B. N., "Behavior Change Communication Using Social Media: A Review" in *Social Media Mental Health Practice in a Digital World*, Springer, 2015, 183-197.

171 Adewuyi, E.O. & Adefemi, K., Behaviour Change Communication Using Social Media: A Review, *The International Journal of Communication and Health*, 2016(9), 109-116.



To date, MyNI campaign activity has been led mostly by DAERA. Over the coming months, DAERA will collaborate with other Government Departments and trusted providers of information and services. Together they will plan and implement a cross-cutting campaign that will contribute to 2020 Year of Climate Action (YOCA), leading to COP26. This campaign will integrate Clean Air Strategy messages and calls-to-action.

YOCA and COP26 provide timely, high-profile platforms for people to focus on. At the same time, they share the goals of Outcome 2: We live and work sustainably - Protecting the Environment.

MyNI is available to access now:

<https://www.facebook.com/MyNILife/>

<https://twitter.com/MyNILife>

<https://www.instagram.com/mynilife/>

7.4 NI Innovation Lab Exercise

Established in 2014, the Department of Finance's Innovation Lab responds to challenges where effective service provision for the public has proved most difficult. It aims to improve public services by creating new and ground-breaking innovations through transformation and invention.

DAERA has engaged the services of the Innovation Lab in the preparation of this Strategy - specifically with a view to examining Information and Communication Aspects of the air quality problems that we face. A Stakeholder Workshop was facilitated by Innovation Lab in October 2017 at Crawfordsburn Country Park, with representatives from central and local government as well as NGOs.

Figure 7-3 shows a System Dynamics modelling output that feedback from the workshop was used to inform. The modelling output shows the complex inter-connectedness of topics, causes, effects and potential solutions which become apparent when considering, in this case, air pollution from road transport.

Preliminary feedback from the stakeholder workshop was used to feed into FusionFest. FusionFest is an annual social innovation festival which was held in Londonderry/Derry and Belfast on 19th and 20th October 2017 respectively.

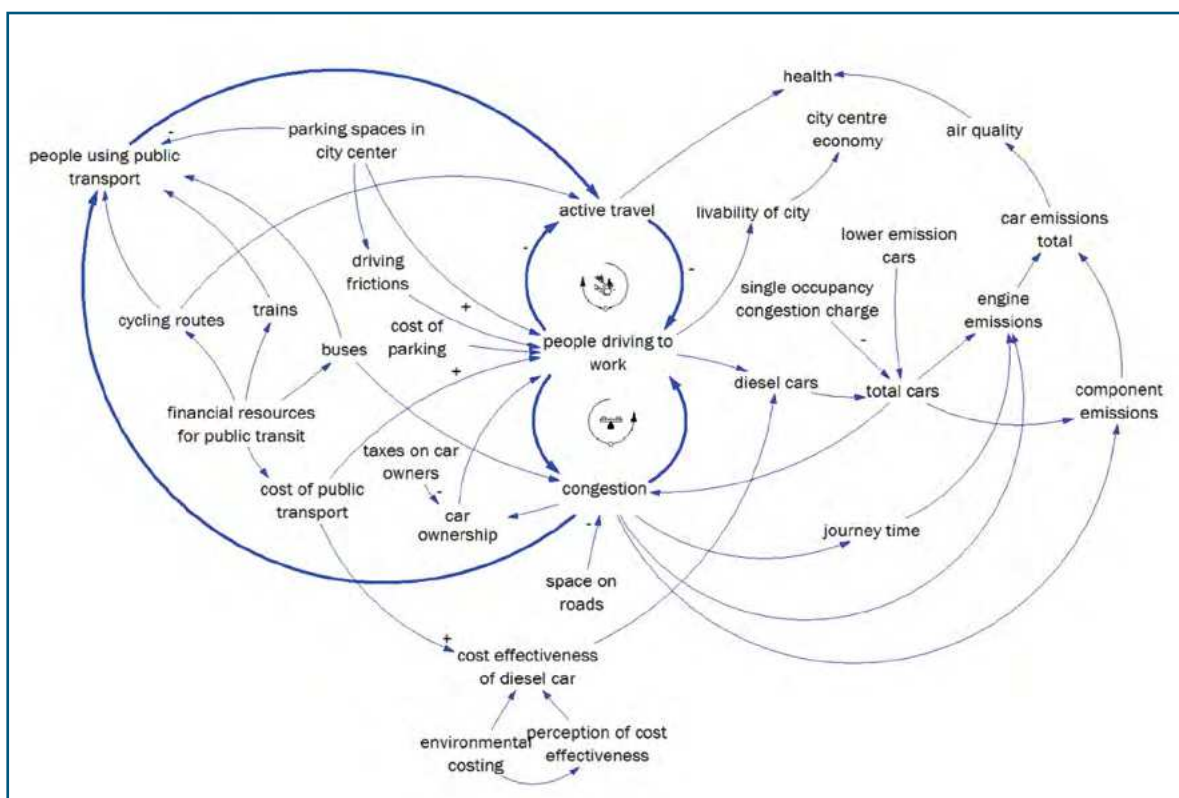


Fig 7-3 Systems Dynamics modelling of issues identified (feedback from stakeholders taking part in discussion exercise on road transport)

The Lab held a session at each in order to provide an opportunity for engagement on the issue of shaping the policy environment, and chose the Air Quality issue as the project of its focus.

In Derry/Londonderry the resounding message was that of the need for better engagement with the public by way of new and improved approaches to consultation. The group viewed air quality as a significant issue and one that the public would readily be more engaged in commenting on (and then addressing on an individual level) if they were to be made aware of the strategy. They viewed the existing communication by government website and generic stakeholder engagement as being limited, and with the perception that this may be deliberately so. Fuel poverty was a second prevalent area of discussion, with the group noting that those individuals living in more socially deprived areas do not have the resources to fund home heating that is less damaging to the environment.



Conclusions from Innovation Lab Work

While transport issues are clearly a leading cause of poor air quality, the group model building workshop elicited a latent structure underpinning transportation issues. The core recommendations from a systems perspective are as follows, and should be viewed as a linked set:

1. Regional development strategy:

- Housing policy: focus on policy and legislation around new build and retrofitting housing to tackle emissions from housing. Vitally, line up this policy with an analysis of the relative merits of gentrification initiatives versus supporting a semi-rural culture.
- Flexible working policies. Work with DfE to incentivize working from different locations in a way that is aligned with housing and regional development strategies.

The recommendation is to take active travel and transport issues into consideration only in this joint context of housing and work patterns. Evidently this pertains to all activities in work and life, such as accessing public services, designing shopping centres etc.

2. Specificity of messaging:

- Focus on messaging and communications which are relevant to local people, and which relate to local data and lifestyles. This message came out strongly in the FusionFest activities with the public and in the context of how consultations should be run.

In addition, the report produced by the Innovation Lab notes that:

- Air quality itself may not be a sufficient lever to promote behaviour change. To promote behaviour change, it is sometimes necessary to look at what the best lever is, for example, financial considerations;
- Air quality is often an invisible problem, and we need ways in which to make long-term impacts meaningful in the present;
- This is particularly relevant in the case of health impacts, which are often long-term, e.g. decrease in life expectancy;
- A major concern is that the public is not cognisant of the extent to which air quality is impacting on the life of the individual.

As a result of these findings, DAERA proposes to:

- Make communication and awareness of air quality impacts and individuals' role in reducing air pollution one of the key Terms of Reference for the Air Quality Forum;



- Develop a communications programme around air quality, with the aim of making the public more aware of the impacts of air pollution at a local level as well as the actions they can take at an individual level to reduce their contribution to air pollution;
- Work with other government departments to make them aware of the conclusions reached on Housing Policy and to communicate the message of Flexible Working and its benefits to the wider stakeholder group.

Communications

Q: Is increasing awareness of air quality impacts at a local level is the best way of promoting behaviour change by individuals to reduce air pollution?

7.5 Tracking Progress

Since air pollutant levels are subject to prevailing weather conditions, average annual concentrations may vary from year to year. This is why it is important to consider long-term trends in air pollution. Public Health England's analysis of air quality interventions notes that, 'It is better to reduce air pollution at source than to mitigate the consequences.'¹⁷²

Measurements of air pollutants will of course be paramount to monitoring the delivery of measures resulting from revised air quality policy in Northern Ireland; however, given the preceding AQEG comments, it is important to bear in mind that other metrics will need to be used.

Communications

Q: Do you have any further comments or suggestions on how the impacts of policy interventions can be tracked in Northern Ireland?

¹⁷² Public Health England, *Review of Interventions*, 9.



Appendix 1 Consultation Questions

Chapter 1 - Sources and Effects of Air Pollution

1. Should there be legally binding targets for particulate matter, which are based on WHO guidelines?
2. Should all automatic monitoring sites measure at least NO_x and PM?
3. Should the current urban air quality monitoring network be expanded?
4. Should a targeted approach to exposure, based on population, be used to expand the current monitoring network?
5. What are your views on using a population figure of 10,000 as a threshold that triggers the requirement to monitor air quality?
6. Should biomass heating be discouraged in urban areas or in areas with poor air quality?
7. Should the connectivity between air quality and noise issues be improved through requiring consideration of each in Noise and Air Quality Action Plans?
8. Given that air pollution, carbon emissions, and noise often share the same sources, what are your views on including noise and carbon emissions as a consideration in Low Emissions Zones?

Chapter 2 - Transport Emissions

- 9: Are there any potential measures not included here that you believe could help encourage a shift away from private car use to walking, cycling, and public transport?
- 10: What would encourage you to consider buying an electric vehicle as your next car?
- 11: Do you think that DAERA should develop a Low Emissions Zone Framework for dealing specifically with transport emissions in Northern Ireland?

Or

Would you be in favour of Low Emissions Zones for urban areas also covering other sources of pollution, for example those from household heating?

- 12: What are your views on vehicle charging cordons for entry to the most polluted parts of urban areas in Northern Ireland?

Chapter 3 - Household Emissions

- 13: Should urban areas, in their entirety, be designated as Smoke Control Areas?
- 14: Should the law should be changed so that non-smokeless fuels may not under any circumstances be sold in Smoke Control Areas?



- 15: Should government ban the sale to the general public of smoky/bituminous/household coal in Northern Ireland?
- 16: Should government ban the import, into Northern Ireland, of high-sulphur coal?
- 17: Should government ban the sale to the general public of unseasoned wood in Northern Ireland at retail outlets?
- 18: Are there any further things you think that central and local government could be doing to address air pollution from burning solid fuels?

Chapter 4 - Agricultural Emissions

- 19: Do you think that the process in place to address ammonia emissions in Northern Ireland is appropriate?

Chapter 5 - Industrial Emissions

- 20: Are there any industrial sectors or air pollutants that require new or further investigation?

Chapter 6 - Local Air Quality Management

- 21: Should councils more widely adopt low-cost air quality monitoring systems, for screening purposes?
- 22: Should AQMAs should be discontinued and replaced instead with Low Emissions Zones, which cover all aspects of air quality, including Smoke Control?
- 23: Where applicable, should the entirety of urban districts should be declared as AQMAs (or Low Emissions Zones)?
- 24: What are your views on having a traffic-light system for councils to report on?
- 25: What are your views on the proposals to change the LAQM process, in particular to grant funding for outcome-based measures as opposed to monitoring?
- 26: Are there any further measures you would suggest to help achieve a significant reduction or revocation of all AQMAs by 2021?

Chapter 7 - Communication

- 27: Do you have any suggestions for the membership of the Air Quality Forum?
- 28: Is increasing awareness of air quality impacts at a local level is the best way of promoting behaviour change by individuals to reduce air pollution?
- 29: Do you have any further comments or suggestions on how the impacts of policy interventions can be tracked in Northern Ireland.



Appendix 2 Consultation Abbreviations

μgm^{-3}	Micrograms per cubic meter (unit of concentration for air pollutants)
APIS	Air Pollution Information System
AQMA	Air Quality Management Area
ASSI	Area of Specific Scientific Interest
AURN	Automatic Urban and Rural Network
B[a]P	Benzo[a]pyrene - a polycyclic aromatic hydrocarbon (PAH)
BAT	Best Available Techniques
BC	Black Carbon
CAFÉ Directive	Cleaner Air for Europe Directive 2008/50/EC
CAZ	Clean Air Zone
CHIPS	Cycle Highway Innovation for Smarter People Transport and Spatial Planning (SusTrans Project)
CHS	Continuous Household Survey
CO	Carbon monoxide
COMEAP	Committee on the Medical Effects of Air Pollution
DAERA	Department of Agriculture Environment and Rural Affairs NI
DAQI	Daily Air Quality Index
DECC	Department for Energy and Climate Change (London) - now BEIS
Defra	Department for Environment Food and Rural Affairs (London)
DfI	Department for Infrastructure
EMIND	
E-PRTR	e- Pollutant Release and Transfer Register
HDV	Heavy Diesel Vehicle
HRAPIE	Health Risks of Air Pollution in Europe survey
IED	Industrial Emissions Directive 2010/75/EU
IPPC	Industrial Pollution Prevention and Control
LAQM	Local Air Quality Management
LAQM PG NI 09	Local Air Quality Management NI Policy Guidance
LAQM TG 16	Local Air Quality Management Technical Guidance
LCP	Large Combustion Plant
LGV	Light Goods Vehicle
MCP	Medium Combustion Plant



NECD/NEC Directive	National Emissions Ceilings Directive 2016/2284
NH ₃	Ammonia
NICS	Northern Ireland Civil Service
NIEA	Northern Ireland Environment Agency
NISEP	Northern Ireland Sustainable Energy Programme
NISRA	Northern Ireland Statistics and Research Agency
NMVOC	Non-methane volatile organic compound
NO ₂	Nitrogen dioxide
NO _x	Nitrogen oxides
NSMC	North-South Ministerial Council
O ₃	Ozone
OLEV	Office for Low Emissions Vehicles
PAHs	Polycyclic aromatic hydrocarbons
Pb	Lead (metal)
PCM	Pollution Climate Model
PfG	Programme for Government
PM	Particulate matter
PM ₁₀	Particulate matter with a diameter of less than 10 microns
PM _{2.5}	Particulate matter with a diameter of less than 2.5 microns
PPC	Pollution Prevention and Control
RCP	Royal College of Physicians
RDS	Rural Development Strategy
REVIHAAP	Review of Evidence on Health Aspects of Air Pollution
SAC	Special Area of Conservation
SCA	Smoke Control Area
SO ₂	Sulphur dioxide
SPPS	Strategic Planning Policy Statement
UK AQS	UK Air Quality Strategy
ULEV	Ultra Low Emissions Vehicle
UNECE	United Nations Economic Commission for Europe
VOC	Volatile Organic Compound
VSL	Value of Statistical Life
WHO	World Health Organisation



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Clean Air Strategy for Northern Ireland

A Public Discussion Document
November 2020

Abridged Version

Sustainability at the heart of a living, working, active landscape valued by everyone.



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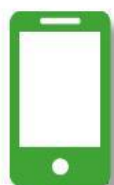


Introduction

Exposure to air pollution over a long time can reduce the time that people live by affecting how their lungs and hearts work.

DAERA wants to reduce the harmful effects that air pollution can have on our health and on the nature that surrounds us. That is why we are asking your views on how we should do this. This document explains where air pollution comes from and how it can harm us. On page 3 we ask you some important questions on how you think we should reduce air pollution.

The Air and Environmental Quality Unit would really like to hear your thought and ideas about how we can reduce air pollution, so you can respond to this document:



- **Telephone: 028 9056 9893** if you have any queries about the format of the document. If you have a hearing difficulty you can contact the Department via **Text Relay**. Dial **18001 028 9056 9893**.



- **Email: casni@daera-ni.gov.uk**



- **Visit** our webpage at: **http://www.daera-ni.gov.uk/clean_air_strategy_discussion_document**



- **Write to:** Air and Environment Quality
Klondyke Building
Gasworks Business Park
Cromac Avenue
Belfast, BT7 2JA



Clean air is vital for human health and our natural environment.

Where does polluted air come from?



Source: <https://kids.airqualityni.co.uk/where-does-air-pollution-come-from>

There are lots of familiar images within this picture and all of these are sources of air pollution, such as:

- Transport (air, rail, road);
- Home heating;
- Agriculture and industry (factories).

Not all sources produce the same amount or type of air pollution. Trains and buses are helpful because they help to reduce the numbers of cars on the road and that is a good thing for air pollution.

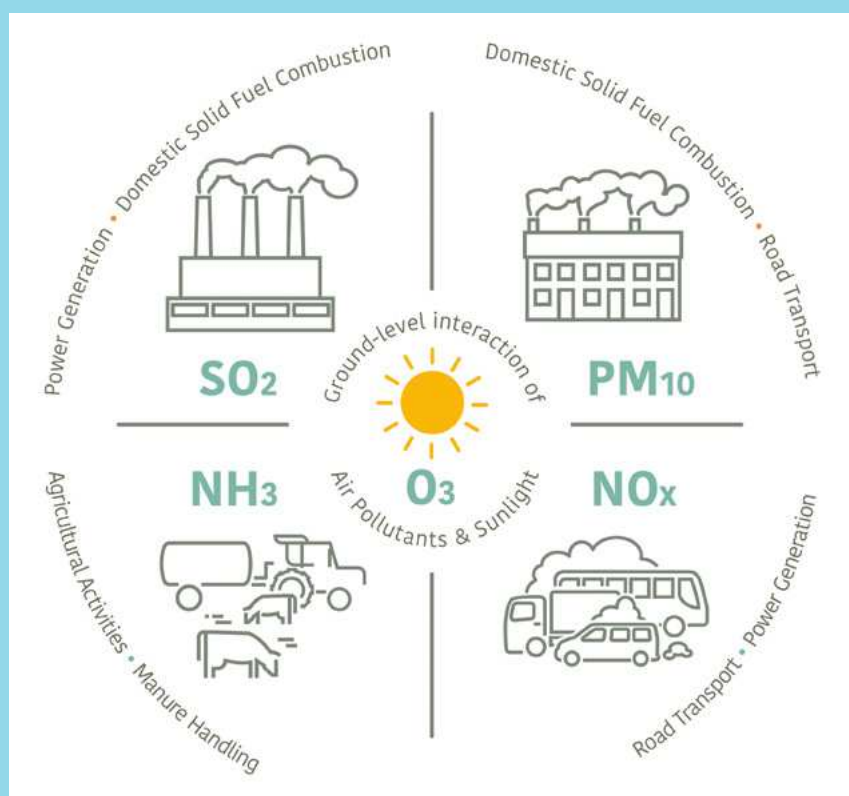


You may also notice some people cycling and walking in the image; this is known as 'active travel'. Choosing active travel is really good because it causes no pollution at all and can help you stay fit and healthy.

So why is polluted air bad for us?

Sometimes the air can get polluted because the weather can stop the pollution from escaping. At times like these the air pollution can make it hard to breathe. Elderly people or people with existing heart or breathing problems may notice this more.

The main air pollutants and where each one comes from



The pollutants all have a unique name, they are;

- SO₂ - Sulphur Dioxide
- PM - Particulate Matter this comes in larger PM₁₀ or smaller PM_{2.5} sizes
- NH₃ - Ammonia
- NO_x - Nitrogen Oxides
- O₃ - Ground level Ozone

Source: https://www.airqualityni.co.uk/documents/technical-reports/0369_DAERA_Air_Pollution_Report_2017_screen_Feb_19.pdf



The Department of Agriculture, Environment and Rural Affairs (DAERA) is responsible for advising and working with other Northern Ireland Departments and local councils to develop ways of reducing the number and type of activities that lead to air pollution. They also help to fund councils to monitor air pollution and they have a website and a mobile phone app where you can find information about the pollutants and how they affect you. You can find the website [HERE](#) and the link to download the app [HERE](#).

There is also law that helps us to know what levels of pollutants are not safe. DAERA has to monitor air and then publish an annual report on the levels recorded here. The annual Air Quality Reports can be viewed [HERE](#).

How is transport bad for our air?

Vehicles like cars, lorries, tractors and motorbikes all use our roads. They all cause air pollution, most commonly nitrogen dioxide and particulate matter. Other forms of transport such as airplanes and trains also cause air pollution. Other forms of transport, such as aeroplanes and trains also cause pollution. Nitrogen dioxide and particulate matter are the most common pollutants released from vehicles.

The pollutants can come from the fuel that you put into the vehicle or from the brakes and tyres. When people are going to and from work in the morning and early evening the levels of these pollutants are at their highest. Most of these vehicles will be cars and as they are on the road beside the footpath it is easy for us to breathe lots of polluted air straight into our bodies and lungs.

The law in place to protect us sets out limits for nitrogen dioxide and particulate matter. However, nitrogen dioxide levels in Northern Ireland



have, on occasion, been higher than the limits set and so through a United Kingdom wide Action Plan, Northern Ireland has put forward actions to reduce nitrogen dioxide levels. Some of these measures include new buses like the Glider, which you can see below.



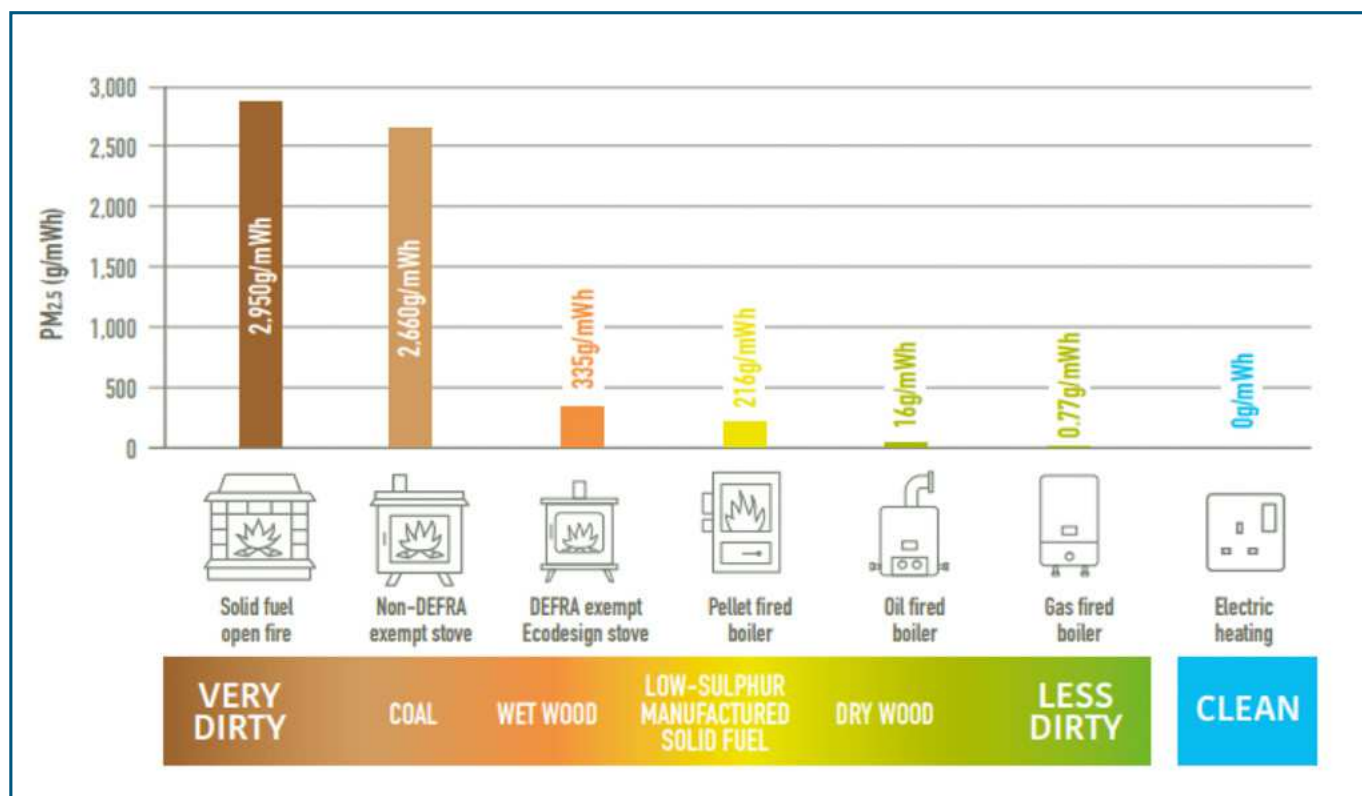
Levels of vehicle pollutants are still too high and there is more we can do to reduce them. Trying to leave the car at home and take the train or bus when you go out will make a big difference, or even better walking or cycling to your destination would leave no trace of pollution at all.

Home Heating

Heating our homes can pollute our air, especially when we burn materials like wood and coal. These household emissions are usually highest in the winter when people feel colder and use their heating or fires more often. Pollutants such as particulate matter and polycyclic aromatic hydrocarbons (PAHs) are the most common pollutants.



This image¹ shows different ways to heat your home and how much particulate matter they release. The dirtiest methods like burning solid fuels release the most particulate matter into the air.



Legislation allows councils to declare smoke control areas (SCAs). They exist to reduce levels of pollutants from fuels as they restrict either how you burn the fuel or what type of fuel you can burn, but these SCAs only cover small areas of Northern Ireland.

Sometimes DAERA has to issue air pollution alerts, to let vulnerable people know that levels of pollution are high and might affect their health. This is because the weather, combined with pollution from road traffic and other sources like home heating can make levels of pollution very high. It is therefore very important that we focus on ways to heat our homes which are less dirty and keep levels of air pollution as low as possible.

¹ [https://www.airqualityni.co.uk/documents/technical-reports/0369 DAERA Air Pollution Report 2017 screen Feb 19.pdf](https://www.airqualityni.co.uk/documents/technical-reports/0369%20DAERA%20Air%20Pollution%20Report%202017%20screen%20Feb%2019.pdf)



Agriculture

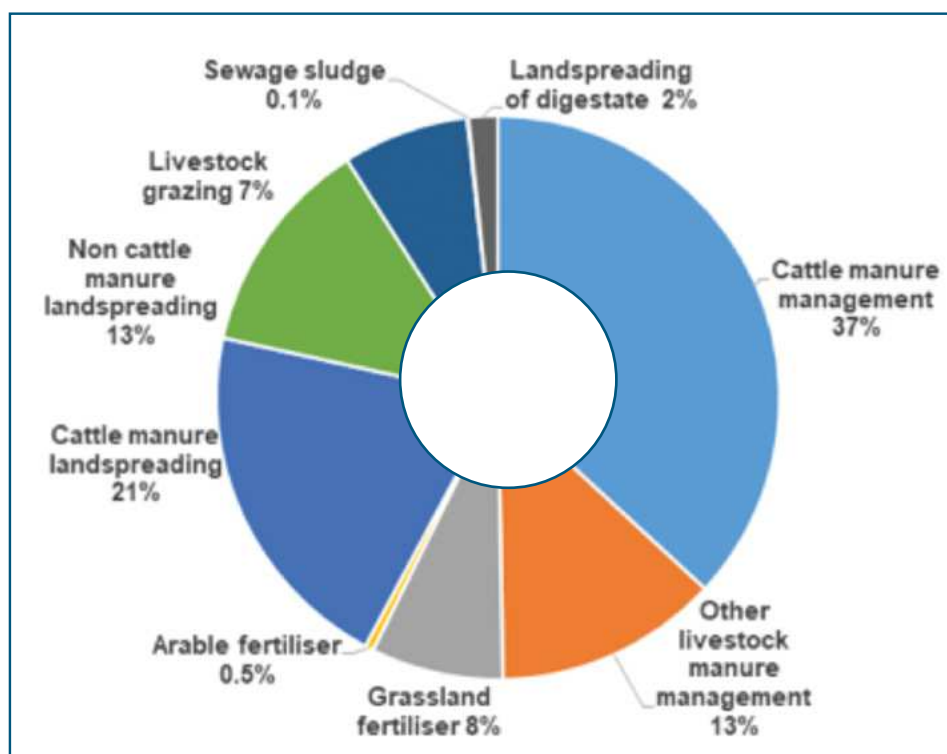
Agriculture is an important part of Northern Ireland's economy, however it is also a major producer of air pollutants.

Ammonia is an air pollutant emitted from agriculture that also forms particulate matter. Ammonia emissions from agriculture occur largely from animal manure and slurry however proper management of dung and urine can reduce ammonia emissions.

At high concentrations ammonia can negatively affect the health of plants and ecosystems. Sensitive habitats, like upland bogs, provide homes for lots of our protected insects and plants, in Northern Ireland many of our sensitive habitats are being damaged by excess ammonia. The UK reports on the status of these protected species and sensitive habits every 6 years.

Through legislation the UK is required to reduce ammonia by 16% by 2030 from a 2005 level. Large pig and poultry farms have permits which control ammonia emissions.

The pie chart shows the activities that contribute to the production of ammonia in Northern Ireland.





Industry

There are lots of different industries in Northern Ireland and they are needed to provide food and make items that we use every day, such as furniture. However, they can also produce lots of air pollution, like particulate matter and nitrogen dioxide.



Another set of pollutants from industry are greenhouse gases, for example carbon dioxide. These pollutants are very important because in large volumes over long periods of time they cause climate change.

There are laws in place to protect us from too many emissions from these businesses, however there is more that can be done to reduce these levels even further. This can include increasing the amount of energy we use that comes from renewable sources like wind turbines.



How do you think we can make things better?

In this section we would like to ask you to think about some questions around air quality in Northern Ireland. If you have some ideas to share on how we can make air quality in Northern Ireland better we would love to hear from you.

Do we need to monitor air pollution more Northern Ireland? (Q4)

Should more towns and cities be designated as smoke control areas (Q13)?

How can we encourage people to walk and cycle instead of using their cars? (Q9)

Do we need to ban the sale of wet wood and smoky fuels in Northern Ireland? (Q15)

How can we help people in Northern Ireland to understand how important clean air is? (Q28)



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- **Email: casni@daera-ni.gov.uk**



- **Visit** our webpage at: **http://www.daera-ni.gov.uk/clean_air_strategy_discussion_document**



- **Write to:** Air and Environment Quality
Klondyke Building
Gasworks Business Park
Cromac Avenue
Belfast, BT7 2JA

Report on	Street Naming and Property Numbering
Date of Meeting	12 th January 2021
Reporting Officer	William Wilkinson

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	For Members to consider the naming of new streets within residential Housing Developments within Mid-Ulster.
2.0	Background
2.1	In accordance with the Local Government (Miscellaneous Provisions) NI Order 1995 – Article 11 the Council is tasked with the responsibility of approving Street Naming and Numbering of buildings erected thereon.
2.2	The Policy for Street Naming and Numbering, as adopted (see Appendix 1) forms the basis for considering proposals for the street naming of new developments.
3.0	Main Report
3.1	The Building Control Department has received a request for the naming of a street within a proposed residential development as follows: I. Site off Killyman Road, Dungannon
3.2	An application has been submitted by LS Construction for the naming of a new street within a proposed residential development off Killyman Road/Far Circular Road, Dungannon. Building Control has not yet received an application for the development but the agent wishes to commence marketing of the site in the near future. The options submitted are as noted below: 1. Killycush Court 2. Killycush Manor 3. Copper Wood Court As the options submitted are linked to the locality in each case, it is considered that each option demonstrates compliance with the policy as adopted.

4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: None
	Human: None
	Risk Management: None
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None
	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	<p>It is recommended that consideration is given to the approval of the following proposals for the Street Naming of each street within new residential developments within Mid Ulster.</p> <p style="text-align: center;">I. Site off Killyman Road, Dungannon</p> <p style="text-align: center;"> Either Killycush Court Or Killycush Manor Or Copper Wood Court </p>
6.0	Documents Attached & References
6.1	Appendix 1 – Policy for Street Naming and Numbering
6.2	Appendix 2 – Pro-forma containing street naming proposals, location map and site layout plan for new street off Killyman Road, Dungannon

Policy on Street Naming and Numbering

Document Control			
Policy Owner	Director of Public Health & Infrastructure		
Policy Author	Director of Public Health & Infrastructure		
Version	Version 1		
Consultation	Senior Management Team	Yes / No	
	Trade Unions	Yes / No	
Equality Screened by	Principal Building Control Officer	Date	20/02/2019
Equality Impact Assessment	N/A	Date	
Good Relations	N/A		
Approved By	Environment Committee	Date	12/03/2019
Adopted By	Council	Date	28/03/2019
Review Date		By Whom	
Circulation	Councillors, Staff		
Document Linkages			

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4.0	Linkage to Corporate Plan	
5.0	Naming of new Streets	
6.0	Renaming Existing Streets	
7.0	Roles & Responsibilities	
8.0	Impact Assessments <ul style="list-style-type: none"> • Equality Screening & Rural Needs Impact • Staff & Financial Resources 	
9.0	Support & Advice	
10.0	Communication	
11.0	Monitoring & Review Arrangements	

Appendices	Description	Page Number
A	Article 11 of the Local Government (Miscellaneous Provisions) (NI) Order 1995	
B	Naming of New Streets and Housing Developments: <i>Procedure</i>	
C	Renaming Existing Streets: <i>Procedures</i>	

1.0 INTRODUCTION

1.1 Mid Ulster District Council resolved that a policy and associated procedures be developed to guide the Council in accordance with the provisions of Article 11 of the Local Government (Miscellaneous Provisions) (Northern Ireland) Order 1995("the 1995 Order"), referenced in Appendix A to this policy, on;

- (i) Naming of New Streets and Housing Developments;
- (ii) Renaming and Re-numbering existing streets

2.0 Policy Aim & Objectives

2.1 **Policy Aim:** To ensure the naming of New Streets and Housing Developments is delivered in a fair, equitable and consistent manner.

2.2 Policy Objectives:

- To facilitate Mid Ulster District Council in meeting its statutory obligations with regard to local government Street Naming requirements
- To confirm the mechanism and process by which Mid Ulster District Council will name new streets and housing developments
- To provide residents with a process whereby they may request the renaming of their street
- To ensure street names are reflective of localities within which they are being proposed and engagement of all affected residents of streets where requests have been received to rename

3.0 Policy Scope and Legislative Framework

3.1 This policy relates specifically to the naming of New Streets/ Housing Developments and processing requests for the erection of nameplates expressing the name of the street in a language other than English. The statutory basis for this policy is contained within Article 11 of the 1995 Order.

- 3.2 This legislation empowers Council to authorise the naming of streets within its respective District. The 1995 Order provides for street naming, street numbering and the provision of street signs. It also provides the Council with a discretionary power to erect dual language street signs or second nameplates in a language other than English via Section 1a and 1b. A copy of the relevant statute is included in Appendix A.

Interpretation and Definitions

- 3.3 For purposes of this Policy the following interpretation/ definitions apply as set out within the 1995 Order:

- Nameplate - defined as a means of 'signifying a name in writing'
- Street - defined as 'any road, square, court, alley, passage or lane'.

4.0 Linkage to Corporate Plan

- 4.1 Referring to Mid Ulster District Council's Corporate Plan 2015-2019, this policy contributes toward the delivery of Corporate Theme 1 *Delivering for Our People*.

5.0 Naming of New Streets

- 5.1 Proposals for new Street names linked to traditional place names will be favorably considered and that if such a place name is traditionally in a language other than English, that name may also be considered as the name by which that place may be known. The procedure that will apply in relation to proposal under this [policy] is contained in Appendix [B]. Building names are not controlled by statute and do not form part of this Policy.
- 5.2 Criteria - General

To maintain the heritage and identity of the area administered by Mid Ulster District Council in naming a new Street and/ or Housing Development the following criteria shall be adhered to. The name chosen shall;

1. Reflect the local townland name, or a local geographical/ topographical, social or historical feature.
2. The name shall not use the townland name within which the street and/ or the housing development is situated. The townland name shall still form part of the postal address.

3. The name should not mark any historical or political event or any individual or family, living or deceased.
4. The prefix of the name can only be the same as an existing Street or Road name prefix in the locality if it is accessed from that street or road.
5. To avoid confusion over addresses the name should not sound similar to an existing Street or Road name in that District Electoral Area.
6. The erected nameplate shall express the name in English; and may express that name in any other language other than English in accordance with Article 11 of the 1995 Order.
7. Although not prescriptive or exhaustive the running order/hierarchy for Street naming should follow an easily understood pattern, for example:
 - Road–Street–Avenue–Mews–Drive–Lane–Close–Alley

6.0 Renaming and Renumbering Existing Streets

- 6.1 Provision shall be made for the renaming and renumbering of existing Streets within the Mid Ulster District Council area, where instances as noted in 7.2 below require that that this be undertaken to maintain a consistent approach to street naming. The 1995 Order empowers Council to authorise Street names within the area they administer. The procedure that will apply in relation to a proposal under this policy is contained in Appendix C.

6.2 Criteria - General

The renaming or renumbering of an existing street shall normally only be considered;

- To remove similar or the same street name in the immediate locality
- Where a street name has been 'lost'
- To correct an incorrectly spelt name
- If emergency services have reported problems in identifying and locating the street
- If postal services or other statutory agencies has reported problems in identifying and locating the street
- Where a request has been received by the Council and signed by not less than 50% of the occupiers of a street to which a change is being sought. This would be based on 1 occupier per premises on the relevant street

7.0 Roles and Responsibilities

- 7.1 **Director of Public Health and Infrastructure:** shall have responsibility for implementation of this policy by Mid Ulster District Council, through the Building Control Service.
- 7.2 **Building Control Service:** shall be responsible for implementing arrangements to administer; (i) requests to name New Streets and Housing Developments and (ii) requests to rename existing Streets.
- 8.0 Impact Assessments**
- 8.1.1 Equality Screening & Impact**
- 8.1.1 This policy has been subject to equality screening in accordance with the Council's equality scheme screening process. It has been 'screened out' for an Equality Impact Assessment.
- 8.2 Rural Needs Impact**
- 8.2.1 This policy has been subjected to a rural needs impact assessment and thus can demonstrate regard to rural needs when delivering this public service.
- 8.3 Staff & Financial Resources**
- 8.3.1 No issues have been identified which will impact on the delivery of Council business as a result of this policy being implemented. Valid requests for determination will be brought to attention of Committee.
- 9.0 Support and Advice**
- 9.1 Advice and guidance on the implementation of this should be sought from the Head of Building Control
- 10.0 Communication**
- 10.1 The Building Control Service within the Public Health & Infrastructure Department of Council is responsible for the communication, delivery and adherence to this policy
- 11.0 Monitoring and Review Arrangements**

- 11.1 Implementation of this policy will be routinely monitored and a formal review undertaken 24 months from its effective commencement date.

Appendix A
Article 11, Local Government (Miscellaneous Provisions) (Northern Ireland) Order 1995

Street names and numbering of buildings

Powers of councils in relation to street names and numbering of buildings

11.—(1) A council may erect at or near each end, corner or entrance of any street in its district a nameplate showing the name of the street; and a nameplate erected under this paragraph—

- (a) shall express the name of the street in English; and
- (b) may express that name in any other language

(2) A council may, immediately adjacent to a nameplate erected under paragraph (1) which expresses the name of a street in English only, erect a second nameplate expressing the name of the street in a language other than English.

(3) Neither this Article nor anything done by a council thereunder authorises or requires the use of the name of a street expressed in a language other than English as, or as part of—

- (a) the address of any person; or
- (b) the description of any land; for

the purposes of any statutory provision.

(4) In deciding whether and, if so, how to exercise its powers under paragraph (1)(b) or (2) in relation to any street, a council shall have regard to any views on the matter expressed by the occupiers of premises in that street.

(5) Any person who—

- (a) obscures, pulls down or defaces any nameplate erected under paragraph (1) or (2);
- (b) erects in any street any nameplate showing as the name of the street a name different from that in any nameplate erected in the street under paragraph (1) or (2); or
- (c) erects in any street any nameplate purporting to show the name of the street, without the authorisation of the council for the district in which the street is situated,

shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 2 on the standard scale.

(6) Where a council has exercised its powers under paragraph (1) in relation to any street, the occupier of each house or other building in that street shall ensure that that house or building is at all times marked with such number as the council may approve for the purposes of this Article.

(7) Where a person fails to comply with paragraph (6) the council may serve on him a notice requiring him to comply with that paragraph within 7 days from the date of service of the notice.

(8) A person who fails to comply with a notice served on him under paragraph (7) shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 2 on the standard scale.

(9) Where a person fails to comply with a notice served on him under paragraph (7) in respect of any house or other building, the council may itself do anything which he has failed to do and may recover from that person summarily as a civil debt any expenses thereby reasonably incurred by it.

(10) In this Article—
“nameplate” includes any means of signifying a name in writing; “street” includes any road, square, court, alley, passage or lane.

(11) The power of a council to erect a nameplate under paragraph (1) or (2) includes power—

- (a) to erect it on any building or in such other manner as the council thinks fit; and
- (b) to cause it to be erected by any person authorised in that behalf by the council.

(12) The following statutory provisions shall cease to have effect, namely—

- (a) sections 64 and 65 of the Towns Improvement Clauses Act 1847^{F6};
- (b) in section 38 of the Towns Improvement (Ireland) Act 1854^{F7} the words “naming the streets and numbering the houses and also so much thereof as relates to”;
- (c) section 21 of the Public Health Acts Amendment Act 1907^{F8};
- (d) section 19 of the Public Health and Local Government (Miscellaneous Provisions) Act (Northern Ireland) 1949^{F9}; and
- (e) so much of any local Act as relates to the naming of streets or the numbering of houses or buildings;

Appendix B

Naming of New Streets and Housing Developments: *Procedure*

1. Developers should submit an application for a new Street/ Development naming to the Council's Building Control service within the Public Health and Infrastructure Department ("the Department") before any promotional activity on the sale of properties commences.
2. The applicant should recommend at least 2 but no more than 3 names per street for consideration, outlining how they consider the proposed names comply with the criteria referred to within Section 5.2 above
3. If the Department determines that the name(s) does not conform to the criteria within 5.2 of this Policy, the developer/applicant will be informed of this and asked to submit an alternative name(s) and/or written representations as to why they disagree. When the Council receives an alternative name(s) and the Council Officer deems that it meets the criteria then it will be recommended to the Council's Environment Committee for consideration.
4. If the developer/applicant is not in agreement with the Department's evaluation they can make written representations which will be considered at the next available meeting of the Environment Committee.
5. The developer/ applicant will be informed of the approved name following approval of the Environment Committee minutes at the next available Council meeting of Mid Ulster District Council
6. Should the Committee not accept any of the presented options the applicant/ developer will be informed of the Council's decision
7. If following the non-acceptance of a proposed name the applicant/ developer does not resubmit an alternative name to the Council within 8 weeks of the date of the decision letter, the Council may identify a name and notify the applicant/ developer of their intention to approve that name. The Council shall allow four weeks to elapse from the date of the notification of the name before presenting it to the next available Environment Committee
8. If a street name has been approved by the Council it shall not be considered for change within 6 months from the date of approval, unless in accordance with the Council's Standing Orders.
9. Names shall be shown on nameplates which will include the townland where relevant and erected in line with current Guidance.
10. New buildings will be allocated numbers consecutively with odd numbers to the right hand side and even numbers to the left hand side.

Appendix C

Renaming Existing Street Name: Procedures

This procedure provides guidelines for the procedure for renaming of existing street/road names which the 1995 Order empowers councils to authorise. The following procedure for canvassing the views of occupiers and the criteria to be applied in deciding whether to rename a street with an alternative in English shall be:

1. Upon receipt of a petition, signed by not less than 50% of the householders (based on one resident per household over the age of 18) of the street/road ("a Petition") the Council will consider a survey of the street/road in relation to the desired name change and reason for same.
2. The proposed name must meet the criteria set down in this policy for the naming of New Streets, as detailed within 5.2 of this policy.
3. If the Department considers the new name meets the criteria, approval to undertake the survey will be sought from the Environment Committee.
4. The Council will survey, by post, to the occupier(s) of each of the properties listed on the Electoral Register and one survey per established business as appears on the Non-Domestic Valuation List of that street/road or the part of a street/road affected at that time; seeking their views on the request to change the name. The survey shall be carried out by the Council's Building Control service.
5. Replies will be by way of a supplied self-addressed envelope and must be returned by the date specified in the correspondence giving notification of the survey and reason for same . Only replies received from registered occupiers by that date will be considered
6. The outcome of the survey will be presented to the Environment Committee and only where all occupiers (100 %) in the affected street agree with the proposed name change, will a recommendation be presented to approve the change.
7. Where a request is not approved any further request will not be considered until the expiry of a 12 month period from the date of the Environment Committee meeting where the outcome of the survey was considered.
8. Where a Petition to have an existing street renamed is not approved then the occupiers will be notified of this.
9. Where a new nameplate is erected. The decision to remove an existing nameplate will be made by Property Services, where deemed necessary to do so.

10. Historical nameplates may remain in place where they are fitted to an existing wall (or dwelling), where they will not affect directional issues. This shall be at the discretion of Property Services.
11. Where the Department receives a request from the emergency services, mail delivery services or other statutory bodies who have difficulty locating the street to rename it. They shall inform residents as noted above and consider to survey and rename the street upon the agreement of all households on that street. Such requests shall be notified to and approval sought from Environment Committee and outcome of survey reported to same.

MID ULSTER DISTRICT COUNCIL**New Street Name Proposals**

Applicants Name & Address: **MAISON REAL ESTATE c/o LS Construction Ltd**
 44 Circular Road, Dungannon, BT71 6BE

Description: **Proposed Development of 16 dwellings, land adjacent to the Far Circular Road and Killymore Road Junction**

Ref: **LA09/2016/0834/F**

	Proposed Street Name	Linkage to Locality	Reason for Choice
Option 1	Killycush Court	Located within the Codelush townland and off Killymore Road	To reflect topography and location of site
Option 2	killycush Manor	11	11
Option 3	Copper Wood Court	Previous presence of a Copper Beech tree on site.	To reflect topography of site.

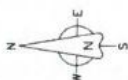
* Please avoid the use of apostrophes, hyphens, full stops and commas.

Please note that street naming proposals should be in accordance with Mid Ulster Council Policy (Attached)

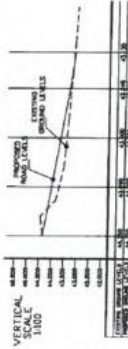
Signed

Dated 11/12/2020

SCALE 1:500

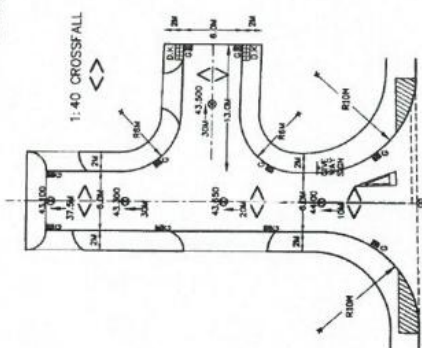


CROSS SECTION THROUGH
ROAD (TYPE 4B)

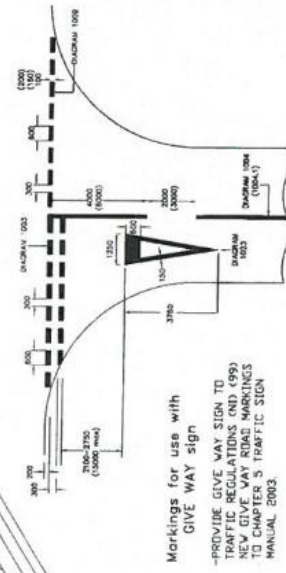


LONGITUDINAL SECTION A-A

WEEK	PROPOSING LEVEL AT MEET TIME	BACK OF FOOTBALL	FOOTBALL GRADIENT	LEVELS SW FROM BACK OF FOOTBALL	GRADIENT
(1)	43,586	43,136	1: 4/5	43,500	1: 12/5
(2)	43,586	43,136	1: 4/5	43,500	1: 12/5
(3)	44,025	44,115	1: 4/5	43,500	1: 12/5
(4)	44,245	44,375	1: 4/5	44,775	1: 12/5
(5)	45,192	45,141	1: 4/5	45,775	1: 32/5
(6)	45,267	45,270	1: 4/5	45,400	1: 38/5
(7)	45,724	45,784	1: 4/5	45,900	1: 12/5
(8)	45,724	45,784	1: 4/5	45,900	1: 12/5
(9)	45,500	45,550	1: 4/5	45,950	1: 12/5
(10)	45,500	45,550	1: 4/5	45,950	1: 12/5
(11)	45,500	45,550	1: 4/5	45,950	1: 12/5
(12)	43,500	43,350	1: 4/5	43,000	1: 20/5
(13)	43,500	43,250	1: 4/5	43,300	1: 20/5
(14)	43,100	43,150	1: 4/5	43,300	1: 25/5
(15)	43,600	43,650	1: 4/5	43,300	1: 25/5
(16)	43,700	43,750	1: 4/5	44,000	1: 25/5



**SITE ENTRANCE
ROAD DETAILS. SCALE 1:250**



Markings for use with
GIVE WAY sign

PRECISE GULLY LOCATIONS MUST BE AGREED WITH ROADS SERVICE IN ADVANCE OF INSTALLATION. RELOCATED OR EXTRA GULLIES MAY BE DEEMED NECESSARY ON SITE.

ADEQUATE MEASURES SHALL BE TAKEN TO PREVENT ROAD SURFACE RUN OFF FROM PRIVATE AREAS, VERGES AND EMBANKMENTS FLOWING ONTO THE PUBLIC/ADAPTABLE FOOTWAY AND CARRIAGEWAY.

LAYOUTS AND GRADIENT. ROAD GRADIENTS SHALL BE IN ACCORDANCE WITH THE APPROVED LONGITUDINAL DEVELOPMENT ACCESS PLAN AND THE FOLLOWING LIMITS:

- 1. THE DEVELOPMENT ACCESS ROAD SHALL BE (1) IN 3% OVER THE 10 METRE GRADIENTS OUTSIDE THE ROAD BOUNDARY, (2) IN 2% OVER THE VERGE/ BACK OF FOOTWAY/ FENQUELINE/ EDGE OF CARRIAGE WAY.
- 2. THE DEVELOPMENT ROAD GRADIENT MUST BE BETWEEN 1:10 & 1:150.
- 3. THE FIRST 5M FROM THE ROAD GRADIENTS MUST BE NO STEEPER THAN 1:12.5 FOR THE FIRST 10M FROM THE ROAD GRADIENTS MUST BE NO STEEPER THAN 1:10.
- 4. THE FIRST 5M FROM THE ROAD GRADIENTS MUST BE NO STEEPER THAN 1:140 TOWARDS THE ROAD.
- 5. SERVICE STRIPS SHALL BE FLAT, AND HAVE NO OBSTACLES, INTRUSIONS OR TRIPS.

RETAINING WALLS. ANY STRUCTURE WHICH ALSO INCLUDE WALLS RETAINING MORE THAN 1.0M IN HEIGHT MUST BE APPROVED UNDER DND, PROPOS SERVICE TECHNICAL APPROVAL OF STRUCTURES SCHEME (TAS), IF THE STRUCTURE OR WALL IS EXISTING OR WITHIN 6 METRES OF AN IDENTIFIABLE ROAD OR FOOTWAY, OR THE EXISTING ROAD OR FOOTWAY. APPROVAL IN PRINCIPAL IS REQUIRED PRIOR TO ANY BUILDING WORKS COMMENCING.

GROUNDING CONDITIONS. THE STANDARD APPROVED ASSUME NORMAL GROUND CONDITIONS WHERE DRAINAGE CONDITIONS ARE UNCERTAIN OR SOFT SOILS ARE FOUND. GEOTECHNICAL CERTIFICATION IN ACCORDANCE WITH THE DESIGN MANUAL FOR ROADS AND BRIDGES SHALL BE REQUIRED.

STREET LIGHTING.

EXISTING STREET LIGHTING COLUMNS SHALL BE RELOCATED BEHIND VISIBILITY SPLAYS AND AT THE BACK OF NEW OR RECONSTRUCTED FOOTWAYS AND VERGES. THE COST OF THIS WORK IS TO BE BOURNE BY THE DEVELOPER. ALL ALTERATION TO STREET LIGHTING SHALL BE AGREED WITH ROAD'S SERVICE STREET LIGHTING SECTION BASED AT CO. HALL, BALYEN.

STATUTORY SERVICES. STATUTORY SERVICES POLES/MINI PILLARS SHALL BE RELOCATED AT THE BACK OF THE LOT OR RECONSTRUCTED FOOTWAYS AND VERGES OR BOUND THE SIGHTLINE IF GREATER THE COST ON THE WORK IS BOUND BY THE DEVELOPER.

5. / ROAD MARKINGS

SHALL BE AGREED WITH DRD ROADS SERVICE PRIOR TO ANY WORK ON THE PUBLIC ROAD NETWORK

PROVIDED AS AVENUE PLANTING ADJACENT TO THE CARPARKWAY OR SHALL BE CONTAINED IN 2.0 METRE DIAMETER CONCRETE RING OR SIMILAR. ANY TREE PLANTED WHICH HAS THE POTENTIAL AT MATURITY TO IMPAIR ANY SPLAYS MUST BE CAREFULLY SELECTED TO ENSURE CLEAR VISION SIGHTS OF 600mm AND 2.0 METRES ABOVE GROUND LEVEL.

6. RIGHT TURN LANES.
LEFT OF BITUMINOUS RESURFACING, POSITION OF BITUMINOUS DRIVEWAY AND SIDEWALK FROM LANES SHALL BE ADDED AND APPROVED BY THE SERVICE PRIOR TO ANY WORKING ON THE PUBLIC ROAD.
7. BITUMINOUS LONGITUDINAL Joints ASSOCIATED WITH THE WORKS SHALL BE AS FAR FROM THE MEDIAN TRACTS OF VEHICULAR TRAFFIC.
8. SERVICE STREET DRAIN IN THE EXISTING FOOTWAY OR VERGE THAT IS ROAD WORKING SHALL BE RELOCATED BEHIND THE NEW ROAD EDGE. GULLIES SHALL BE RELOCATED TO THE NEW ROAD EDGE. ALL ROAD WORKS SHALL BE ADDED WITH DRAIN DRAINS SERVICE FROM THE MEDIAN TRACTS OF VEHICULAR TRAFFIC.

ER IS RESPONSIBLE FOR LAUNING WITH THE STATUTORY BODIES IN ANY SERVICES IN THE VICINITY OF ANY PROPOSED WORKS.

THE ACCESS SHALL NOT EXCEED 4% (1 in 25) OVER THE FIRST 10 METRES.
THE ROAD BOUNDARY IS FROM THE BACK OF THE VERGE / BACK OF THE CURB.

EDGE OF CARRIAGEWAY, LEVELS AT ROAD EDGE AND BACK OF FOOTWAY (1:40 GRADIENT)	RECEIVED
LEVELS 5M FROM BACK OF FOOTWAY (MAX 1:12.5 GRADIENT)	23 MAR 2018

	27/03/2018	Mild Ulster District Council	CE 12.4
Inf Amendment			
Inf Amendment			

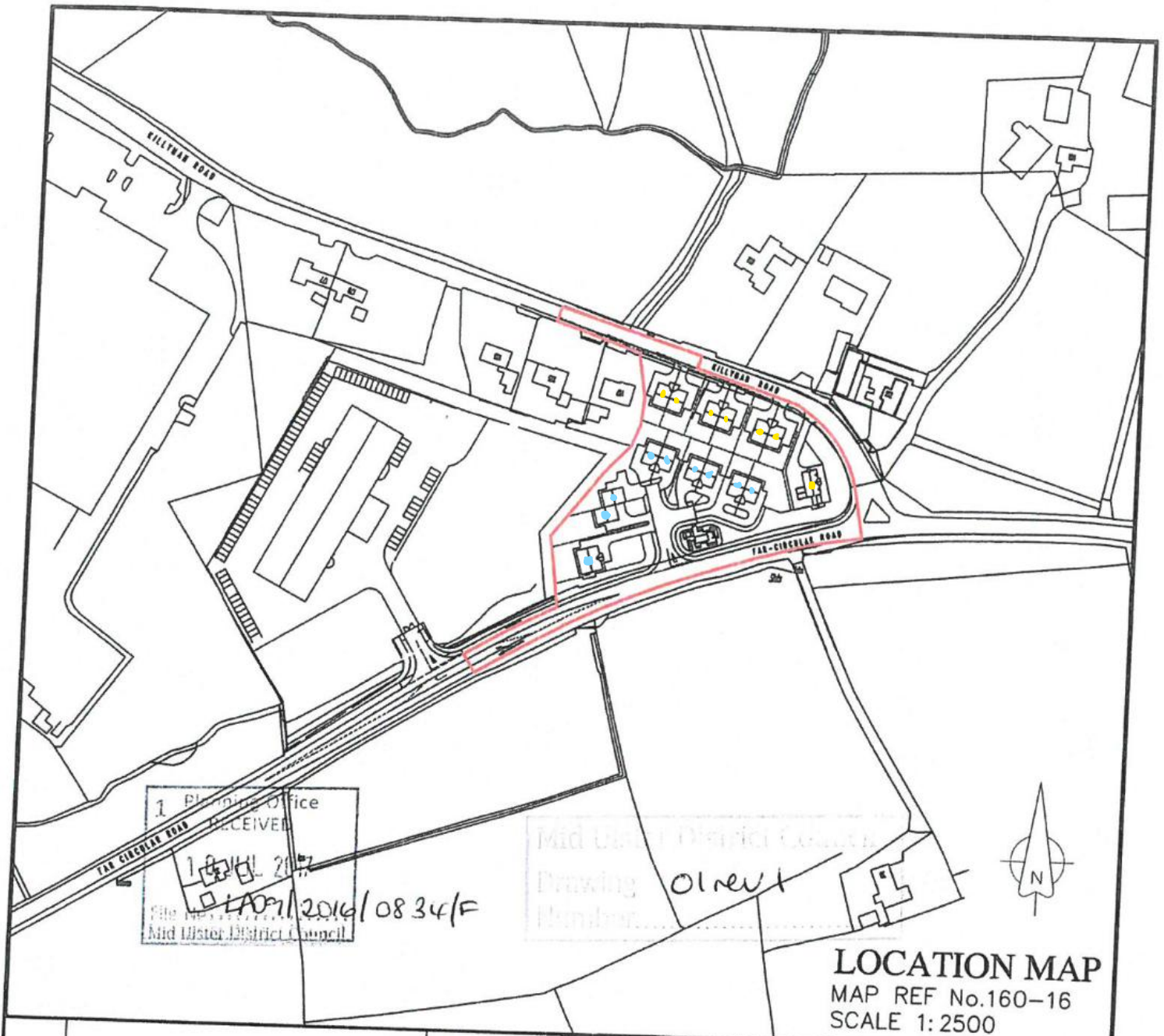
Order #	05/10/2017
Order Date	05/10/2017
Order Time	05/10/2017
Order Location	05/10/2017
Order Status	05/10/2017
Order Type	05/10/2017
Order Method	05/10/2017
Order Notes	05/10/2017
Order Comments	05/10/2017
Order History	05/10/2017
Order Details	05/10/2017
Order Summary	05/10/2017
Order Footer	05/10/2017

DEVELOPMENT OF 14 NO. SEMI-DETACHED
TWO STOREY DWELLINGS ON
THE EAST SIDE OF THE FAR CIRCULAR ROAD AND
ADJACENT TO THE FAR CIRCULAR ROAD AND

1 Annagher Road, Coalisland
Co. Tyrone BT71 4NE
Tel: 028 87740746
Fax: 028 87747475

<p> POSTAL PLAN (PSD) PROS. </p>	<p> scale: 1:250 issue type: A 1:500 Die draft </p>
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/A3(PSD)	checked:	M.N.	Approved for construction
	drawn:	A.McN	Approved for tender



LOCATION MAP
MAP REF No.160-16
SCALE 1:2500

AO	For Approval	07/07/2017
rev.	description:	date:
job title: PROPOSED DEVELOPMENT OF 14 No. SEMI-DETACHED & 2 No. DETACHED TWO STOREY DWELLINGS ON LANDS ADJACENT TO THE FAR CIRCULAR ROAD AND KILLYMAN ROAD, DUNGANNON.		
drawing title: LOCATION MAP MAP REF No: 160-16		
client: DONNELLY BROS.		
drawing no: J1561/101/A0		
scale: 1:2500		issue type: D= draft C= construction A=for approval F= as built B= tender L= legal
checked: M.N		
drawn: A.McN		



McKEOWN & SHIELDS
 McKeown & Shields Ltd.
 Architectural & Civil Engineering Consultants
 1 Annagher Road, Coalisland
 Co. Tyrone BT71 4NE.
 Tel: 028 87740746
 Fax: 028 87747475
 E-MAIL: info@mckeownandshields.com

Report on	Renaming and Renumbering Existing Streets
Date of Meeting	12 th January 2021
Reporting Officer	William Wilkinson

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To advise members of a request for the Renaming and Renumbering of an existing street/road and subsequently to seek approval to undertake the surveys of all applicable residents on the street/road in question.
2.0	Background
2.1	In accordance with the Local Government (Miscellaneous Provisions) NI Order 1995 – Article 11 the Council is tasked with the responsibility of renaming and renumbering existing streets where requested.
2.2	The Policy for Street Naming and Numbering – Section 6.0, as adopted (See Appendix 1) forms the basis for considering requests for renaming and renumbering of existing Streets/roads.
3.0	Main Report
3.1	<p>The Building Control Service within the Public Health and Infrastructure Department have received a letter and petition signed by the householders (See Appendix 2) requesting the renaming of the street/road as noted below:</p> <p>From:</p> <p>Stewartstown Road, Coalisland (Portion off road)</p> <p>To</p> <p>Moss Road, Coalisland</p>
3.2	The road in question is a length of road which links the Stewartstown Road with Mullaghmoyle Road and is noted on the Pointer Addressing System as “Stewartstown Road” (see map - Appendix 3). The dwellings on the portion of road in question are currently numbered off the Stewartstown Road.
3.3	It appears that the road is locally known as Moss Road and in addition the legacy Dungannon and South Tyrone Borough Council had erected street nameplate signage, as detailed in Appendix 4.

3.4	In accordance with the Street Naming and Numbering Policy – Section: 6:0, where no less than 50% of the householders of the street/road have signed a petition then the Council will consider a survey of the street/road in relation to the desired name change and reason for same.
3.5	A petition accompanying the letter of request has been submitted and signed by 3 householders as required in accordance with the Policy as adopted which equates to 60% of households requesting the name change.
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: Within current resources
	Human: Within current resources
	Risk: Management: None
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None
	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	That Members agree to proceed with the Street Naming Survey for the renaming of the relevant portion of Stewartstown Road, Coalisland to all applicable occupiers of each property as listed on the Electoral Register of the road in question, in accordance with the Policy for Street Naming and Numbering.
6.0	Documents Attached & References
6.1	Appendix 1 – Policy on Street Naming and Numbering
6.2	Appendix 2 – Copy of letter submitted by residents of portion of Stewartstown Road, Coalisland requesting the renaming of the street.
6.3	Appendix 3 – Copy of location map detailing road in question
6.4	Appendix 4 – Photograph of existing street nameplate signage

Policy on Street Naming and Numbering

Document Control			
Policy Owner	Director of Public Health & Infrastructure		
Policy Author	Director of Public Health & Infrastructure		
Version	Version 1		
Consultation	Senior Management Team	Yes / No	
	Trade Unions	Yes / No	
Equality Screened by	Principal Building Control Officer	Date	20/02/2019
Equality Impact Assessment	N/A	Date	
Good Relations	N/A		
Approved By	Environment Committee	Date	12/03/2019
Adopted By	Council	Date	28/03/2019
Review Date		By Whom	
Circulation	Councillors, Staff		
Document Linkages			

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3.0	Policy Scope	
4.0	Linkage to Corporate Plan	
5.0	Naming of new Streets	
6.0	Renaming Existing Streets	
7.0	Roles & Responsibilities	
8.0	Impact Assessments <ul style="list-style-type: none"> • Equality Screening & Rural Needs Impact • Staff & Financial Resources 	
9.0	Support & Advice	
10.0	Communication	
11.0	Monitoring & Review Arrangements	

Appendices	Description	Page Number
A	Article 11 of the Local Government (Miscellaneous Provisions) (NI) Order 1995	
B	Naming of New Streets and Housing Developments: <i>Procedure</i>	
C	Renaming Existing Streets: <i>Procedures</i>	

1.0 INTRODUCTION

- 1.1 Mid Ulster District Council resolved that a policy and associated procedures be developed to guide the Council in accordance with the provisions of Article 11 of the Local Government (Miscellaneous Provisions) (Northern Ireland) Order 1995("the 1995 Order"), referenced in Appendix A to this policy, on;

- (i) Naming of New Streets and Housing Developments;
- (ii) Renaming and Re-numbering existing streets

2.0 Policy Aim & Objectives

- 2.1 **Policy Aim:** To ensure the naming of New Streets and Housing Developments is delivered in a fair, equitable and consistent manner.

2.2 Policy Objectives:

- To facilitate Mid Ulster District Council in meeting its statutory obligations with regard to local government Street Naming requirements
- To confirm the mechanism and process by which Mid Ulster District Council will name new streets and housing developments
- To provide residents with a process whereby they may request the renaming of their street
- To ensure street names are reflective of localities within which they are being proposed and engagement of all affected residents of streets where requests have been received to rename

3.0 Policy Scope and Legislative Framework

- 3.1 This policy relates specifically to the naming of New Streets/ Housing Developments and processing requests for the erection of nameplates expressing the name of the street in a language other than English. The statutory basis for this policy is contained within Article 11 of the 1995 Order.

- 3.2 This legislation empowers Council to authorise the naming of streets within its respective District. The 1995 Order provides for street naming, street numbering and the provision of street signs. It also provides the Council with a discretionary power to erect dual language street signs or second nameplates in a language other than English via Section 1a and 1b. A copy of the relevant statute is included in Appendix A.

Interpretation and Definitions

- 3.3 For purposes of this Policy the following interpretation/ definitions apply as set out within the 1995 Order:

- Nameplate - defined as a means of 'signifying a name in writing'
- Street - defined as 'any road, square, court, alley, passage or lane'.

4.0 Linkage to Corporate Plan

- 4.1 Referring to Mid Ulster District Council's Corporate Plan 2015-2019, this policy contributes toward the delivery of Corporate Theme 1 *Delivering for Our People*.

5.0 Naming of New Streets

- 5.1 Proposals for new Street names linked to traditional place names will be favorably considered and that if such a place name is traditionally in a language other than English, that name may also be considered as the name by which that place may be known. The procedure that will apply in relation to proposal under this [policy] is contained in Appendix [B]. Building names are not controlled by statute and do not form part of this Policy.
- 5.2 Criteria - General

To maintain the heritage and identity of the area administered by Mid Ulster District Council in naming a new Street and/ or Housing Development the following criteria shall be adhered to. The name chosen shall;

1. Reflect the local townland name, or a local geographical/ topographical, social or historical feature.
2. The name shall not use the townland name within which the street and/ or the housing development is situated. The townland name shall still form part of the postal address.

3. The name should not mark any historical or political event or any individual or family, living or deceased.
4. The prefix of the name can only be the same as an existing Street or Road name prefix in the locality if it is accessed from that street or road.
5. To avoid confusion over addresses the name should not sound similar to an existing Street or Road name in that District Electoral Area.
6. The erected nameplate shall express the name in English; and may express that name in any other language other than English in accordance with Article 11 of the 1995 Order.
7. Although not prescriptive or exhaustive the running order/hierarchy for Street naming should follow an easily understood pattern, for example:
 - Road–Street–Avenue–Mews–Drive–Lane–Close–Alley

6.0 Renaming and Renumbering Existing Streets

- 6.1 Provision shall be made for the renaming and renumbering of existing Streets within the Mid Ulster District Council area, where instances as noted in 7.2 below require that that this be undertaken to maintain a consistent approach to street naming. The 1995 Order empowers Council to authorise Street names within the area they administer. The procedure that will apply in relation to a proposal under this policy is contained in Appendix C.

6.2 Criteria - General

The renaming or renumbering of an existing street shall normally only be considered;

- To remove similar or the same street name in the immediate locality
- Where a street name has been 'lost'
- To correct an incorrectly spelt name
- If emergency services have reported problems in identifying and locating the street
- If postal services or other statutory agencies has reported problems in identifying and locating the street
- Where a request has been received by the Council and signed by not less than 50% of the occupiers of a street to which a change is being sought. This would be based on 1 occupier per premises on the relevant street

7.0 Roles and Responsibilities

- 7.1 **Director of Public Health and Infrastructure:** shall have responsibility for implementation of this policy by Mid Ulster District Council, through the Building Control Service.
- 7.2 **Building Control Service:** shall be responsible for implementing arrangements to administer; (i) requests to name New Streets and Housing Developments and (ii) requests to rename existing Streets.
- 8.0 Impact Assessments**
- 8.1.1 Equality Screening & Impact**
- 8.1.1 This policy has been subject to equality screening in accordance with the Council's equality scheme screening process. It has been 'screened out' for an Equality Impact Assessment.
- 8.2 Rural Needs Impact**
- 8.2.1 This policy has been subjected to a rural needs impact assessment and thus can demonstrate regard to rural needs when delivering this public service.
- 8.3 Staff & Financial Resources**
- 8.3.1 No issues have been identified which will impact on the delivery of Council business as a result of this policy being implemented. Valid requests for determination will be brought to attention of Committee.
- 9.0 Support and Advice**
- 9.1 Advice and guidance on the implementation of this should be sought from the Head of Building Control
- 10.0 Communication**
- 10.1 The Building Control Service within the Public Health & Infrastructure Department of Council is responsible for the communication, delivery and adherence to this policy
- 11.0 Monitoring and Review Arrangements**

- 11.1 Implementation of this policy will be routinely monitored and a formal review undertaken 24 months from its effective commencement date.

Appendix A
Article 11, Local Government (Miscellaneous Provisions) (Northern Ireland) Order 1995

Street names and numbering of buildings

Powers of councils in relation to street names and numbering of buildings

11.—(1) A council may erect at or near each end, corner or entrance of any street in its district a nameplate showing the name of the street; and a nameplate erected under this paragraph—

- (a) shall express the name of the street in English; and
- (b) may express that name in any other language

(2) A council may, immediately adjacent to a nameplate erected under paragraph (1) which expresses the name of a street in English only, erect a second nameplate expressing the name of the street in a language other than English.

(3) Neither this Article nor anything done by a council thereunder authorises or requires the use of the name of a street expressed in a language other than English as, or as part of—

- (a) the address of any person; or
- (b) the description of any land; for

the purposes of any statutory provision.

(4) In deciding whether and, if so, how to exercise its powers under paragraph (1)(b) or (2) in relation to any street, a council shall have regard to any views on the matter expressed by the occupiers of premises in that street.

(5) Any person who—

- (a) obscures, pulls down or defaces any nameplate erected under paragraph (1) or (2);
- (b) erects in any street any nameplate showing as the name of the street a name different from that in any nameplate erected in the street under paragraph (1) or (2); or
- (c) erects in any street any nameplate purporting to show the name of the street, without the authorisation of the council for the district in which the street is situated,

shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 2 on the standard scale.

(6) Where a council has exercised its powers under paragraph (1) in relation to any street, the occupier of each house or other building in that street shall ensure that that house or building is at all times marked with such number as the council may approve for the purposes of this Article.

(7) Where a person fails to comply with paragraph (6) the council may serve on him a notice requiring him to comply with that paragraph within 7 days from the date of service of the notice.

(8) A person who fails to comply with a notice served on him under paragraph (7) shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 2 on the standard scale.

(9) Where a person fails to comply with a notice served on him under paragraph (7) in respect of any house or other building, the council may itself do anything which he has failed to do and may recover from that person summarily as a civil debt any expenses thereby reasonably incurred by it.

(10) In this Article—
“nameplate” includes any means of signifying a name in writing; “street” includes any road, square, court, alley, passage or lane.

(11) The power of a council to erect a nameplate under paragraph (1) or (2) includes power—

- (a) to erect it on any building or in such other manner as the council thinks fit; and
- (b) to cause it to be erected by any person authorised in that behalf by the council.

(12) The following statutory provisions shall cease to have effect, namely—

- (a) sections 64 and 65 of the Towns Improvement Clauses Act 1847^{F6};
- (b) in section 38 of the Towns Improvement (Ireland) Act 1854^{F7} the words “naming the streets and numbering the houses and also so much thereof as relates to”;
- (c) section 21 of the Public Health Acts Amendment Act 1907^{F8};
- (d) section 19 of the Public Health and Local Government (Miscellaneous Provisions) Act (Northern Ireland) 1949^{F9}; and
- (e) so much of any local Act as relates to the naming of streets or the numbering of houses or buildings;

Appendix B

Naming of New Streets and Housing Developments: *Procedure*

1. Developers should submit an application for a new Street/ Development naming to the Council's Building Control service within the Public Health and Infrastructure Department ("the Department") before any promotional activity on the sale of properties commences.
2. The applicant should recommend at least 2 but no more than 3 names per street for consideration, outlining how they consider the proposed names comply with the criteria referred to within Section 5.2 above
3. If the Department determines that the name(s) does not conform to the criteria within 5.2 of this Policy, the developer/applicant will be informed of this and asked to submit an alternative name(s) and/or written representations as to why they disagree. When the Council receives an alternative name(s) and the Council Officer deems that it meets the criteria then it will be recommended to the Council's Environment Committee for consideration.
4. If the developer/applicant is not in agreement with the Department's evaluation they can make written representations which will be considered at the next available meeting of the Environment Committee.
5. The developer/ applicant will be informed of the approved name following approval of the Environment Committee minutes at the next available Council meeting of Mid Ulster District Council
6. Should the Committee not accept any of the presented options the applicant/ developer will be informed of the Council's decision
7. If following the non-acceptance of a proposed name the applicant/ developer does not resubmit an alternative name to the Council within 8 weeks of the date of the decision letter, the Council may identify a name and notify the applicant/ developer of their intention to approve that name. The Council shall allow four weeks to elapse from the date of the notification of the name before presenting it to the next available Environment Committee
8. If a street name has been approved by the Council it shall not be considered for change within 6 months from the date of approval, unless in accordance with the Council's Standing Orders.
9. Names shall be shown on nameplates which will include the townland where relevant and erected in line with current Guidance.
10. New buildings will be allocated numbers consecutively with odd numbers to the right hand side and even numbers to the left hand side.

Appendix C

Renaming Existing Street Name: Procedures

This procedure provides guidelines for the procedure for renaming of existing street/road names which the 1995 Order empowers councils to authorise. The following procedure for canvassing the views of occupiers and the criteria to be applied in deciding whether to rename a street with an alternative in English shall be:

1. Upon receipt of a petition, signed by not less than 50% of the householders (based on one resident per household over the age of 18) of the street/road ("a Petition") the Council will consider a survey of the street/road in relation to the desired name change and reason for same.
2. The proposed name must meet the criteria set down in this policy for the naming of New Streets, as detailed within 5.2 of this policy.
3. If the Department considers the new name meets the criteria, approval to undertake the survey will be sought from the Environment Committee.
4. The Council will survey, by post, to the occupier(s) of each of the properties listed on the Electoral Register and one survey per established business as appears on the Non-Domestic Valuation List of that street/road or the part of a street/road affected at that time; seeking their views on the request to change the name. The survey shall be carried out by the Council's Building Control service.
5. Replies will be by way of a supplied self-addressed envelope and must be returned by the date specified in the correspondence giving notification of the survey and reason for same . Only replies received from registered occupiers by that date will be considered
6. The outcome of the survey will be presented to the Environment Committee and only where all occupiers (100 %) in the affected street agree with the proposed name change, will a recommendation be presented to approve the change.
7. Where a request is not approved any further request will not be considered until the expiry of a 12 month period from the date of the Environment Committee meeting where the outcome of the survey was considered.
8. Where a Petition to have an existing street renamed is not approved then the occupiers will be notified of this.
9. Where a new nameplate is erected. The decision to remove an existing nameplate will be made by Property Services, where deemed necessary to do so.

10. Historical nameplates may remain in place where they are fitted to an existing wall (or dwelling), where they will not affect directional issues. This shall be at the discretion of Property Services.
11. Where the Department receives a request from the emergency services, mail delivery services or other statutory bodies who have difficulty locating the street to rename it. They shall inform residents as noted above and consider to survey and rename the street upon the agreement of all households on that street. Such requests shall be notified to and approval sought from Environment Committee and outcome of survey reported to same.

Renaming Existing Street Name- MOSS ROAD

Mr PJ FOX

MID ULSTER DISTRICT COUNCIL

DUNNGANNON

Co. Tyrone

BT71 6DT

The following letter is simply in request to have my home road the 'Moss Road' given its rightful name legally. On both sides of the road there are signs clearly giving it the title of the 'Moss Road', but yet when you type it into any sort of sat nav (which delivery drivers are very dependent on) the nearest search leads them to Craigavon. As a large farm we are very reliant on import and export and this issue with our address needs corrected as it is becoming a large problem.

I have chatted to all our neighbours individually and not only did I get a strong yes but some of the more elderly residents were excited by the thought, Mrs [redacted] also mentioned to me that a friend of hers showed her a map from 1903 and even then... this road was sated as the Moss road. I'm sure if necessary I could try and retrieve a map from a similar era. On a personal note as a fourth generation member of the [redacted] that's been brought up on this road it would give me great pride for it to get its rightful title in my life time.

Our neighbouring roads 'Shanliss' and 'Tumpher' have been given their rightful titles and either road is larger our more densely populated, so this assures me further that it is a simple mistake that will be corrected now it's been brought to attention of the Mid Ulster Council.

I would also like to thank [redacted] a neighbour mine for arranging the meeting and of course yourself and Willie Wilkinson for attending.

I hope to hear back from you in the coming months.

13 OCT 2020

Renaming Existing Street Name- MOSS ROAD

Mr PJ FOX

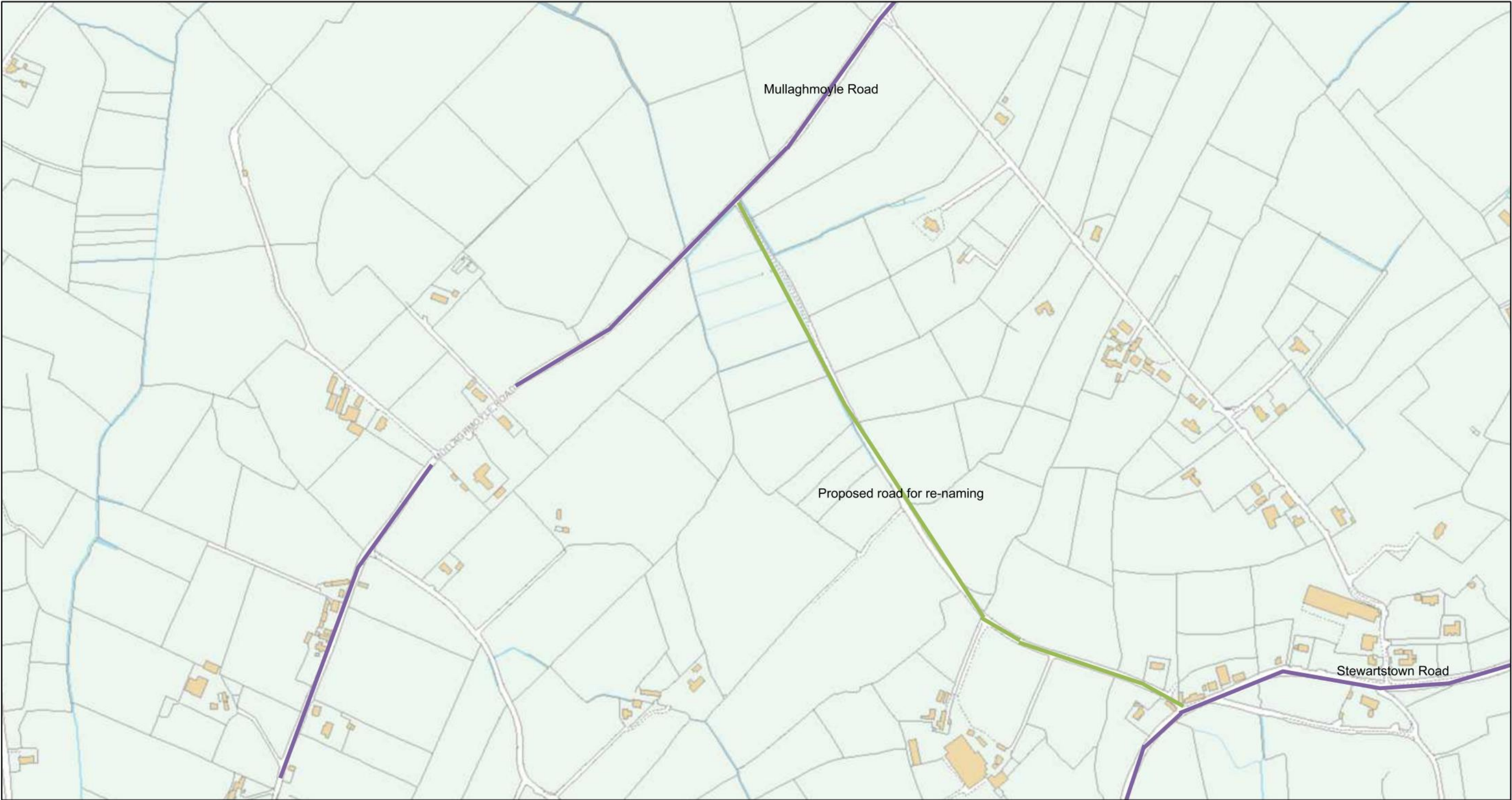
MID ULSTER DISTRICT COUNCIL

DUNNGANNON

Co. Tyrone

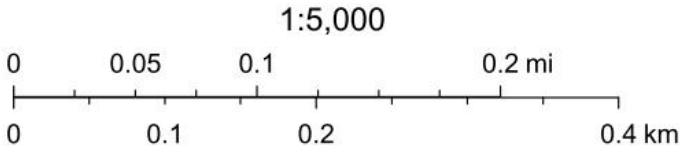
BT71 6DT

SIGNATURES



16/12/2020, 14:06:13

Mid_Ulster_Boundary



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Report on	Bus Shelters Update
Date of Meeting	12th January 2021
Reporting Officer	Raymond Lowry

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To update Members on the current bus shelter status.
2.0	Background
2.1	Council is empowered under the Local Government Miscellaneous Provisions (NI) Order 1985, with the consent of the department to erect and maintain on any road within the district of the council, shelters for the protection from the weather or persons waiting to enter public service vehicles. Bus shelters are erected following local representations. They are provided, particularly for those who have to use public services who may have to stand out in the inclement weather.
2.2.	Following the bus shelter collaborative workshop held in March 2020, the bus shelter process was discussed and agreed at the Council meeting held on the 27 th March 2020. Members are advised in a monthly report of progress made on the various applications that have been lodged with the department.
2.3	Due to the Covid-19 pandemic progress has been delayed with unavailability of staff and priority of workloads within the various departments involved in dealing with the shelter installation. MUDC / DfI Roads have met (through "Microsoft Teams") to discuss a selection of these projects and will continue to carry out similar meetings to progress shelter applications.
2.4	<p>Members to note that a workshop was held via 'Microsoft Teams' on Tuesday 24th November 2020 with Members to review the existing Bus Shelter procedural guide / policy. It was agreed as follows:</p> <ul style="list-style-type: none"> • All applications that presently do not meet the current criteria are to be put "On Hold" until procedure guide has been reviewed and approved by Council. • Further workshop to be held to review amendments to current guidelines. • Report to be brought to next available Environment Committee for Members to approve the new procedural guide.

3.0	Main Report
3.1	<p>The following information headings will be covered:</p> <ul style="list-style-type: none"> • New applications made in the past month (see 3.2) • Progress on stages 2-4 application process (see 3.3) • Request for Council to move from stage 5 (see 3.4) • Progress update on stages 6-9 (see 3.5) • Progress update on stages 10-11 (see 3.6) • Update on statutory response times in relation to agreement on time related responses for application (see 3.7) • Other issues
3.2	New Applications made in the past month – No new applications made in the past month.
3.3	Progress on stages 2-4 of the application process – see table in Appendix 1.
3.4	Requests for Council to move from stage 5 of the application process – No applications to move to stage 5 of the application process this month.
3.5	<p>Progress update on stages 6-9 – the applications below have been discussed with a view to getting approval and are “on hold” for community consultation until new procedural guide has been agreed:</p> <ol style="list-style-type: none"> 1. Main Street, Benburb 2. Tullyhogue village 3. St Colmans Park, Moortown 4. Cappagh village 5. Whitebridge, Ballygawley
3.6	<p>Projects that have had neighbourhood notification stage carried out and would appear to fall outside the current criteria and are therefore noted as “on hold” are listed below:</p> <ul style="list-style-type: none"> • Innishrush Village • Annaghnaboe Road, Clonoe • Bellaghy (2 no) • Knockloughrim Village • Meenagh Park, Coalisland • Eglish View, Ballinderry <p>Members to note these projects will be revisited after approval of the revised procedural guide with fresh neighbour notification issued to all applications.</p>

3.7

Projects noted below are recommended for approval – No applications are currently being recommended for approval.

3.8

Members to Note the following shelters as listed in Table 1 have been passed to Property Services for installation and currently being programmed for installation.

Table 1

Shelter Location	Current Status	Date-Passed to Property services
Main Street, Culnady	Approved	17/12/2020
Killeenan Road, Cookstown	Approved	17/12/2020
Washingbay Road, Moor Road, Clonoe	Approved	17/12/2020
Brackaville, Coalisland	Approved	17/12/2020
Stewartstown	Approved	21/10/2020
Glebe Court, Dungannon	Approved	13/10/2020
Millview, Dunnamore	Approved	18/09/2020
Kildrum, Galbally	Approved	16/10/2020
Thornhill Road/Agharan Road, Pomeroy	Pending approval from DFI roads site visit, Nov 2020	17/12/2020
Drumullan village	Replacement shelter with one side removed to allow safe access from existng footpath	21/10/2020

3.9

Progress update on stages 10-11 – Shelters installed since date of last meeting:

• Millview, Drumullan

3.10	<p>Progress on response times – Agreed response times within 30 days with statutory agencies.</p> <table><tr><th>Statutory Agencies</th><th>Number requests sent</th><th>Reply <30 Days</th><th>Reply >30 Days</th></tr><tr><td>Translink</td><td>2</td><td>2</td><td>2</td></tr><tr><td>Education Authority</td><td>3</td><td>2</td><td>3</td></tr><tr><td>DfI Roads</td><td>0</td><td>0</td><td>0</td></tr><tr><td>NIHE</td><td>1</td><td>0</td><td>1</td></tr></table> <p>Translink, Responses Outstanding 1. Jordan Engineering, Benburb 2. Mountjoy road, Brocagh</p> <p>Education Authority, Responses Outstanding 1. Jordan Engineering, Benburb 2. Brough Road, Castledawson 3. Mountjoy Road, Brocagh</p> <p>NIHE Responses Outstanding 1. Innishrush Village</p> <p>Note; Statutory update meeting to be organised January 2021, date to be confirmed, to discuss new Bus shelter locations, response times and any other issues.</p>	Statutory Agencies	Number requests sent	Reply <30 Days	Reply >30 Days	Translink	2	2	2	Education Authority	3	2	3	DfI Roads	0	0	0	NIHE	1	0	1
Statutory Agencies	Number requests sent	Reply <30 Days	Reply >30 Days																		
Translink	2	2	2																		
Education Authority	3	2	3																		
DfI Roads	0	0	0																		
NIHE	1	0	1																		
3.11	<p>Other issues:</p> <p>As advised at the October Environment Committee meeting, the current shelter application for Tirkane Road has been removed from the register due to its unsatisfactory location, and Technical Services will review alternative locations for a new shelter and report back to the next available Committee.</p>																				
4.0	<p>Other Considerations</p>																				
4.1	<p>Financial, Human Resources & Risk Implications</p> <p>Financial: Within budget for Technical Services and Property services to action provision / installation costs within their budget.</p> <p>Risk Management: Non-delivery will have adverse impact of users of public transport.</p>																				

4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: N/a
	Rural Needs Implications: N/a
5.0	Recommendation(s)
5.1	Members to note the content of the report on the progress made on bus shelters within the district
5.2	<p>Members approval is requested to put “On Hold” of the following from the Bus Shelter Register as they have not met the criteria in the Bus Shelter Policy (Section 1.2, Point 4):</p> <ul style="list-style-type: none"> • Main Street, Benburb • Tullyhogue village • St Colmans Park, Moortown • Cappagh village • Whitebridge, Ballygawley
6.0	Documents Attached & References
6.1	Appendix 1 – Progress table with comments
6.2	Appendix 2 – Procedure guide for erection of Bus Shelters
6.3	Appendix 3 – Policy on the Provision of Bus Shelters
6.4	Appendix 4 – Photographs of installed shelters

Table 1 – Applications awaiting formal application to be submitted (0nr)				
No	Location	Stage	Status / Comment	Progress status
0	N/A	N/A	N/A	All forms received for applications
Table 2 – New applications received since last Committee (0nr)				
0	N/A	N/A	N/A	No new applications received this month
Table 3 – STAGES 2-4, (3nr)				
1	Derryvale, Coalisland	3	Proposed locations have been declined by Translink. Alternative sites being sought.	Alternative site to be found within area. Awaiting confirmation numbers from EA before proceeding. Programme to be confirmed when site identified and user numbers confirmed.
2	Jordan Engineering, Benburb	3	Meeting to be organised with Cllr Burton on site to agree location	Site meeting held 28 August, site agreed, numbers request sent to Translink and EA, Reminder sent for user numbers.
3	Brough Road, Castledawson (Private Application) - 2018/001	3	Application Form returned .	User numbers requested by Translink/EA . Translink Have reported 4nr passengers, EA to confirm numbers. Several reminder issued - no response to date
Table 4 – STAGES 5-8, (17 NR)				
No	Location	Stage	Status / Comment	Progress status
1	Tullyhogue Village	6	Residents declined original location as will promote anti-social behaviour. Limited options for alternative sites that suit bus pick-ups.	New site identified within village. Site meeting took place with applicant and Translink. Landowner investigation underway
2	St Colmans Park, Moortown	6	Met applicant on site 9 October 2020, site agreed.	Landowner investigation underway. NIHE confirmed that they are the registered owner. Discussions ongoing for lands transfer/purchase
3	Cappagh Village	6	Existing shelter in dangerous location, no footpath. Community request to have children lifted in the village. Limited turning space for buses in village.	Site meeting held on 01 December, new location has been agreed for the shelter. Local community group have discussed with adjacent neighbours who appear in favour of the proposed location. Landowner investigation underway.
4	Whitebridge, Ballygawley	6	New request for shelter	Landowner investigation underway.
5	Glendavagh Road, Crilly, Aughnacloy - 2016/013	6	Application Form filled in during meeting with Cllr Burton	Cllr Burton to discuss with land-owners. Land on both sides of road either slopes up or down from road. Erection of new shelter will require a lot of excavation/fill. Translink confirmed 0nr users, EA confirmed 6nr users. Move to stage 5, Council approval
6	Church street , Cookstown	6	Site meeting held with applicant, user number requests issued to Translink and EA	User numbers requested from Translink and EA. Translink responded to say they do not lift any passengers at this location. EA confirmed 10nr users. Site visit required for final location of proposed shelter.
7	Kinrush Road/Battery Road Junction, Moortown	6	Original site limited space, alternative site to be confirmed.	Original location deemed not acceptable although alternative location has now been identified and progress to install shelter to programmed. TS programmed to discuss with DfI roads at next meeting and progress to instruct to install shelter.
8	Bellaghy, Overends layby	8	Proposed site at Overends Layby adjacent to recent EI scheme paved area.	Discussed with DfI roads and alternative 2no locations have been agreed. Translink to confirmed locations . Community engagement to complete to ensure all residents are in agreement to new shelter locations. Translink and DfI roads have confirmed they are content to move their stops and subject to reseedent engagement these can progress. Nearest neighbour consultation returned did not meet required criteria. (shelter currently on hold) .

Table 4 cont'd- STAGES 5-8, (17 NR)

No	Location	Stage	Status / Comment	Progress status
9	Main Street, Bellaghy	8	Existing shelter removed, at chemist. Proposed new sites have been identified at Seamus Heaney HomePlace.	Discussed with DfI roads and alternative 2no locations have been agreed. Translink to confirmed locations . Community engagement to complete to ensure all residents are in agreement to new shelter locations. Translink and DFI roads have confirmed they are content to move their stops and subject to reseedent engagement these can progress. Nearest neighbour consultation returned did not meet required criteria. (shelter currently on hold) .
10	Knockloughrim Village	8	Landowner unknown for proposed site. Further investigations underway to determine landowner.	Parks department have agreed loction within their site, Neighbour consultation, closed 20 October 2020. Nearest neighbour consultation returned, did not meet required criteria. (Shelter currently on hold)
11	Kingsisland Primary School	6	Final confirmation from primary school required to progress.	Meeting to be held with school on exact location of shelter, location drawing to be circulated to school and church for approval.
12	Inishrush Village	8	Landowner clarified as NIHE.	NIHE to approve location for new shelter. Programme for delivery, subject to permission and legal agreements/ lands transfer from NIHE. Further update and community engagement to be confirmed. NIHE to consider if lands to be transferred to MUDC. Neighbour notification issued, closes 6 November 2020. Nearest neighbour consultation returned did not meet required criteria. (shelter currently on hold)
13	Magheracastle Road / Mountjoy Road, Brocagh	6	Pending withdrawal notification from applicant as proposed site on wrong side of the road for pick-up.	Report at next Council Site meeting held 3 August, site agreed, requests sent to Translink and EA for number confirmation. Reminders sent to both parties
14	Killeen Crossroads	6	Translink to provide alternative pick-up avoiding dangerous road crossing to Coole Road.	translink now relocated their stop / pick up location and new shelter can be provided at this location. Discussion with DfI Roads and community engagement to be held to close out formal process and instruction to given to install shelter.
15	Main street, Benburb	6	Site meeting held with Cllr Molloy, user number requests issued toTranslink and EA	User numbers requested from Translink and EA. Translink confirmed 25 passenger numbers. Proceed to stage 5 approval from committee. EA confirmed they lift no passengers at this stop.
16	Annaghoboe Road/ Washingbay Road Junction, Clonoe - 2017/006	8	Awaiting Application Form to be returned. Landowner approval required for siting of new shelter on Washingbay Road.	Landowner approval refused. Alternative site to be agreed. Programme to be confirmed when site identified. If new location cannot be agreed a paper will be brought back to Council to have the application withdrawn. Meeting with Translink 10th September and approval has been agreed for new site. Neighbour notification closes 30 October 2020. Nearest neighbour consultation returned did not meet required criteria. (shelter currently on hold) ..
17	Goland Road/ Armaghlughey Road, Ballygawley - 2016/015	6	Application Form completed.	Translink users confirmed, 10nr. Location to be agreed with DFI raods./ Translink. Neighbour notification to be issued

Table 5 – STAGE 9, (10NR),				
No	Location	Stage	Status / Comment	Progress status
1	Drumullan	9	Translink and Education Authority to confirm user numbers to progress.	Existing shelter to be replaced with new shelter (minus one end piece) the removal of end piece will facility access from existing footpath thus meaning users will not have to egress onto public road to access the shelter. Progress - Property services instructed to proceed with replacement shelter
2	Stewartstown	9	Translink to provide Clear Channel shelter at this location. Available budget for Translink causing delay.	DfI roads have agreed location and ownership. Neighbour notification closes 1 October 2020. Required approval numbers received. This has been passed to Property Services for installation.
3	Glebe Court, Castlecaulfield	9	Relocation of existing shelter, land ownership to be confirmed for new site.	Site location has been identified and discussed with DfI Roads and subject to confirmation of land ownership and resident consultation then this shelter provision will proceed. Meeting with Translink 10th September . Approval has been granted. Neighbour notification issued, closing 29 September 2020. Required approval numbers received. Passed to Property Services for installation.
4	Kildrum Estate, Galbally	9	New shelter provision	Site location has been identified and discussed with DfI Roads and subject to confirmation of land ownership and resident consultation then this shelter provision will proceed. Meeting with Translink 10th September and approved location. Neighbour notification approved, passed to Property services for installation.
5	Thornhill Road, Pomeroy	9	Request received from Keith Buchanan, Numbers to be confirmed with EA and Translink	User numbers and suitability confirmed by Translink. Consultation with DfI roads required and neighbour notification complete 100% in favour. This shelter has been passed to Property services
6	Credit Union, Moygashel	9	Site meeting between MUDC, Translink and Cllr Cuthbertson on 28-02-2020	Request sent to Translink to re-assess the passenger numbers in this location as requested by applicant. Neighbour notification approved shelter. Passed to property Services for installation.
7	Clonoe Crossroads	9	Relocation of existing shelter as too close to junction. Land search in progress to find alternative suitable site.	Discussion with DfI have indicated a suitable location can be accommodated and subject to community engagement should be able to install. DfI Roads to check pedestrian crossing points in the locality. Relocation agreed with Translink 11 September 2020, from Dormans Bar, 30m to housing entrance. Neighbour notification issued. and returned with approval for the bus shelter to proceed. Passed to property services for installation.
8	Killeenan Road/Camlough Road/ Loughdoo Road	9	Proposal to locate shelter in Kildress GAC, awaiting confirmation from Education Authority for pick up from the new location.	Shelter location agreed with EA. Neighbour notification carried out, 100% positive return. Shelter passed to Property services for installation.
9	Culnady Village	9	Site approved in centre of village, located on DfI Roads lands.	Site agreed on DfI Roads lands in centre of village. DfI Roads have confirmed ownership and approved shelter location on shelter installation. Shelter passed to Property services for installation.
10	Brackaville, Four Seasons Bar, Coalisland	9	Limited space on existing footpaths. Translink deemed unsafe. New site required for shelter.	Discussions with DfI Roads have indicated that potential location can be facilitated pending community engagement. Translink have approved location subject to neighbour agreement to removal of hedging. Applicant to approach resident for permission. Nearest neighbour consultation did meet required criteria. Shelter passed to Property services for installation.

Table 5 – Stage 9 - Bus Shelters Installed (2nr)				
No	Location	Stage	Status / Comment	Progress status
1	143 Omagh road, Ballygawley	9	Existing Bus stop/layby, report to committee required	Installed.
2	Millview/Dunnamore Road, Dunnamore	9	Location agreed, site, DfI Roads compliant for new location.	Installed.
Table 7 – Applications to be re visited (2Nr)				
No	Location	Stage	Status / Comment	Progress status
1	Coole Road	Revisit application following Jan meeting	Re-open application	discussion with DfI Roads to be held in light of new agreed process principals. Report at next Council Meeting
2	Duffs Corner, Ardboe	Revisit application following Jan meeting	Re-open application	discussion with DfI Roads to be held in light of new agreed process principals. Report at next Council Meeting. Applicant to review and confirm if shelter is required in proposed location. If not this will be brought to committee with recommendation to be removed from the register

MID ULSTER DISTRICT COUNCIL

PROCEDURE FOR ERECTION OF BUS SHELTERS

Stage 1

Send application form to person requesting Erection of Shelter (Application Form)

Stage 2

Acknowledge request (in writing) – standard letter sent

Stage 3

Carry out preliminary visit to investigate suitability of site

Stage 4

Contact Translink and SELB to confirm viability of erecting bus shelter i.e. recognised "Bus Stop", number and age of children, bus routes, etc.

Note – shelters only provided at locations where it is confirmed a minimum of six people await / board buses.

Organisational Name	Contact Name	Contact Number	

Stage 5

Report to Committee to seek Council approval/instruction

Stage 6

Identify landowner e.g. Housing Executive, local farmer, etc. and obtain their written consent for erection of bus shelter and consult with adjoining properties (contact local Councillor and arrange site meeting if necessary)

Stage 7

Send letters (with location maps) for approval/comments to the following: -
Transport NI/Water Service PSNI, BT and NIE
(Arrange follow-up site meetings if necessary)

Stage 8

Sign and return DRD Consent/Schedule at least six days prior to erection of bus shelter

Stage 9

Erect bus shelter

Stage 10

Send request to GIS officer to have new asset plotted.

Stage 11

Report back to Council

Policy on the Provision of Bus Shelters



1.0 Bus Shelters – Mid Ulster District Council

Council is empowered under the Local Government Miscellaneous Provisions (NI) Order 1985, with the consent of the department to erect and maintain on any road within the district of the council, shelters for the protection from the weather or persons waiting to enter public service vehicles. Bus shelters are erected following local representations. They are provided, particularly for those who have to use public services who may have to stand out in the inclement weather.

1.1 POLICY STATEMENT

Council will erect a bus shelter where there is shown to be a need, providing the location does not present a safety or nuisance problem and adequate funding is available. Relocation of bus shelters should only take place as a result of either road alignment or the bus companies relocating their bus stops. All other cases of relocation should be resisted as long as there is an identified need for the shelter.

1.2 CRITERIA FOR THE ERECTION OF A BUS SHELTER

1. Usage must be a minimum of 6 passengers over a period of a day and applications will be considered on a first come, first served basis, with Translink NI confirming this information.
2. The location must be a recognised bus stop.
3. Owners of property immediately adjacent to the bus stop will be consulted on the erection of the shelter, including the type of shelter.
4. At least two thirds of home owners/tenants in the vicinity (50 m radius) must have no objections to the shelter.
5. There should be no Transport NI/PSNI traffic branch objections on traffic grounds.
6. There must be sufficient budgetary provision available to provide the bus shelter.
7. Once refused a request may not be considered for a further 12 month period from the original decision.
8. Form TS/BSRF/01 to be completed and signed off by Head of Service.
9. Bus Shelter request to be approved by Environment Committee.

1.3 DESIGN OF BUS SHELTER

The Council endeavour to provide good quality, comfortable bus shelters purchased through Procurement Department. Where appropriate they will endeavour to have bus shelters erected free of charge, other than services by Adshel. Council will consider in conservation areas the erection of shelters above this standard, but the cost of such shelters excluding erection and servicing costs shall not exceed £3000.00.

APPENDIX 4- INSTALLED SHELTERS



Newly installed shelter at Millview, Dunnamore



Newly installed Bus shelter at Omagh road, Ballygawley. DFI (Roads)
Currently resurfacing carraigeway and layby.

Report on	Consultation on Preventing Harm & Empowering Recovery: - A Strategic Framework to Tackle the Harm from Substance Use
Date of Meeting	12 th January 2021
Reporting Officer	Mark Kelso - Director Public Health & Infrastructure

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To inform Members of the draft MUDC response to the Health Development Policy Branch in the Department of Health (DoH) Consultation on Preventing Harm & Empowering Recovery: A Strategic Framework to Tackle the Harm from Substance Use.
2.0	Background
2.1	This is a consultation on a potential new strategy to replace the previous substance misuse strategy "New Strategy Direction for Alcohol on Drugs, Phase 2" (NSD Phase 2) which has been in place since 2012. The Department of Health published a full review of NSD Phase 2 and launched a pre-consultation for this new strategy in 2019. Following this, stakeholders from the Voluntary and Community sector, Academia, health professionals and Government, along with service users, joined with the Department of Health to help in the co-production of this new consultation document.
2.2	The review and pre-consultation highlighted many issues. They showed that while much progress had been made under the previous strategy, and there were positive signs around the level of substance use particularly among our young people, new challenges have emerged. Polydrug use is increasing the potential for serious harm and putting people at risk of tragic outcomes, the misuse of prescription medicines remains a key issue, and alcohol continues to be our society's drug of choice – causing more harm to individuals and families than any other substance. It needs to be ensured that legislation, such as alcohol pricing or the classifications of drugs, and the justice system works to support the overall vision – that people in Northern Ireland are supported in the prevention and reduction of harm related to the use and misuse of alcohol and other drugs, and will be empowered to maintain recovery.
2.3	The DoH engagement so far has pointed to many things that can be done better, including the need to better join up services for those suffering multiple needs, such as mental health and substance use. Another issue that came across strongly in the co-production process was the need for a more holistic treatment system, providing patient centred care around the needs of the service users. The need to ensure there is investment in treatment and harm reduction also featured highly,

	along with the need to ensure that there are improvements required in preventing harm developing in the first place, and making sure that support is in place for individuals throughout their recovery journey.
2.4	The most effective tools to tackle this threat must be chosen, which may require some changes in how this problem is thought about. It has been shown that the stigma felt by those suffering harm leads to a fear of coming forward for treatment and support. This must be urgently addressed.
2.5	There is evidence that many people have been experiencing increased stress and isolation this year as a result of COVID-19, and some have increased their alcohol and drug use in response. This past few months has been an extremely difficult period for the Health and Social Care sector and this has put a strain on existing services, which we are working hard to address. Many services had to switch to being provided online and to quickly find new ways to operate. It is now important that this experience is learned from and that innovative ways of working are fine tuned.
2.6	This consultation seeks views on the development of a new strategy to reduce the harm related to substance use in Northern Ireland.
2.7	The strategy falls within the scope of the devolved administration. However as some of the powers are not devolved to the Northern Ireland Assembly, the DoH will continue to work closely with UK Government, the other devolved administrations, and the Government in the Republic of Ireland on these proposals. The consultation period is from Friday 30 th October 2020 to Friday 5 th February 2021.
3.0	Main Report
3.1	While we welcome the review and draft consultation, we are not convinced that the impact of poverty on substance use is fully appreciated or addressed by the framework. The department's own Health Inequalities Annual Report 2020 states "Alcohol, smoking and drug related indicators continued to show some of the largest health inequalities monitored in NI". There is therefore evidential need to ensure greater services provision and presence in areas of disadvantage. Mid Ulster Council are currently developing an anti-poverty strategy for Mid Ulster and have commenced engagement with Department for Communities (DfC) regarding the development of a regional anti-poverty strategy. Council would request that the framework works closely with DfC regarding the development of a regional Anti-poverty strategy as well as local council areas, developing more localised strategies. Mid Ulster District Council would welcome support from Department of Health (DoH), to assist in the delivery of a Mid Ulster anti-poverty strategy and the tackling of health inequalities such as substance use in our district
3.2	Within the Mid Ulster Community Plan is a commitment to participate in the Planet Youth model when implemented in Northern Ireland. The evaluations of this programme has demonstrated that cigarette smoking, drinking and cannabis use in

	<p>this age group plummeted. Also, protective factors increased and risk factors decreased. Mid Ulster are aware that the PHA and the Department of Justice were developing a pilot, however it has been some time since we last heard of its progress. MUDC would urge the relevant departments to peruse this pilot and offer the Council's support and assistance in its developments.</p> <p>Outcome D – people access high quality treatment and support services to reduce harm and empower recover</p>
3.3	<p>Mid Ulster would advocate for treatment and support services to be delivered through local centres based in main towns with satellite outreach in minor towns within each district. In Mid Ulster, this would see centres in Cookstown, Dungannon and Magherafelt with satellite outreach in Coalisland and Maghera, areas which have substantial deprivation levels. This model would not only address deprivation issues with regard to access to services experienced in our rural district, but also would provide for local knowledge to target interventions and react to local events, providing early intervention based on community surveillance.</p>
3.4	<p>Mid Ulster have continuously voiced their dissatisfaction that addiction service contracts are not awarded by council geographies, but rather Health & Social Care Trust geographies. This has led to a disjointed provision of services in the district, with different services and programmes being delivered across the district. Council would seek that this is addressed by the proposed strategic framework.</p> <p>Making it happen – governance and structures</p>
3.5	<p>Mid Ulster District Council welcomes the joined up approach to this cross departmental action plan. Through it facilitation and involvement in delivering community Planning in the district, the Council is fully aware of the benefit of cross partner working. However, Mid Ulster District Council would point out, that to strengthen the delivery of this action plan and see greater benefit from a whole system joined up approach, it should take cognisance of what is happening through the 11 Community Plans working at local district levels, many of whom are delivering actions for vulnerable children and young people.</p>
3.6	<p>Members are asked to give consideration to the Draft Consultation response as outlined at Appendix 2.</p>
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: N/a
	Human: N/a
	Risk Management: N/a

4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: N/a
	Rural Needs Implications: N/a
5.0	Recommendation(s)
5.1	It is recommended that Members consider the content of the attached draft response to this consultation and if in agreement, responds to the DoH by Friday 5 th February.
6.0	Documents Attached & References
6.1	Appendix 1 – Health Development Policy Branch in the Department of Health (DoH) Consultation on Preventing Harm & Empowering Recovery: A Strategic Framework to Tackle the Harm from Substance Use.
6.2	Appendix 2 – MUDC draft response to consultation.



Making Life Better – Preventing Harm & Empowering Recovery: A Strategic Framework to Tackle the Harm from Substance Use

A CONSULTATION DOCUMENT

Foreword from Robin Swann MLA

Minister of Health



I am all too aware of the impact that alcohol and drug use has on individuals, our health service, our society, our communities and our families. We all know people whose lives have been scarred and altered forever through the harm caused by alcohol and drugs. It is up to all of us to play our part in tackling this issue and to effectively reduce the harm caused by substance use.

This is a consultation on a potential new strategy to replace the previous substance misuse strategy “New Strategy Direction for Alcohol on Drugs, Phase 2” (NSD Phase 2) which has been in place since 2012. We published a full review of NSD Phase 2 and launched a pre-consultation for this new strategy in 2019. Following this, stakeholders from the Voluntary and Community sector, Academia, health professionals and Government colleagues, along with service users, joined with us to help in the co-production of this new consultation document.

The review and pre-consultation highlighted many issues. They showed that while much progress had been made under the previous strategy, and there were positive signs around the level of substance use particularly among our young people, new challenges have emerged. Polydrug use is increasing the potential for serious harm and putting people at risk of tragic outcomes, the misuse of prescription medicines remains a key issue, and alcohol continues to be our society’s drug of choice – causing more harm to individuals and families than any other substance. We also need to ensure that legislation, such as alcohol pricing or the classifications of drugs, and the justice system works to support our overall vision – that people in Northern Ireland are supported in the prevention and reduction of harm related to the use and misuse of alcohol and other drugs, and will be empowered to maintain recovery.

Our engagement so far has pointed to many things we can do better, including the need to better join up services for those suffering multiple needs, such as mental health and substance use. Another issue that came across strongly in the co-production process was the need for a

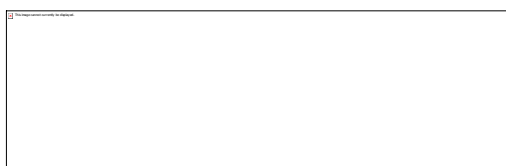
more holistic treatment system, providing patient centred care around the needs of the service users. The need to ensure we invest in treatment and harm reduction also featured highly, along with the need to ensure that we get better at preventing harm developing in the first place, and making sure that support is in place for individuals throughout their recovery journey.

We must choose the most effective tools to tackle this threat, which may require some changes in how we think about this problem. It has been shown that the stigma felt by those suffering harm leads to a fear of coming forward for treatment and support. This we must urgently address.

There is evidence that many people have been experiencing increased stress and isolation this year as a result of COVID-19, and some have increased their alcohol and drug use in response. This past few months has been an extremely difficult period for the Health and Social Care sector and this has put a strain on existing services, which we are working hard to address. Many services had to switch to being provided online and to quickly find new ways to operate. I want to pay tribute to the hard work and dedication of staff and volunteers working right across the sector at this very challenging time. It is now important that we learn from this experience and fine tune innovative ways of working.

I wish to thank all those who took part in the review, those who responded to the pre-consultation and especially those who helped in the co-production of this document. I hope they can see their contribution reflected in this consultation, as I believe they have all made it stronger and better, and I am extremely grateful for their efforts, especially at this most trying of times.

However, we do not wish to be complacent – we want to hear a wide range of views and ideas to make our new strategy even better. Please send us your thoughts and comments, or please take part in one of the consultation events we will be organising. Help us to make the final strategy as good as it can be, so that we can more effectively reduce the harm caused by substance use across Northern Ireland.



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1. THIS CONSULTATION & HOW TO RESPOND

Topic of this consultation:

- 1.1 **This consultation seeks views on the development of a new strategy to reduce the harm related to substance use in Northern Ireland.**

Scope of this consultation:

- 1.2 We are keen to hear the views of all those with an interest in addressing the harm related to substance use including:

- members of the public;
- community and voluntary sector organisations;
- service users and those who use alcohol and/or drugs;
- health bodies;
- health professionals;
- justice agencies;
- local councils;
- business and industry bodies;
- academics; and
- other Government Departments and agencies.

Geographical Scope:

- 1.3 The strategy falls within the scope of the devolved administration. However as some of the powers are not devolved to the Northern Ireland Assembly, we will continue to work closely with UK Government, the other devolved administrations, and the Government in the Republic of Ireland on these proposals.

Body/Bodies Responsible for the Consultation:

- 1.4 This consultation is being undertaken by the Health Development Policy Branch in the Department of Health.

Duration:

- 1.5 Since the consultation period will cover the Christmas holidays, the consultation period has been extended by 2 weeks and so will be open for 14 weeks from **Friday 30 October 2020 to Friday 05 February 2021.**

Enquiries:

- 1.6 For any enquiries about the consultation, please email the Department at: HDPB@health-ni.gov.uk or write to:
- Making Life Better – Preventing Harm Empowering Recovery: A Consultation
Health Development Policy Branch
Department of Health
Room C4.22, Castle Buildings
BELFAST BT4 3SQ
Tel: (028) 9052 0540

How to Respond:

- 1.7 Online: You can respond online by accessing the consultation documents on the 'Citizen Space' web service and completing the online survey there. The online version can be accessed at the following link:
- <https://www.health-ni.gov.uk/SUS-consultation>
- 1.8 Alternatively you can respond via the email or office address above, however we would much prefer responses by Citizen Space.
- 1.9 When you reply, it would be very useful if you could confirm whether you are replying as an individual or submitting an official response on behalf of an organisation. If you are replying on behalf of an organisation, please include:
- your name;
 - your position (if applicable);
 - the name of your organisation;
 - an address (including postcode); and
 - an e-mail address.

Consultation Response:

- 1.10 We will consider the responses received and publish an outcome report on the Department's website.

Accessibility:

- 1.11 Alternative formats of this consultation document and the questionnaire (such as other languages, large type, Braille, easy read and audio cassette) may be made available on request. Please contact the Department to discuss your requirements.

Consultation Principles:

- 1.12 This consultation is being conducted in line with the Fresh Start Agreement – (Appendix F6 – Eight Steps to Good Practice in Public Consultation-Engagement).¹ These eight steps give clear guidance to Northern Ireland departments on conducting consultations.

Feedback on the Consultation Process:

- 1.13 We value your feedback on how well we consult. If you have any comments about the consultation process (as opposed to comments about the issues which are the subject of the consultation), including if you feel that the consultation does not adhere to the values expressed in the Eight Steps to Good Practice in Public Consultation Engagement or that the process could be improved, please address them to:

Health Development Policy Branch
Department of Health
Room C4.22, Castle Buildings
Stormont Estate
BELFAST BT4 3SQ
E-mail: HDPB@health-ni.gov.uk

1

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/479116/A_Fresh_Start_-_The_Stormont_Agreement_and_Implementation_Plan_-_Final_Version_20_Nov_2015_for_PDF.pdf

Equality and Rural Screening:

- 1.14 As per the Department of Health's Equality Scheme² and in order to comply with the Rural Needs Act (Northern Ireland) 2016³, this policy has been screened for both Equality/Good Relations⁴ and Rural Needs⁵ impacts. These screening documents are both available at: <https://www.health-ni.gov.uk/SUS-consultation>.
- 1.15 These screenings have indicated that there is no significant negative impact from this strategy in terms of Equality of Opportunity, Good Relations or Rural Needs and thus no need for further Equality or Rural Impact Assessments. As part of this consultation, we welcome comments on these screening documents or inputs on areas where those responding may feel we should take further information into consideration in any future screening.

Consultation Question 1 – Have you any comments on either the Equality/Good Relations or Rural screening documents? Have you anything you believe we should be considering in future Equality/Good Relations or Rural screenings?

Privacy, Confidentiality and Access to Consultation Responses:

- 1.16 For this consultation, we may publish all responses except for those where the respondent indicates that they are an individual acting in a private capacity (e.g. a member of the public). All responses from organisations and individuals responding in a professional capacity may be published. When doing so, we will remove email addresses and telephone numbers from these responses; but apart from this, we may publish them in full. For more information about what we do with personal data please see the link to our consultation privacy notice at paragraph 1.17.
- 1.17 Your response, and all other responses to this consultation, may also be disclosed on request in accordance with the Freedom of Information Act 2000 (FOIA) and the Environmental Information Regulations 2004 (EIR); however all

² <https://www.health-ni.gov.uk/doh-equality#toc-0>

³ <https://www.legislation.gov.uk/nia/2016/19/contents>

⁴ <https://www.health-ni.gov.uk/sites/default/files/consultations/health/doh-sus-esa.pdf>

⁵ <https://www.health-ni.gov.uk/sites/default/files/consultations/health/doh-sus-rias.pdf>

disclosures will be in line with the requirements of the Data Protection Act 2018 (DPA) and the General Data Protection Regulation (GDPR) (EU) 2016/679.

- 1.18 If you want the information that you provide to be treated as confidential it would be helpful if you could explain to us why, so that this may be considered if the Department should receive a request for the information under the FOIA or EIR.
- 1.19 DoH is the data controller in respect of any personal data that you provide, and DoH's Privacy Notice, which gives details of your rights in respect of the handling of your personal data, can be found at: <https://www.health-ni.gov.uk/articles/health-development-policy-branch-and-health-improvement-policy-branch-steering-groups-privacy-notice>.

2. BACKGROUND

Introduction

- 2.1 This chapter outlines the history of approaches to address the harm related to substance use in Northern Ireland, as well as summarising the review of the previous strategy and the process to develop this consultation document.

Context

- 2.2 While the financial cost can never bring home the full impact that substance use related harm has on individuals, families and communities across Northern Ireland, the harms related to the use of alcohol and other drugs costs Northern Ireland hundreds of millions of pounds every year. The cost of alcohol misuse alone was estimated at up to £900 million in 2008/09⁶, and if we were to add in the costs of the harm related to other drugs this would almost certainly take this figure to over £1 billion⁷.
- 2.3 Most worrying has been the increase in alcohol and drug related deaths and the legacy these leave for families and communities.
- 2.4 Each and every one of these deaths is potentially preventable and therefore addressing this issue must be a key priority for the Department of Health and the Executive, but also for wider civic society and for the general public.
- 2.5 Addressing the harm related to alcohol and other drugs is therefore a key public health priority, and must continue to be so over the coming years.

History

- 2.6 Since 1986, there have been a number of Government initiatives to develop and implement a strategic response to alcohol and drug use. Initially there were separate strategies for Drug (1999) and Alcohol (2000) use, however in 2001 the Model for the Joint Implementation of the Drug and Alcohol Strategies (JIM) was launched.

⁶ <https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/alcohol-and-drug-social-costs-of-misuse-ni-2008-09.pdf>

⁷ The overall cost of drug misuse was estimated at £15.4bn in England in 2014, Northern Ireland proportion of this would be £0.426 bn. <https://researchbriefings.files.parliament.uk/documents/CDP-2017-0230/CDP-2017-0230.pdf>

- 2.7 In 2004 following a review of the two strategies and of the JIM, there was agreement that a *New Strategic Direction for Alcohol and Drugs*⁸ (NSD) needed to be developed to tackle the harm related to these issues in Northern Ireland. Its implementation began in October 2006.
- 2.8 In 2011, following a review of the initial NSD, it was agreed that it would be updated, revised, and extended. This process also allowed the NSD Phase 2⁹ to reflect new trends and re-direct effort to where it was most needed or to where new issues/concerns were emerging. The strategy's implementation was subsequently extended to allow alignment with the Regional Commissioning Framework for Alcohol and Drug Services.

Review of NSD Phase 2

- 2.9 During 2018, the Department of Health undertook a full review¹⁰ of NSD Phase 2. The review evaluated the impact of NSD Phase 2 on its aims of preventing and addressing harm related to substance use in Northern Ireland. The review considered three specific aspects of the implementation of the NSD Phase 2 strategy:
- a) **Outputs** – i.e. the actions taken by Government Departments and their agencies, through the NSD structures, and the progress made;
 - b) **Outcomes** – i.e. the impact that NSD Phase 2 had on the range of indicators and outcomes it set out to achieve and the differences made for the public, service users and carers; and
 - c) **Stakeholder views and structures** – i.e. a review of the views of key stakeholders on the delivery of the NSD and the associated structures, in the context of recent and emerging Government policy.
- 2.10 The final review was published in January 2019¹¹. In summary, the review reported some encouraging signs in relation to reductions in substance use at the population level – for example, there had been significant reductions in the levels of binge drinking and the percentage of young people who drink and get

⁸ <https://www.health-ni.gov.uk/articles/alcohol-and-drugs-misuse#toc-0>

⁹ <https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/alcohol-and-drug-new-strategic-direction-phase-2-2011-16.pdf>

¹⁰ Terms of Reference at Annex I

¹¹ https://www.health-ni.gov.uk/sites/default/files/publications/health/NSD%20PHASE%202%20Final%20Review%20-%20October%202018_0.pdf

drunk. Among adults, prevalence of illegal drug use had largely plateaued and significant numbers of individuals and families continue to access treatment and support services for alcohol and drug use. In addition, drug use among young people had fallen significantly.

- 2.11 However, this was offset by increases in a range of indicators related to harm. For example, hospital admissions and deaths as a direct result of harm related to substance use, are high and rising, and there are ongoing concerns about polydrug use, the misuse of prescription drugs and Novel Psychoactive Substances. There appears to be a significant cohort of people engaging in increasingly risky behaviours, causing an acute increase in related harms. This has also impacted justice related issues, including organised crime, exploitation, trafficking, etc.
- 2.12 In terms of progress against the outputs within the NSD Phase 2, 24 (17%) of the outcomes within the strategy had been completed, 98 (70%) of the actions were classed as being on track for achievement as they were long term or ongoing in nature, and in 17 (12%) of the actions progress was being made but with some delay. 2 (1%) of the actions were not on target for achievement, mostly as other areas had been prioritised instead.
- 2.13 Stakeholders felt that NSD Phase 2 acted as a driver for increasingly effective collaboration and partnership working at both strategic and operational level, and successfully raised the profile of alcohol and drug-related harm in Northern Ireland. In particular, the consistency, diversity of representation and commitment of the NSD Steering Group was recognised. The Regional Commissioning Framework for Alcohol & Drugs was credited with bringing about service improvements in terms of better availability, accessibility, equity, co-ordination and consistency. Investment in workforce development was also highlighted, as was the progress made on embedding transition to an evidence-informed harm reduction approach.
- 2.14 However, stakeholders also felt there should have been greater alignment between strategic and operational elements of NSD Phase 2, along with better/more effective integration across the strategic agendas of other Government Departments. Also by placing focus on issues related to acute

service provision, more structured opportunities may have been missed for evidence-informed future planning. Stakeholders also felt there could have been a better response to unintended outcomes and change management issues caused by the implementation of the Regional Commissioning Framework, and benefits could also have accrued from more data sharing and critical evaluation on existing programmes and services.

Pre-Consultation Process

- 2.15 Following the publication of the final review, the Department took forward a pre-consultation exercise as the first step of potentially developing a new substance use strategy for Northern Ireland. A small task and finish group was set up to take forward this process¹². The aim of the pre-consultation exercise was to seek collective agreement on the need for a new strategy, and on the outcomes, indicators and priority areas it should target, in order to agree a collective vision before moving on to develop the more detailed actions and priorities contained in this document.
- 2.16 The pre-consultation exercise, which closed in September 2019, involved the following 3 elements:
- an online survey using Citizen Space;
 - a series of engagement events / focus groups / workshops; and
 - bi-lateral meetings.
- 2.17 57 responses were received in total – both through the online survey and via other written submissions. A number of engagement events and meetings were also held, to capture feedback from attendees. A summary of responses¹³ was considered by the Pre-Consultation Task & Finish Group, and subsequently by the NSD Steering Group, and this has informed the development of this consultation document.

¹² TOR for this group is available at Annex II

¹³ Attached at Annex III

NI Audit Office (NIAO) Report on Addiction Services in NI

2.18 The NIAO published a 'value for money' review of *Addiction Services in Northern Ireland*¹⁴ on 30 June 2020, which contained 10 recommendations and focused on 3 main messages:

- the level of harm and complexities associated with alcohol and drug use is rising;
- there are inconsistencies in the referral pathways for, and provision of, Tier 4 rehabilitation beds across the five Trusts; and
- data collection should focus more on outcomes.

2.19 Overall, the NIAO report broadly reflected the issues raised in the review of the NSD Phase 2 and mirrored many of the views from the Pre-Consultation Exercise on the development of this new strategy. The findings and recommendations from the report are incorporated throughout this strategy.

Writing Group

2.20 Finally, a task and finish group¹⁵ was established to support the development of this consultation document through a co-production approach. The Department would like to thank the members of this group who gave freely of their time and experience to help us make this consultation better, more informative and more inclusive.

¹⁴ <https://www.niauditoffice.gov.uk/publications/addiction-services-northern-ireland>

¹⁵ Terms of Reference for this Substance Use Strategy Writing Group are set out at Annex IV.

3. KEY STATISTICS

Introduction

3.1 This chapter will set out current trends in a range of key statistics in relation to alcohol and other drugs.

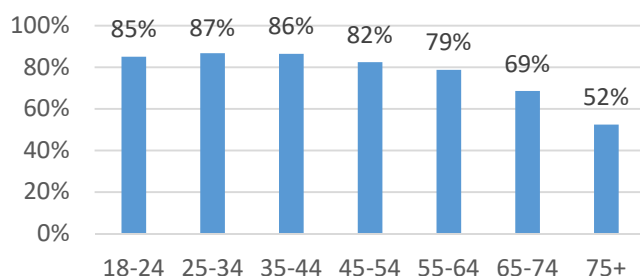
Statistics

3.2 Alcohol and drug use, and the related harms, are ongoing challenges in Northern Ireland. The position is not static, the nature of substance use changes over time, and while there have been positive moves in some key indicators over the last number of years, others are moving in the opposite direction.

Alcohol Prevalence

3.3 The use of alcohol is common in Northern Ireland. The most recent survey findings indicate that 79% of respondents drink alcohol; this proportion has remained relatively consistent since 2010/11¹⁶.

Drinks Alcohol by Age - 2018/19



The proportion of adults who drink alcohol **declines in older age**

In 2018/19, around **four-fifths** of those aged **64 & under** drank alcohol compared with **two-thirds** (69%) of those aged **65-74** and around **half** (52%) of those aged **75 & over**

3.4 In 2017/18, a fifth (20%) of respondents reported drinking above recommended weekly limits¹⁷, with males (31%) around three times more likely to do so than females (9%).

¹⁶ A breakdown of survey responses is given at Annex VIII.

¹⁷ The Chief Medical Officers' guideline for both men and women is that to keep health risks from alcohol to a low level, it is safest not to drink more than 14 units a week on a regular basis.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/545937/UK_CMOs_report.pdf



In 2017/18, a **fifth (20%)** of adults drank in excess of the weekly limit
(14 units for both males and females)



- 3.5 The proportion drinking above guidelines has fallen from 26% in 2010/11 to 20% in 2017/18. The proportion of males drinking above guidelines has fallen from 37% in 2010/11 to 31% in 2017/18 and the proportion of females has fallen from 15% to 9%.

	2010/11	2011/12	2013/14	2015/16	2017/18	Trend	Change 10/11-17/18
Drinking alcohol above weekly limits (aged 18+)	24%	22%	20%	20%	18%		↓
MALES Drinking alcohol above weekly limits (aged 18+)	37%	36%	32%	32%	31%		↓
FEMALES Drinking alcohol above weekly limits (aged 18+)	15%	13%	12%	11%	9%		↓

Male and female drinking patterns differ significantly



In 2018/19, over four-fifths of males (**83%**) were drinkers, with a tenth of males (**9%**) reporting that they thought they drank **quite a lot or heavily**.
In 2018/19, almost a fifth of male drinkers (**16%**) drank on **3 or more** days per week

In 2017/18, around a third of males (**31%**) drank **in excess of the guidelines**.

In 2018/19, three-quarters of females (**76%**) were drinkers, with **2%** reporting that they thought they drank **quite a lot or heavily**.
In 2018/19, a tenth of female drinkers (**10%**) drank on **3 or more** days per week

In 2017/18, around a tenth of females (**9%**) drank **in excess of the guidelines**.



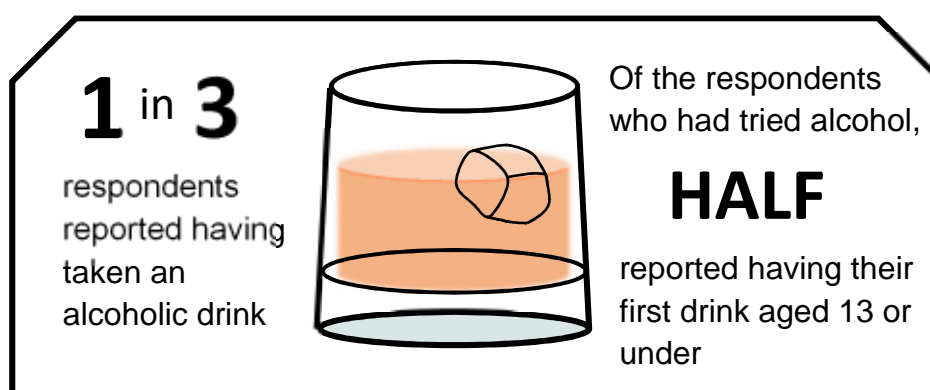
- 3.6 Considering deprivation, in 2017/18 there was no significant difference in the proportion who drank above the guidelines between those living in the most deprived (21%) and those living in the least deprived (22%) areas. However, those in urban areas (22%) were more likely to drink in excess of the guidelines than those in rural areas (17%).

Binge Drinking 2005-2013

- 3.7 Patterns of consumption are also important, with those who drink large volumes of alcohol in one sitting putting themselves at a higher risk. The most recent figures (2013) show that around 31% of adults binge drink¹⁸ but this has fallen from 38% in 2005.
- 3.8 Over a third of males (35%) and more than a quarter of females (27%) had engaged in at least one binge drinking session in the week prior to the survey. Younger adults (18-29 year olds) were more likely to binge drink than older adults (60-75 year olds).

Prevalence – Children and Young People

- 3.9 Consumption of alcohol among our young people is also an issue of concern, with this having the potential to impact on a young person's immediate wellbeing, academic achievement, and longer term health and wellbeing as an adult.

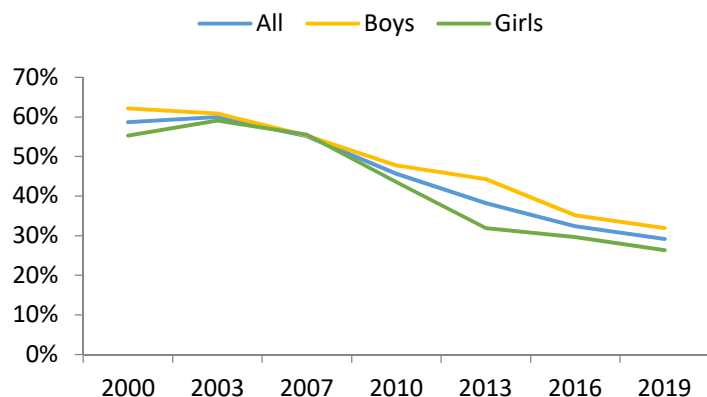


- 3.10 Young Persons Behaviour and Attitudes Survey in 2019¹⁹ shows that since 2000, there has been a decline in both the proportion of young people ever having drunk alcohol and the proportion of those who drink that report having been drunk. The proportion of young people aged 11-16, reporting to have ever taken an alcoholic drink has fallen from 59% in 2000 to 29% in 2019.

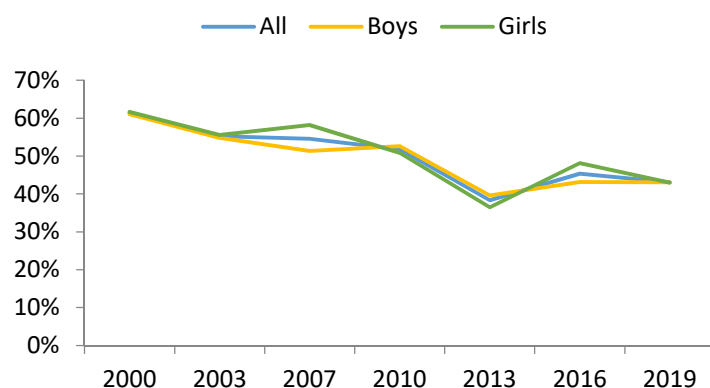
¹⁸ <https://www.health-ni.gov.uk/publications/adult-drinking-patterns-northern-ireland-survey-2013>

¹⁹ <https://www.health-ni.gov.uk/articles/young-persons-behaviour-attitudes-survey>

Proportion of young people reporting to have ever taken an alcohol drink

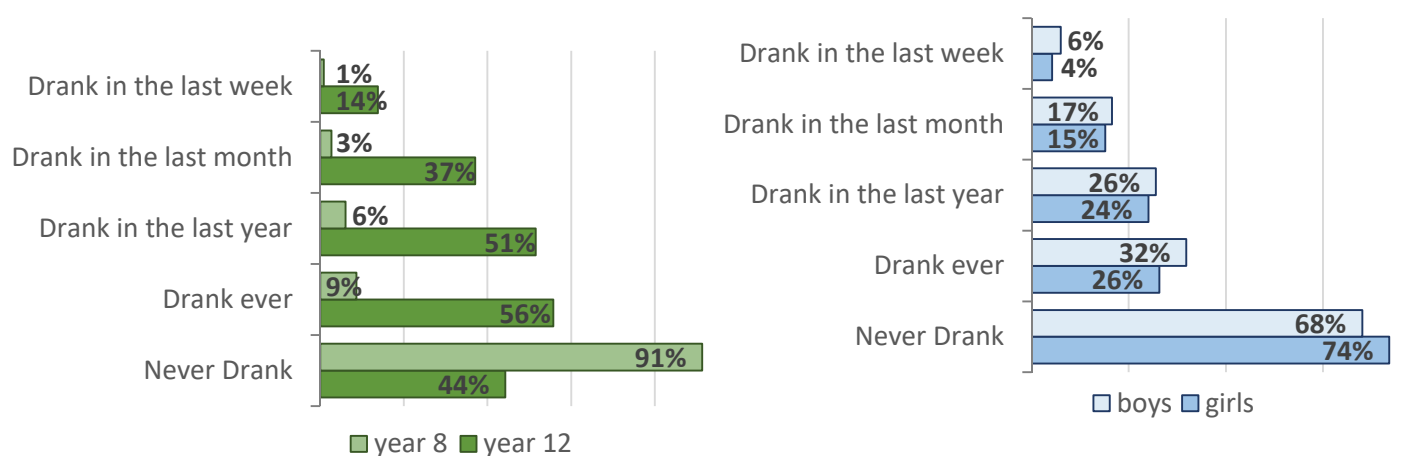


Proportion of those that drink that report having been drunk



3.11 In 2019, boys (32%) were more likely to have taken a drink than girls (26%); and those in Year 12 (56%) were more likely to have done so than those in Year 8 (9%).

Have you ever taken an alcoholic drink (not just a taste or a sip)?



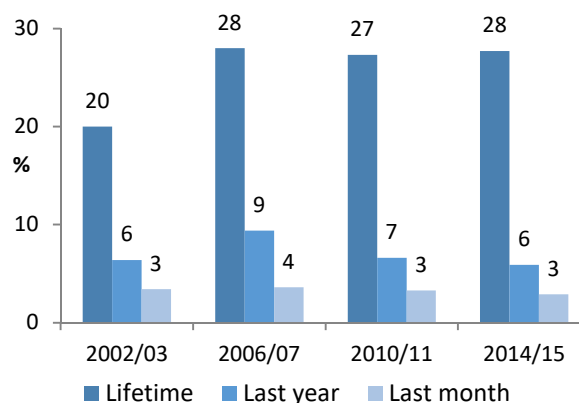
Illegal Drug Use

3.12 In terms of prevalence of other drug use among adults, the most recent Drug Prevalence Survey in 2014/15 found that more than a quarter (28%) of people surveyed reported having used an illegal drug during their lifetime, with 6% having done so during the previous year and 3% during the last month²⁰.

²⁰ <https://www.health-ni.gov.uk/articles/drug-prevalence-survey>

3.13 Comparing the most recent years of the survey, there has been very little change in the proportion of respondents reporting lifetime, last year or last month use of illegal drugs.

Prevalence Rates for illegal drugs (adults)



3.14 Cannabis was the most commonly reported illegal drug with a quarter of respondents (25%) reporting having ever used the drug, 5% reporting recent use in the last year and 3% reporting use in the last month. After cannabis, the most commonly reported drugs ever used were ecstasy (10%), poppers (7%) and cocaine powder (7%).

3.15 Almost a quarter of respondents (24%) reported ever taking anti-depressants, while over a fifth reported taking other opiates (22%) and sedatives or tranquillisers (21%).

3.16 In 2017/18, a pilot drugs module was included in the Health Survey Northern Ireland²¹. Whilst direct comparisons are difficult due to the different survey source and methodology, the findings from the pilot indicated similar levels of last year prevalence of illegal drugs compared with the 2014/15 Drug Prevalence Survey²².

3.17 It should be noted that there are limitations in using a general population survey to estimate drug use. In their survey handbook, the European Monitoring Centre for Drugs and Drug Addiction²³ draw attention in particular to the fact that such surveys exclude those who are homeless and those living in institutions. Additionally, more chaotic drug users may be under-represented in household surveys. Whilst the limitations should be acknowledged, surveys do help gauge the extent of problematic drug use and are useful in capturing trend data.

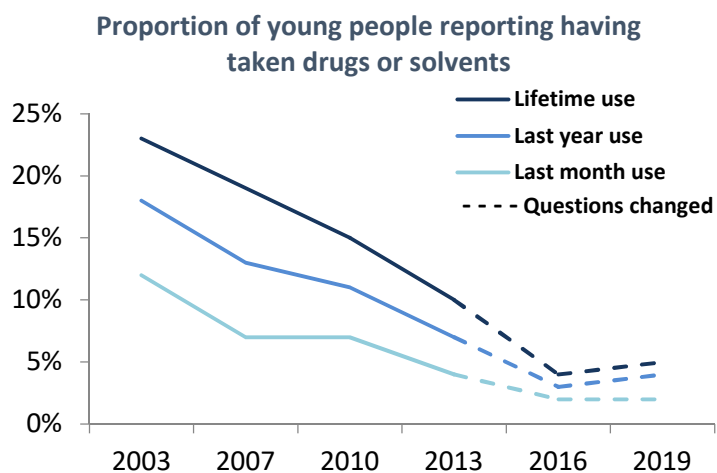
²¹ <https://www.health-ni.gov.uk/sites/default/files/publications/health/pilot-drugs-hsni.pdf>

²² <https://www.health-ni.gov.uk/publications/all-ireland-drug-prevalence-survey-201415>

²³ https://www.emcdda.europa.eu/html.cfm/index58052EN.html_en

Drug Use among Children and Young People

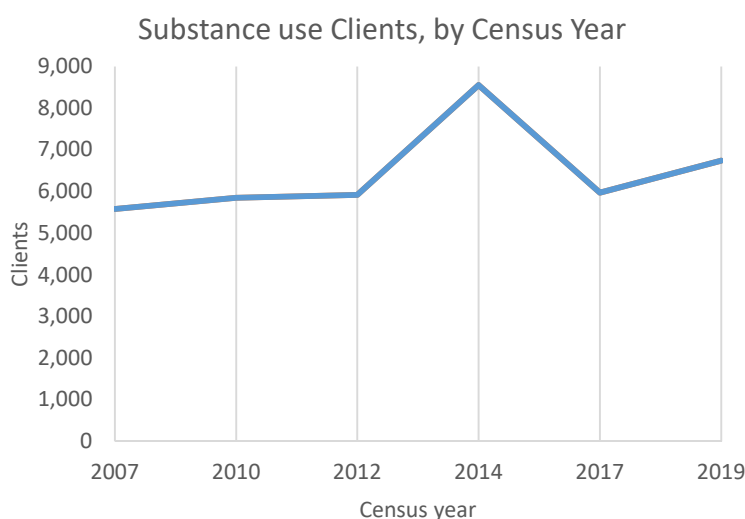
3.18 Encouragingly, among young people we have seen very significant reductions in self-reported use of other drugs and solvents.



The proportion of young people reporting ever having taken drugs has fallen from 23% in 2003 to 5% in 2019

It should be noted that the questions on young people taking drugs changed in 2016 and thus may not be directly comparable with previous years.

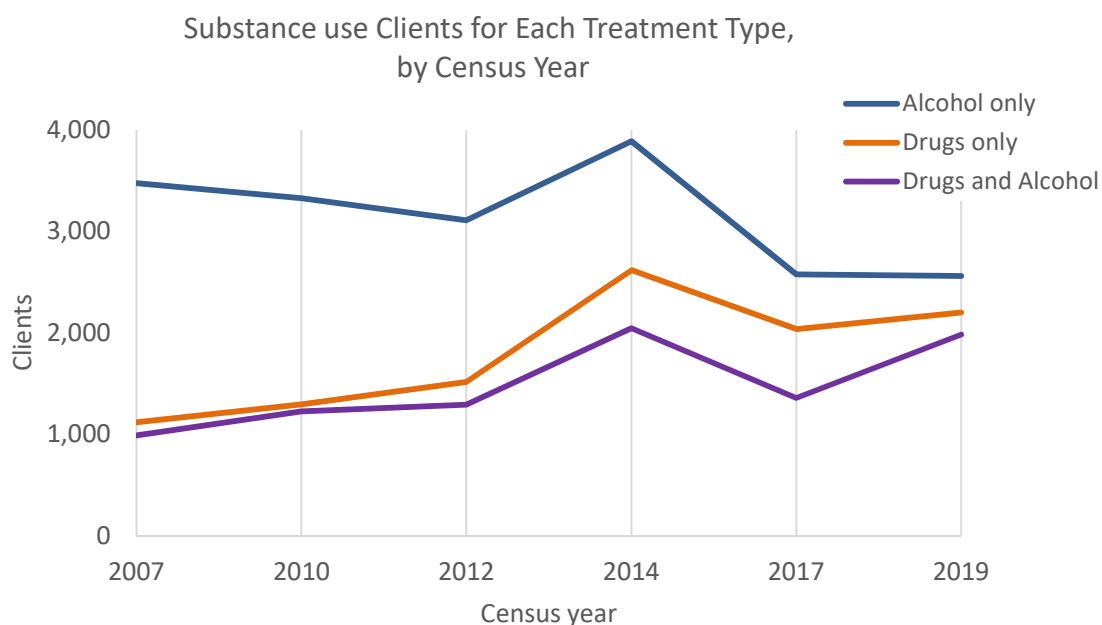
3.19 The most recent findings from the Young Persons Behaviour and Attitudes Survey in 2019 indicate lifetime use at 5%, last year use at 4%, and last month use at 2%.



3.20 As mentioned previously, these prevalence figures are based on survey information, so there is the potential that this under-reports actual usage, but the trends should remain consistent over time.

Treatment

- 3.21 On 30 April 2019, a total of 6,743 persons were reported to be in treatment for use of alcohol and/or drugs²⁴ in Northern Ireland. The chart below shows the trend over the last 12 years. In 2019 there was an increase in the number of clients in treatment.
- 3.22 Previous to 2019, the number in treatment had remained relatively stable with the exception of 2014. It should be noted that additional lottery-funded alcohol projects were running during 2014 which would have contributed to the increased number of clients in that year.
- 3.23 Treatment types have changed over the years with increases in the proportion of clients in treatment for drugs, or drugs and alcohol, and a decrease in those for alcohol only.



In 2007, 62% of clients presented for alcohol only, by 2019 this had fallen to 38%

Clients presenting for Drugs only increased from 20% in 2007 to 33% in 2019

Drugs and alcohol increased from 18% to 29% for same period

²⁴ <https://www.health-ni.gov.uk/sites/default/files/publications/health/drug-alcohol-census-2019.html>

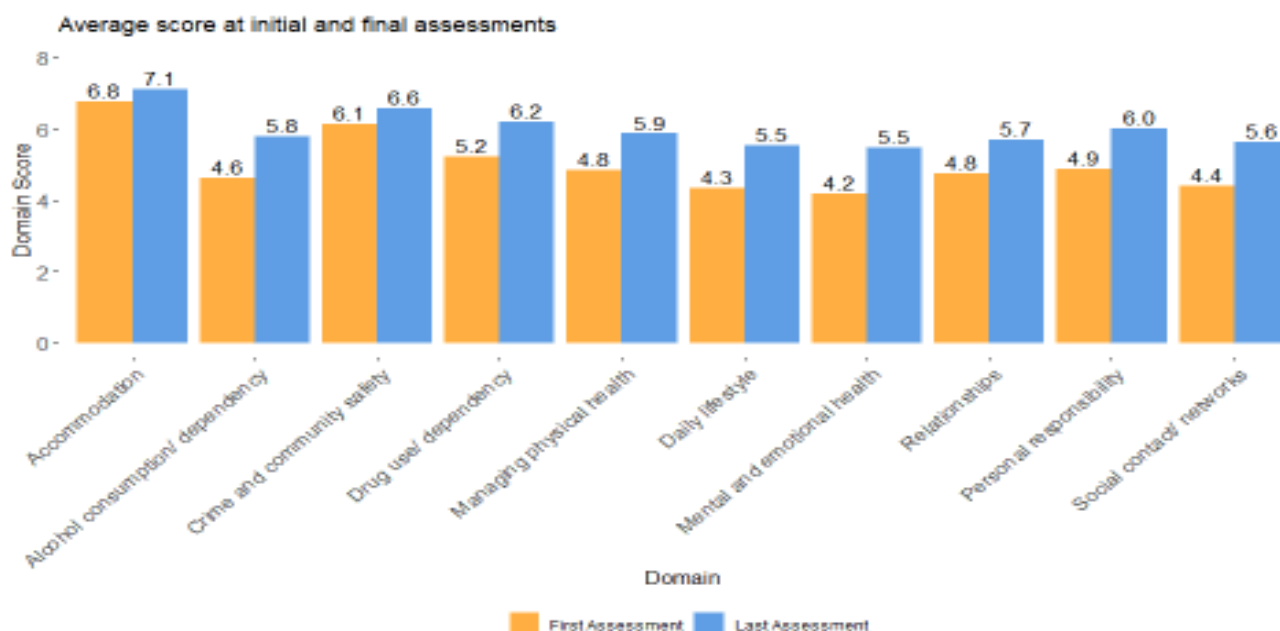
Measuring Impact

3.24 The Impact Measurement Tool (IMT) is a data collection system used to assess the effectiveness of tier one and tier two drug & alcohol services commissioned by the Public Health Agency and is split into the following typologies:

- Adult Treatment (Step 2)²⁵;
- Young Persons Treatment;
- Low Threshold Services;
- Parental Substance use;
- Workforce Development; and
- Targeted Prevention.

Findings relating to a number of typologies are presented below and further information is available online²⁶.

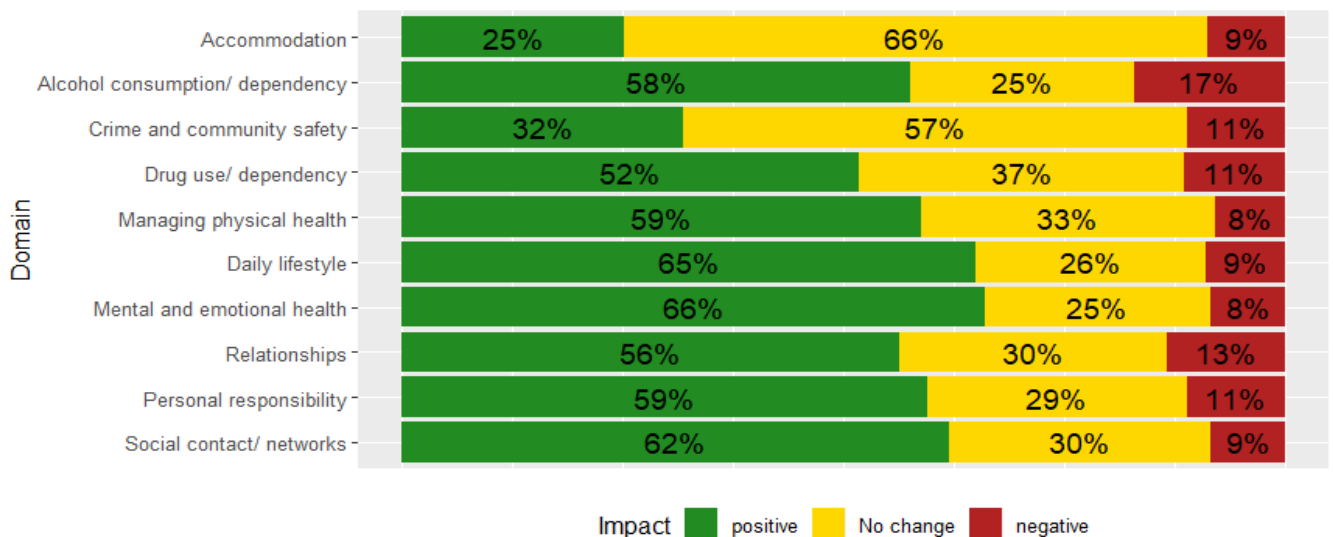
3.25 The **Adult Treatment** typology collects data relating to individuals aged 18 and over, who are receiving Step 2 treatment or aftercare for alcohol and / or drug use. During 2018/19 impact data was collected for 775 clients.



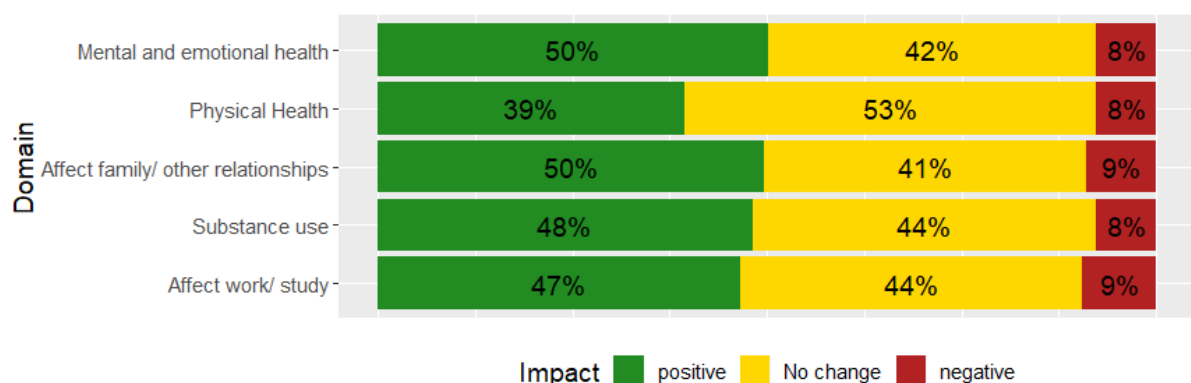
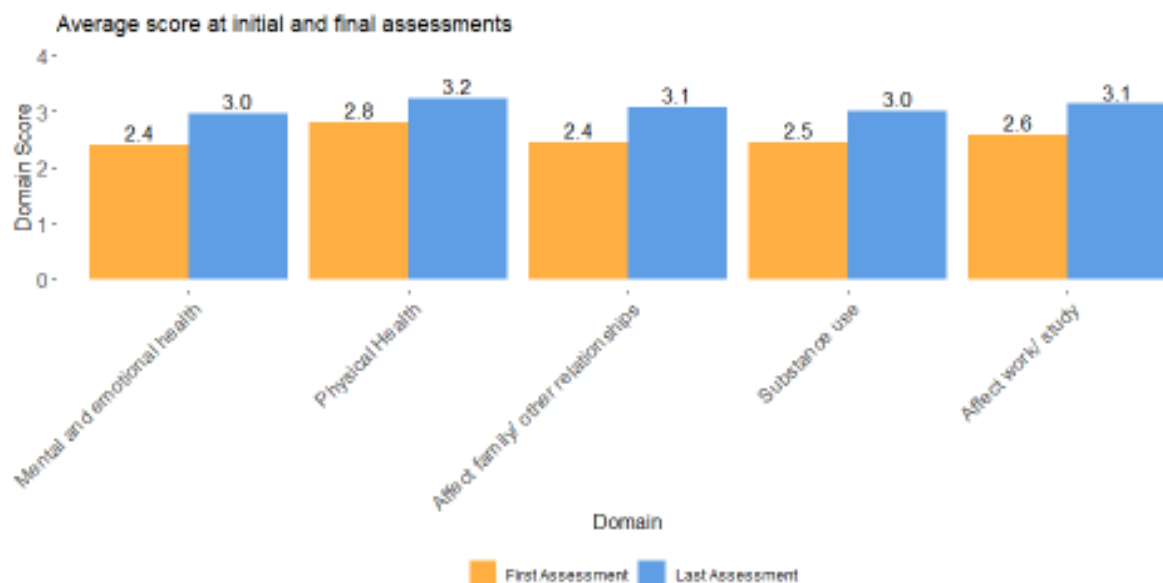
Note- The high proportion of clients seeing no change in both the Crime and Accommodation domains can be attributed in part to their first assessment being at the top of the scale (i.e. no criminal activity or satisfactory accommodation), thus no improvement could be made.

²⁵ <https://services.drugsandalcoholni.info/node/13>

²⁶ <https://www.health-ni.gov.uk/sites/default/files/publications/health/imt-18-19.pdf>

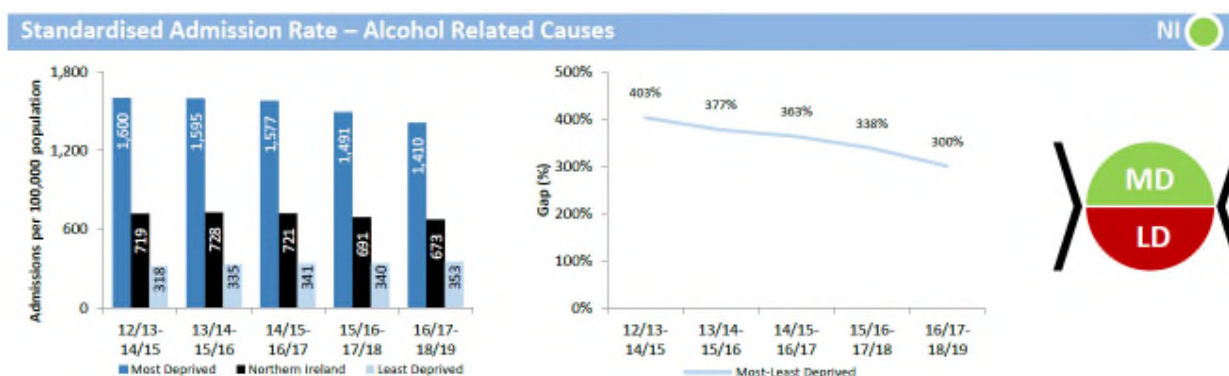


3.26 The **Youth Treatment** typology covers the provision of community based early intervention services for young people aged 11–25 who are identified as having substance use difficulties. During 2018/19, impact data was collected for 908 young people and was measured across 5 key Domains at the beginning of, during, and/or following treatment.



Admissions to Hospital

- 3.27 Admissions to hospital for alcohol (only) related diagnosis have remained at around 12,000 per year for the last 5 years, though interestingly admissions for alcohol and drug related diagnosis have fallen from 1,883 a decade ago to 1,263 in 2018/19. Admissions to hospital for drug (only) related diagnosis have also fallen from 3,346 a decade ago to 2,543 in 2018/19. However, it should be noted these figures are only for those who get admitted, not all those who attend Emergency Departments, and that both remain high.
- 3.28 Age standardised admission rates, which allow for direct comparison over time and between different population groups, show a fall in alcohol related admissions in NI (from 719 to 673 admissions per 100,000 population) and its most deprived areas (from 1,600 to 1,410 admissions per 100,000 population) over the last five years. With a slight increase in the least deprived areas (from 318 to 353 admissions per 100,000 population), the inequality gap in admissions between the most and least deprived areas has narrowed slightly however the rate in the most deprived areas is four times the rate in the least deprived areas.

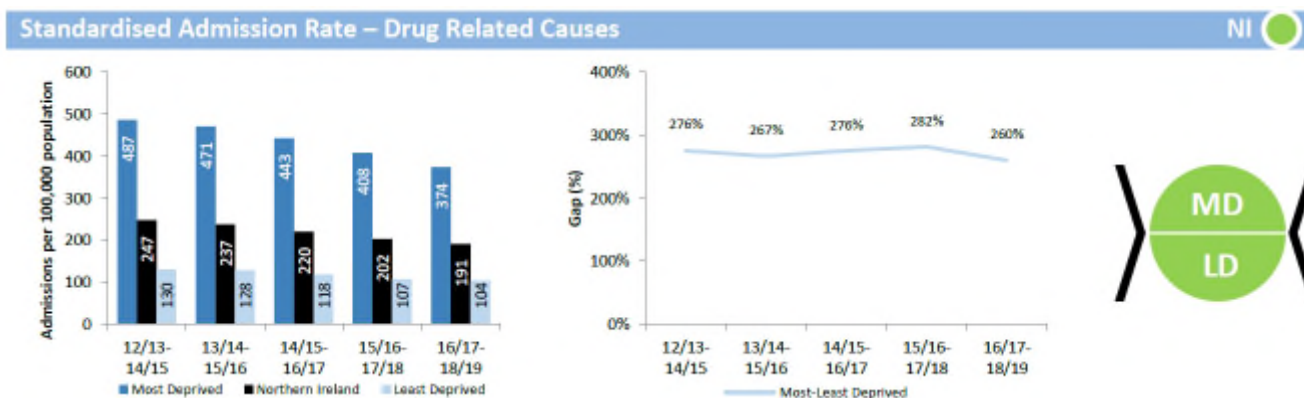


- 3.29 Age standardised admission rates for drug related causes also decreased over the last five years in NI (from 247 to 191 admissions per 100,000 population) and its most (from 487 to 374 admissions per 100,000 population) & least deprived (from 130 to 104 admissions per 100,000 population).

The drug related admission rate in the most deprived areas was **more than three and a half times** the rate in the least deprived areas.



population) areas. With admissions decreasing at a greater rate in the most deprived areas than in the least deprived areas, the inequality gap narrowed slightly. The standardised drug related admission rate in the most deprived areas is more than three and a half times the rate in the least deprived areas.



Deaths

3.30 284 people²⁷ in Northern Ireland lost their lives related to an alcohol-specific cause and 189 from a drug-related death in 2018²⁸. This is the highest number of drug-related deaths on record and, whilst not the highest number of alcohol specific deaths on record, they are approximately 17% higher than there were in 2008.

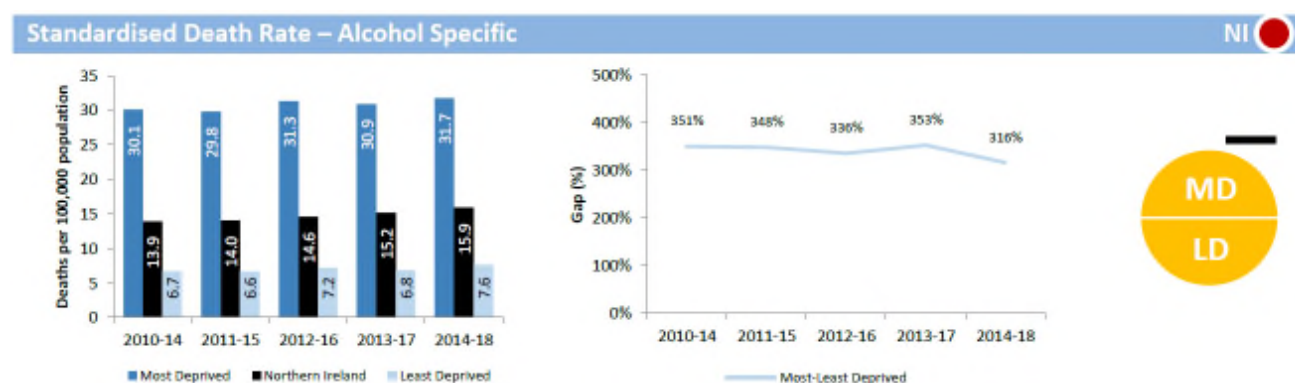
3.31 In recent years, the proportion of those who died from alcohol-specific causes aged 55-64 has increased; in 2018 this age group accounted for over a third of such deaths (36.6%), while those aged 45-54 accounted for 29.6% of the total. We therefore have to think about how alcohol impacts on people as they get older. Of the 189 drug-related deaths in 2018, 72 (38.1%) were in the 25-34 age group with a further 50 (26.5%) in the 35-44 age group – therefore we seem to have a growing cohort of young people experiencing drug related harm.

²⁷ <https://www.nisra.gov.uk/statistics/cause-death/alcohol-deaths#toc-0>

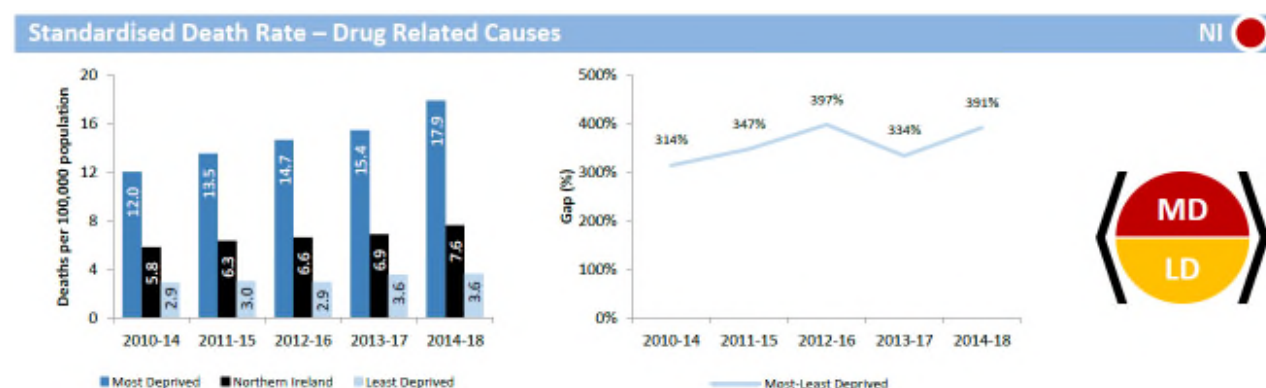
²⁸ <https://www.nisra.gov.uk/statistics/cause-death/drug-related-deaths>

- 3.32 The statistics (based on the period 2014 to 2018) also indicate that there are notably higher numbers of alcohol-specific deaths in areas of deprivation across Northern Ireland, with the age standardised death rate in the most deprived areas (31.7 deaths per 100,000 population) being more than four times the rate in the least deprived areas (7.6 deaths per 100,000 population).

Alcohol specific mortality in the most deprived areas was **over four times** that in least deprived.



- 3.33 The statistics also indicate that there are notably higher numbers of drug-related deaths in areas of deprivation across Northern Ireland. People living in the most deprived areas are five times more likely to die from a drug-related death than those in the least deprived areas.



Costs

3.34 A report in 2008 estimated the cost of alcohol misuse alone at up to £900 million²⁹ made up as follows:

ANNUAL COST ESTIMATE	
Cost Element	Upper £m
Health Care	158.0
Social Work	82.0
Fire and Police	279.3
Courts and Prisons	103.6
Wider costs (including workplace)	258.2
TOTAL	881.1

3.35 The Dame Carol Black Review of Drugs³⁰ put the social cost of drug misuse in the UK at £20bn, assuming the costs to Northern Ireland match our population share then this would be around £0.6bn locally. Taking the total cost of the harm related to substance use in Northern Ireland up to £1.5bn.

3.36 However, these financial costs do not reveal the true impact that substance use related harm has on individual people, their families and on local communities across Northern Ireland.

Justice System

3.37 People with alcohol and drug issues often interact with the Justice System – for example, alcohol is a factor in 20% of all crimes, and this has been stable over time³¹. The numbers detected and convicted for drink/drug driving have fallen over the years, but there were still almost 2,000 convictions in 2017/18. Drug and alcohol driving collision figures also present a mixed picture. Overall the number of collisions of all categories involving substances are down, but the proportion of collisions that are substance use related have remained roughly static or have increased slightly. Drug seizures and drug arrests have also been increasing.

²⁹ <https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/alcohol-and-drug-social-costs-of-misuse-ni-2008-09.pdf>

³⁰ <https://www.gov.uk/government/publications/review-of-drugs-phase-one-report>

³¹ <https://www.psni.police.uk/globalassets/inside-the-psni/our-statistics/police-recorded-crime-statistics/2019/march/crime-bulletin-mar-19.pdf>

4. WIDER CONTEXT

Introduction

- 4.1 **This chapter provides some of the wider context in relation to substance use. This includes other key drivers and supporting strategies, which will support addressing this key issue.**

Context and Strategic Drivers

- 4.2 Substance use, and the related harm, is not just an issue of personal responsibility and people's behaviours. It is very much interlinked with wider health outcomes, including health inequalities, and more widely with the economic, social and environmental circumstances in which people are born, grow, live, work and age.
- 4.3 We know there are overlaps and interactions between substance use and poverty/deprivation, mental health and wellbeing, community relations, community safety and justice, employment, economic development, trauma, and the impact of our past. To truly address this issue, we need to work collectively as Government and society to tackle these wider determinants.

Rights

- 4.4 Everything we do must be underpinned by the rights of the individual service user to be treated as a human being, with dignity and respect. Individuals have the right to access a quality service that will support them on their pathway to recovery. They should be properly consulted and involved in all aspects of their treatment.

Trauma and ACEs

- 4.5 Many people who come to harm from substance use have a history of trauma, as well as being particularly vulnerable to experiencing further trauma. Studies have consistently shown a high prevalence of co-occurring mental disorders in people who have problems with alcohol and drugs and clear connections with homelessness and interactions with the justice system.

- 4.6 Many of those who suffer most from alcohol and drug related harm have experienced domestic violence (in their family of origin and/or in intimate partner relationships) and services should be equipped to respond appropriately to this issue.
- 4.7 In addition, Adverse Childhood Experiences (ACEs) are stressful or traumatic events, including abuse and neglect. They may also include household dysfunction, such as witnessing domestic violence or growing up with family members who have substance use disorders.
- 4.8 There is a need for awareness of the impact of ACES, later traumas/stressors such as domestic violence (physical, emotional, financial and sexual), sexual exploitation, bereavements, community violence, poverty etc. on people's ability to engage with services, treatment and recovery and what additional supports they may require. While research indicates women are more likely to be victims of domestic violence and sexual exploitation – men can also be victims of these traumas.
- 4.9 Northern Ireland is known to suffer from higher rates of trauma (and mental illness) than other parts of the UK³², with researchers having linked to the long-term impacts of our past³³. In addition the recently published Youth Wellbeing Survey³⁴, found that anxiety and depression is 25% more common in children and young people in Northern Ireland compared to other parts of the UK.
- 4.10 All those affected need support from a wide range of services and integrated approaches are needed to address homelessness, mental health problems, unemployment and general healthcare needs.

Stigma

- 4.11 There is a stigma that surrounds those who experience issues with alcohol and drug use. Negative attitudes and stigma – from the public, from professionals, and from self-stigmatisation – can be a real barriers to accessing treatment and

³² [https://www.thelancet.com/journals/lanpsy/article/PIIS2215-0366\(18\)30392-4/fulltext](https://www.thelancet.com/journals/lanpsy/article/PIIS2215-0366(18)30392-4/fulltext)

³³ <http://www.niassembly.gov.uk/globalassets/documents/raise/publications/2016-2021/2017/health/0817.pdf>

³⁴ <http://www.hscboard.hscni.net/our-work/social-care-and-children/youth-wellbeing-prevalence-survey-2020/>

other services. We need to challenge this stigma and ensure that it is not a barrier to help-seeking behaviour.

Peer Support

- 4.12 There is the potential to build upon and better use the expertise and experience of peers to better support individuals throughout their recovery journey. As well as providing additional support to service users, it will give improved access to an alternate voice, so that service users are more able to feel ownership and a level of control of their recovery pathway. It can also assist those who are ready for the opportunity to support others, to gain experience, to potentially give a role or purpose, and to help their peers.
- 4.13 The Department will liaise with Scottish counterparts on the evaluation of their peer navigator model being run jointly between Justice and Health.

North/South and East/West

- 4.14 The Department of Health will continue to liaise with counterparts in Ireland through regular meetings of the North South Alcohol Policy Advisory Group (NSAPAG). This forum gives both administrations the opportunity to discuss the latest developments on alcohol related policy and legislation, and to take forward joint action where appropriate.
- 4.15 There is also a “Misuse of Substances” sectoral group established under the British-Irish Council (BIC). Ireland provides the administration and chairs the meetings of this sectoral group which has representation from the UK Government, Scotland, Northern Ireland, Wales, Jersey, Guernsey and the Isle of Man. This particular BIC Sectoral Group provides officials from all member jurisdictions a forum to share regular updates on alcohol and drug related policy from their respective administrations.

Impact of COVID-19

- 4.16 The emergence of COVID-19 has heightened the risks involved with the management of substance use services, in what is already a high-risk clinical scenario. Guidance was published aimed at helping all alcohol and drug services to address the challenges posed by the need to ensure that premises

are safe for both patients and staff in terms of social distancing measures, and that these also comply with the necessary infection control protocols³⁵.

- 4.17 The sudden challenging environment due to social distancing restrictions imposed during the COVID-19 crisis meant that measures needed to be put in place to support people with alcohol and drug issues adversely impacted by social isolation. Robust procedures ensured continuity of service provision for all service users and, although some residential services had to temporarily close, by and large, substance use services remained operational. This was achieved by using a mixture of face to face/telephone support and interventions primarily continuing on a telephone/video-link basis, and managed as appropriate within risk management, social distancing and infection control guidelines. In particular, measures were adopted to support those with more acute dependency issues, and to ensure associated services remained fully operational and accessible across all Health & Social Care Trust areas.
- 4.18 In response to the particular challenges posed in maintaining a viable service for this population group during this unprecedented public health situation, a COVID-19 Addictions Subgroup maintained communication flows between the Department, the HSCB, the PHA and the local Trusts. The subgroup helped to provide clarity on regional actions required in relation to the COVID-19 outbreak and how these should be applied by all addiction service providers across Northern Ireland, including addressing the broader requirements for people with dependency issues. The impact of COVID-19 on all of our treatment and support services continued to be managed within existing financial and workforce resources, and re-configured as the need arose.
- 4.19 At the same time, the PHA continued to highlight the health risks associated with using alcohol and drugs, with specific messaging related to the difficulties some faced during this period of social isolation, including information on where local help and support can be accessed. Further information on substance use was also developed for the general public and for people with dependency issues.

³⁵ <https://www.health-ni.gov.uk/sites/default/files/publications/health/guidance-for-alcohol-drug-services-during-the-covid-19-pandemic-june-2020.pdf>

- 4.20 It is vital that we use the learning from the impact of COVID-19 and the response of services to ensure we rebuild our service provision in the most effective way possible. *Mental Health Impact of the COVID-19 Pandemic in Northern Ireland – A Rapid Review*³⁶ outlines some evidence of the potential psychological impact of the COVID-19 outbreak among the population in NI, in terms in vulnerability to alcohol dependency and mental health problems associated with contributing social factors such as isolation, loneliness, stigma, domestic violence, economic recession, and heightened risk of unemployment. The appendix of *International Policy Guidance and Responses to COVID-19 Mental Health Recovery Rapid Review*³⁷ outlines risks which could be reframed as learning and what is required of services to mitigate these risks.
- 4.21 One of the early key learnings from the pandemic was the success for many service users of the switch to on-line/digital access to services. This resulted in a very low number of missed appointments and thus an improvement in the productivity of some services. However, while it is apparent that such a switch to digital services did suit some services users, it would not suit everyone. Face-to-face meetings will still be required for some services and for some users, and we need to ensure that we do not negatively impact on those who cannot access or have limited access to technology or on-line services. Ultimately, it is important that the services have flexibility built in so that they can be tailored to the needs of the individual service users.

Related Strategies and Policies

- 4.22 This strategy cannot address all the wider causes of substance use related harm and will therefore focus on where there are specific substance use related actions that can have a positive impact. However, we will work with others, and play our part in addressing these issues through the wider strategies set out below. This is not an exhaustive list but these are the main strategic drivers.

[New Decade, New Approach](#)³⁸ was published as part of the return of the Executive and Assembly in Northern Ireland, contains a range of commitments that will support the delivery of this strategy, in particular the commitments to:

³⁶ <https://www.health-ni.gov.uk/sites/default/files/publications/health/mh-impact-covid-pandemic.pdf>

³⁷ <https://www.health-ni.gov.uk/sites/default/files/publications/health/international-policy-covid19.pdf>

³⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/856998/2020-01-08_a_new_decade_a_new_approach.pdf

- publish a Mental Health Action Plan³⁹ and a Mental Health Strategy;
- establish an expert group to examine and propose an action plan to address links between persistent educational underachievement and socio-economic background;
- develop and implement an Anti-Poverty Strategy;
- tackle paramilitarism; and
- extend existing welfare mitigation measures beyond March 2020.

The [Draft Programme for Government's](#)⁴⁰ (PfG) overarching objective is “Improving wellbeing for all – by tackling disadvantage and driving economic growth”. The achievement of the PfG, and in particular Outcomes: 3 (We have a more equal society); 4 (We enjoy long, healthy, active lives); 7 (We have a safe community where we respect the law and each other); 10 (We have created a place where people want to live and work, to visit and invest); and 12 (We give our children and young people the best start in life), will have a real impact on addressing substance use, and this strategy will also have a direct impact on meeting those outcomes.

[Making Life Better](#)⁴¹ is the Northern Ireland Executive's strategic framework for public health. It is designed to provide direction for policies and actions to improve the health and wellbeing of people and to reduce health inequalities. Through *Making Life Better*, the Executive is committed to creating the conditions for individuals, families and communities to take greater control over their lives and be enabled and supported to lead healthy lives.

Published in 2019, the aim of the [Children and Young People's Strategy](#)⁴² is to work together to improve the well-being of all children and young people in Northern Ireland – delivering positive long-lasting outcomes.

The Strategy has been developed in the context of the Children's Services Co-operation Act (NI) 2015, (CSCA) which places a duty on the Executive to adopt

³⁹ <https://www.health-ni.gov.uk/publications/mental-health-action-plan>

⁴⁰ <https://www.northernireland.gov.uk/sites/default/files/consultations/newnigov/draft-pfg-framework-2016-21.pdf>

⁴¹ https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/making-life-better-strategic-framework-2013-2023_0.pdf

⁴² <https://www.education-ni.gov.uk/sites/default/files/publications/education/2019-2029%20CYP%20Strategy.pdf>

a strategy to improve the well-being of children and young people, and requires that for the purpose of determining children's well-being, regard is to be had to the relevant provision of the United Nations Convention on the Rights of the Child.

The [Mental Health Action Plan](#)⁴³, published by DoH on 19 May 2020, aims to initiate the reform of mental health services and provides the foundations for longer term strategic change. The Action Plan contains 38 actions designed to bring about service improvements to mental health in the short to medium term, creating a focused basis for decision making and immediate service improvements. It will link into existing strategies with the primary aim to deliver high quality services where they are needed and ensure that all people in Northern Ireland are supported in their mental health.

One of the key actions set out in the Mental Health Action Plan is to develop a new, ten-year Mental Health Strategy. This was a commitment set out in *New Decade, New Approach*, and will be the key strategic vehicle for change to mental health services over the next decade. The Strategy will be person-centred, taking a whole life approach and a whole system focus and the aim is to ensure long-term improved outcomes for people's mental health. The Strategy will be co-produced with individuals with lived experience and other stakeholders, and it is expected that a final Strategy will be published in July 2021.

[Homelessness Strategy](#)⁴⁴ and the [Interdepartmental Homelessness Action Plan](#)⁴⁵ the Housing Executive's homelessness strategy, Ending Homelessness Together, published in April 2017, provides strategic direction for addressing homelessness in Northern Ireland through to March 2022. The strategy recognises the important role of other agencies in providing advice, assistance and support to prevent households reaching crisis point. Partnership working is at the core of this homelessness strategy, and is reflected in its vision of 'ending homelessness together'.

⁴³ <https://www.health-ni.gov.uk/publications/mental-health-action-plan>

⁴⁴ [https://www.nihe.gov.uk/Documents/Homelessness/homelessness-strategy-northern-ireland-2017-2022.aspx?ext=.](https://www.nihe.gov.uk/Documents/Homelessness/homelessness-strategy-northern-ireland-2017-2022.aspx?ext=)

⁴⁵ <https://www.communities-ni.gov.uk/sites/default/files/publications/communities/dfc-inter-departmental-homelessness-action-plan.pdf>

The Department for Communities has also led on the development of the Inter-Departmental Homelessness Action Plan to complement the Northern Ireland Housing Executive's new Homelessness Strategy. It focuses on addressing gaps in those non-accommodation services that have the most impact, or have the potential to more positively impact, on the lives and life chances of people who are homeless and those who are most at risk of homelessness.

[Health and Wellbeing 2026: Delivering Together](#)⁴⁶ sets out a ten-year approach for change in Health & Social Care, which places emphasis on health promotion, the prevention of ill-health, early intervention, and supporting independence and wellbeing. "*Delivering Together*" highlights the importance of supporting communities to create the social and environmental conditions that lead to improved health and wellbeing, and commits to supporting primary care to take a more proactive multidisciplinary approach to physical, mental and social wellbeing with a greater emphasis on prevention and early intervention.

[An Emotional Health and Wellbeing Framework for Children and Young People](#) is being jointly developed by DE, DoH and PHA. The Framework will aim to ensure that children and young people are empowered to take better care of their wellbeing and receive the right support, at the right time, according to their needs.

The Education Authority Youth Service is well positioned to provide youth specific education and support to young people on health and wellbeing, including information and support on substance use. The [Youth Service Regional Assessment of Need 2020-2023](#)⁴⁷ specifically mentions the impact of substance abuse amongst young people.

[Protect Life 2](#)⁴⁸ was published in September 2019. It focuses on suicide prevention as a societal issue and seeks to ensure collaborative cross-departmental engagement to address risk factors for suicide and self-harm, as well as engagement across wider society.

⁴⁶ <https://www.health-ni.gov.uk/sites/default/files/publications/health/health-and-wellbeing-2026-delivering-together.pdf>

⁴⁷ <https://www.eani.org.uk/sites/default/files/2020-02/Youth%20Service%20Regional%20Assessment%20of%20Need%202020-23.pdf>

⁴⁸ <https://www.health-ni.gov.uk/sites/default/files/publications/health/pl-strategy.PDF>

[The Road Safety Strategy to 2020](#) – The Department for Infrastructure’s Road Safety Strategy includes a large number of action measures to improve road safety and to reduce deaths and serious injuries on our roads. It continues to focus on problem areas, including drink and drug driving.

[Problem Solving Justice](#) – The Justice System frequently comes into contact with people suffering from alcohol and drug related harm, often in challenging circumstances.

Problem Solving Justice is an international model being developed in Northern Ireland aimed at tackling the root causes of offending behaviour and reducing harmful behaviour within families and the community. More detail on Problem Solving Justice can be found in Chapter 7.

5. VISION, OUTCOMES, VALUES, PRIORITIES AND TARGET GROUPS

Introduction

- 5.1 Based on the pre-consultation process, this chapter sets out the proposed overall vision for this new strategy, along with a number of related outcomes, and outlines a number of values that should be at the heart of developing and implementation any new strategy. A range of key priorities and target groups have also been identified.

Vision

- 5.2 In support of the overall objective of the draft Programme for Government of “Improving wellbeing for all – by tackling disadvantage and driving economic growth”, it is proposed that the Vision for the new substance use strategy should be:

People in Northern Ireland are supported in the prevention and reduction of harm related to the use and misuse of alcohol and other drugs, and will be empowered to maintain recovery.

Outcomes

- 5.3 It has been agreed that, in line with the overall approach set out in the draft Programme for Government, the new strategy would be taken forward using an Outcomes Based Accountability type approach. Rather than develop one overarching outcome, it was felt that a range of population-level outcomes would better reflect the holistic approach needed to address these multi-faceted issues. We are therefore proposing six outcomes that will help achieve the overall vision above. These are:

- A. Fewer People are at Risk of Harm from the Use of Alcohol and Other Drugs.**
- B. Legislation and the Justice System Support Preventing and Reducing the Harm related to Substance Use.**
- C. Reduction in the Harm Caused by Substance Use.**
- D. People Access High Quality Treatment and Support Services to Reduce Harm and Support Recovery.**
- E. People Are Empowered and Supported on their Recovery Journey.**
- F. Information, Evaluation and Research Better Supports Strategy Development, Implementation and Quality Improvement.**

- 5.4 The following chapters provide more detail on each of these outcomes along with actions to achieve them and the indicators that demonstrate progress.

Values

- 5.5 The development of the strategy, and its subsequent implementation, should be guided by and fully informed by the following Values:

- Person-Centred Approach: Everyone has the right to access treatment and support to help them overcome the harm caused by their substance use. Individuals and families should be at the centre of our approach to address this issue and we need to design and deliver policies and services with the support of those who use them.
- Shared Responsibility, Co-Production and Collaboration – Health-led: All partners need to be involved in addressing this issue, and while it is essential that we take a public health approach to addressing it, health alone cannot solve it. We need the support of all partners, including service users and the wider public.
- Evaluation, Evidence and Good Practice-Based: It is essential that we use high quality and up-to-date evidence to inform policy and implementation, including the use of best practice developed locally, nationally or internationally. In order to determine if this strategy and its actions are being effective, they must be subjected to appropriate evaluation and ongoing monitoring.
- Universal, but with an increased focus on those most at risk: The harm from substance use can affect people from all walks of life, age groups and backgrounds. It is therefore vital that universal services are available for all those who need them, and that prevention initiatives are widely available. However, we also know the impact of substance use is not felt equally across society, if we are to address the inequalities that exist we must get better at targeting more intensive interventions at those most at risk. Given their legal status and developmental stage, the main focus for children should be on early intervention, prevention and treatment, whilst avoiding a formal Justice response where possible. Other specific groups, such as those who suffer from homelessness, are even more effected by alcohol and drug related inequalities. We have to get much better at identifying and reaching out to those most at risk.

- Community based with local flexibility to address needs: One of the key issues that came through the review of the previous strategy was the lack of connection between the framework and what was happening at the community level. Therefore, while we will take forward regional approaches and services where possible, we should ensure that people are supported within local communities and there is an ability to deliver local solutions to local issues where needed.
- Long-term Focus: While it will be vital that we take forward short and medium term actions, and address any acute issues we are facing now, short-termism should not detract from the longer-term vision and that we focus on prevention and early intervention as much as treatment and support.

Priorities

5.6 The co-production process identified a number of priorities that must be addressed within our overall approach. These are as follows:

- Polydrug Use: One of the biggest changes that occurred over the course of the previous strategy was the increase in people using more than one substance at the same time. This includes using illegal drugs, alcohol, prescription medicines, novel psychoactive substances, counterfeit medicines, and image and performance enhancing drugs. This change has meant that providing support to individuals is increasingly complex, both in terms of treatment and harm reduction messages, and that the risk of death increases substantially. In 2018, the majority (80%) of Drug Related Deaths involved the consumption of 2 or more substances while the proportion of Drug Related Deaths with 3 or more drugs present in the body at the time of death increased from 25% in 2008 to 50% in 2016 & 2018. It is vital that we address this growing practice and ensure that we provide information and services that take account of this trend.
- Alcohol and Drug Related Deaths: The level of alcohol and drug related deaths is of increasing concern. Alcohol specific and drug related deaths are preventable and addressing this issue must be a key priority in everything we do, and will require new and innovative approaches.
- Supporting Families – including Hidden Harm: The harm caused by substance use doesn't happen in isolation and the harm is felt beyond the individual, with family members also impacted. The impact of parental or

carer substance use on their children and young people (what is often called hidden harm) is a particular concern – especially as we learn more about the impact of Adverse Childhood Experiences. We must ensure that supports are in place for family members, that family based treatment options are available where appropriate, and that we redouble our efforts to protect those children affected by Hidden Harm.

- Improving Service Access and Quality: The evidence is clear – treatment works. However, we need to ensure that there is quick access to clear service pathways and that all services are delivered in line with *Drug Misuse and Dependence: UK Guidelines on Clinical Management*⁴⁹ and the forthcoming UK Guidelines on the Treatment of Alcohol Dependence.
- Workforce Development: It is vital that we have capacity to deliver on the strategy, and that all those who work in the substance use field, and those who come into contact with people at risk, have the skills and experience to help and support people through their recovery journey.
- Supporting People throughout their Recovery Journey: Recovery is a personal journey. For some a successful outcome may be improving their quality of life and overcoming their dependence on the substance – alcohol, illegal drug, or prescription medicine – that is causing them the most harm. For others, their ultimate goal might be abstinence. The key focus for the system should be to help individuals and families to achieve their goals. Recovery can be self-led, peer-led, through mutual engagement, and can encompass all sectors. Journeys can start by simply engaging with outreach or harm reduction services, and people need to be supported to maintain recovery after treatment has ended.
- Supporting People with Co-occurring Mental Health and Substance Use: Substance use should not be a barrier to accessing services. Evidence from treatment providers suggests that presentations for substance use are becoming increasingly complex, not only with co-occurring mental health issues, but also polydrug use, homelessness, justice involvement, and other vulnerabilities and needs. Alcohol and drug use and mental health can be inter-related – mental health issues can cause people to “self-medicate” and high levels of alcohol and drug use can impact significantly on mental health. This was raised as an emerging issue in all stages of the

⁴⁹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/673978/clinical_guidelines_2017.pdf

process to date in the development of this consultation. We will therefore need to ensure we align our response to this issue across this strategy and the forthcoming Mental Health Strategy.

Target Groups:

5.7 During the development of this strategy, consideration was given to flagging up specific target groups who would be most affected by each of the actions being proposed to achieve the outcomes of the strategy. However, this was felt to have the potential to limit the scope of the strategy and could have led to some service users being excluded. Therefore this strategy was made universal, open to all those who use alcohol and/or drugs or are affected by the use of alcohol and/or drugs by others. No one should be excluded from accessing the services they need.

5.8 At the same time, there are some groups who are particularly at risk of being negatively impacted by the use of alcohol and/or drugs. Service providers should always keep in mind that these groups may need additional support to access existing services or even require alternative services to address their specific needs:

- children and young people, particularly looked after children;
- those transitioning from child to adult services;
- vulnerable women and individuals in the pre and post-natal period;
- those not in Education, Employment or Training (NEET);
- families / family Members impacted by others' substance use, and particularly those affected by Hidden Harm;
- people in areas of deprivation;
- those in contact with the Justice System;
- those experiencing homelessness;
- access for those in rural areas;
- those who drink at harmful levels;
- people who inject drugs;
- vulnerable members of the LGBT community;
- those experiencing significant levels of psychological trauma;
- those with mental health issues; and
- older people.

Consultation Question 2 – Do you agree with the Vision, Outcomes, Values, Priorities and Target Groups as set out in this chapter? Have you any further comments?

6. OUTCOME A – FEWER PEOPLE ARE AT RISK OF HARM FROM THE USE OF ALCOHOL AND OTHER DRUGS

Introduction

- 6.1 The focus of this chapter is on preventing the harm related to the use of alcohol and other drugs, and to ensure that early interventions are in place for those most at risk.

Indicators

General

- % of children in care, or at the edge of care, due to substance use.

Alcohol

- % of adults drinking above the UK CMO Guidelines;
- % of adults who engage in heavy episodic drinking;
- % of young people who get drunk; and
- Mean age of first drink.

Drugs

- % of adults who have used drugs in the past year/month;
- % of young people who have used drugs;
- Mean age of first drug use;
- % of young people/children partaking in polydrug use; and
- % of adults partaking in polydrug use.

Consultation Question 3 – Do you agree these indicators help to demonstrate progress against this outcome of having fewer people at risk of harm? Are you aware of any other indicators that would demonstrate such progress?

Context

- 6.2 The most effective way to reduce the long-term harm associated with substance use is to improve our approaches to prevention and early intervention. While risk and protective factors for alcohol and other drugs overlap, they exist in different regulatory frameworks, therefore some measures will focus specifically on alcohol and others on drugs.

- 6.3 In general there have been some positive trends at the population level in Northern Ireland. As set out in Chapter 4, during the course of the previous strategy, there had been some evidence of significant reductions in the levels of heavy episodic drinking (“binge drinking”) and the percentage of young people who drink and get drunk.
- 6.4 Among adults, prevalence of illegal drug use has largely plateaued at the population level and significant numbers of individuals and families continue to access treatment and support services for alcohol and drug use. In addition, drug use among young people has fallen significantly. However, clearly we need to do more to ensure that prevalence of substance use – and its related harms – continue to fall.
- 6.5 It is also important to note that alcohol and drug related harm has consequences beyond the individuals themselves and beyond the health system. Preventing harm before it occurs, and intervening at an early stage for those most at risk, will have positive impacts across many sectors and on issues such as: exclusion from school, academic performance, community safety, reducing offending and reoffending, homelessness, community cohesion, emotional health and wellbeing, etc. It is therefore vital that we take a holistic and cross-sectoral/Departmental approach to prevention and early intervention, and that partners beyond health and social care play their full role.

Approach

- 6.6 Our approach to prevention is based on the 3 key elements of the European Monitoring Centre for Drug Dependence and Addiction (EMCDDA) definition:
- Universal Prevention (i.e. improving education and awareness in the general public);
 - Targeted Prevention (i.e. interventions with individuals, groups, families or communities who are at most risk); and
 - Environmental Prevention (i.e. addressing the wider cultural, social, and economic environments that influence substance use).
- 6.7 There have been a number of recent reviews across the UK and Ireland that have set out evidence in relation to prevention and early intervention:

- In 2015, Public Health England published “The international evidence on the prevention of drug and alcohol use”⁵⁰;
- In 2016, the Scottish Government published “What Works in Drug Education and Prevention?”⁵¹;
- In 2017, the Health Research Board in Ireland published “The effectiveness of interventions related to the use of illicit drugs: prevention, harm reduction, treatment and recovery. A review of reviews”⁵²; and
- In addition, there are a number of related National Institute of Clinical Excellence (NICE) guidelines⁵³.

6.8 In general, the evidence shows that consistent and co-ordinated prevention activities delivered through a range of programmes and in a variety of settings (e.g., at home; in school; among peers; in the workplace; throughout the local community; and in the media) are most likely to lead to positive outcomes. Evidence also suggests that modifying the environment where risky behaviour takes place can reduce harmful outcomes. It is likely that accurate and consistent information about the health and social impacts of alcohol and drug use is only effective when delivered alongside interventions that develop the skills and personal resources people need to avoid early initiation.

6.9 We must also be aware of the potential gateway to substance use provided by substances such as alcohol, tobacco and nitrous oxide, etc.

6.10 It is also important to note that there is clear evidence on prevention and early intervention approaches that are not likely to work, or can in fact have negative consequences. These include:

- standalone school-based or other prevention programmes designed only to increase knowledge about drugs;
- having ex-users deliver testimonials or using police officers to deliver standalone programmes;

⁵⁰ <https://www.gov.uk/government/publications/preventing-drug-and-alcohol-misuse-effective-interventions>

⁵¹ <https://www.gov.scot/publications/works-drug-education-prevention/>

⁵² https://www.drugsandalcohol.ie/27253/1/fHB2656_Review%20of%20reviews_web.pdf

⁵³ <https://www.nice.org.uk/guidance/ng135>; <https://www.nice.org.uk/guidance/ph24>; and <https://www.nice.org.uk/guidance/ng64>

- theatre/drama based education/awareness raising to prevent illegal drug use;
- befriending/buddying-type mentoring programmes that have no short- or long-term preventative effects on illegal drug use; and
- universal public information media programmes targeting drug use.

Alcohol Units

6.11 Analysis of the knowledge of the recommended drinking limits indicates that these are poorly known among both men and women, so steps need to be taken to raise awareness of the current *UK CMOs' Low Risk Drinking Guidelines*⁵⁴ and better communicate this vital information to the public in a clear manner.

Actions

6.12 The following actions are proposed to support progress against the outcome and indicators, based on the wider context and the evidence of what works in terms of prevention and early intervention.

General	
A1	The Department of Health will work with the Department of Education to ensure that Substance Use and Hidden Harm are included as appropriate in the work emerging from the Emotional Health & Wellbeing Framework for Children and Young People being led by the Department of Education.
A2	A Northern Ireland Prevention Approach, based on up-to-date evidence and an analysis of the risk and protective factors impacting our young people, will be developed by the PHA and delivered in Northern Ireland and reviewed after 5 years – while this will be a universal programme, it should also be targeted at those at most risk and those in disadvantaged communities.
A3	The PHA will update the drugandalcoholni.info website with up-to-date information in terms of substance use, support materials and the services available in Northern Ireland.

⁵⁴

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/545937/UK_CMOs_report.pdf

A4	The current community support mechanisms will be reviewed by the PHA to ensure they can support the local implementation of this Strategy in the community, promote prevention, collaboration and access to services.
A5	Targeted prevention and early interventions will continue to target those young people most at risk of substance use, including looked after children, etc. Establishing effective operational relationships, including with local Youth Services, will assist in the success of this action.
A6	The <i>Making Every Contact Count</i> programme in primary care will include brief interventions and advice in respect of alcohol and drug use.
A7	The HSCB and the PHA will ensure that the Substance Use Liaison role will be included as part of the new Mental Health Service model operating across general hospitals / Emergency Departments.
A8	The Hidden Harm Action Plan will be updated by the PHA and the HSCB to ensure that supports are in place, in a stepped care approach, to mitigate the risk for those children and young people who live with substance misusing parents or carers, in particular the Joint Working Protocol on Hidden Harm will be promoted and used across all services.
Alcohol	
A9	The PHA will promote and raise awareness of the UK Chief Medical Officer low-risk drinking guidelines and understanding of alcohol units across the region.
A10	The Department for Infrastructure will seek to improve access to its Course for Drink Drive Offenders scheme – a rehabilitation scheme that aims, through education, to make drink drive offenders take more responsibility for their actions and reduce the risk of re-offending.
Other Drugs	
A11	The PHA will promote raising awareness of the harm associated with the illicit use of prescribed medicines and also the harm associated with polydrug use. This will include working with HSCB to promote awareness across primary and secondary care healthcare providers.

Consultation Question 4 – Will these actions achieve this outcome of having fewer people at risk of harm and make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?

7. OUTCOME B: LEGISLATION AND THE JUSTICE SYSTEM SUPPORT PREVENTING AND REDUCING THE HARM RELATED TO SUBSTANCE USE

Introduction

7.1 The focus of this chapter is on the wider legislative environment, how we reduce the availability of substances causing harm, and how the Justice System helps to prevent and reduce harm.

Indicators

General

- % of people in the justice system who have substance use related issues;
- % of crimes that are alcohol and/or drug related; and
- Number of people detected for drink/drug driving offences.

Alcohol

- % of people who drink at harmful levels.

Drugs

- Number of Organised Crime Gangs disrupted;
- Number of people on Enhanced Combination Orders and/or Community Resolution Notices for substance use related offences; and
- % of population inappropriately using prescription only medications.

Consultation Question 5 – Do you agree these indicators help to demonstrate progress against this outcome of legislation and the justice system preventing and reducing harm? Are you aware of any other indicators that would demonstrate such progress?

Context

7.2 The legislative environment has an impact on the availability, accessibility, and the behavioural norms that exist in relation to the use of both alcohol and other drugs. However, it is important to note that the regulatory environment for alcohol, illegal drugs and prescription only medicines are very different.

- 7.3 It is also important to note that people who suffer from alcohol and drug related harm are more likely than average to come into contact with the justice system, and may have more complex issues such as higher rates of poor mental health, may have other long-term conditions, and may have a history of trauma.

Alcohol

- 7.4 Restrictions on the sale of alcoholic drinks in Ireland were first introduced in 1634. Further restrictions were not added for centuries until the new Northern Ireland Parliament, created in 1920, enacted the Intoxicating Liquor Act (Northern Ireland) 1923. The following decades saw many more amendments to this legislation with the current licensing laws, the Licensing (Northern Ireland) Order 1996, coming into force in February 1997.
- 7.5 The aim of licensing law is to try and strike a balance between the controls which are necessary for the protection of public health and the preservation of public order, the demand for individual freedom of choice and the opportunity for local businesses to continue to provide a high level of service to their customers. Following a public consultation in 2019, the Minister for Communities recently announced that a Bill will be brought forward aimed at further updating NI's liquor licensing legislation.⁵⁵
- 7.6 From a public health perspective, the SAFER Initiative by the WHO⁵⁶ and Public Health England evidence review published in 2016 "*The Public Health Burden of Alcohol and the Effectiveness and Cost-Effectiveness of Alcohol Control Policies*"⁵⁷ both highlight the strong evidence on policies and legislation that regulate the price and availability of alcohol, and seek to reduce drink driving, are effective in reducing alcohol-related harm.

Minimum Unit Pricing

- 7.7 Minimum Unit Pricing for Alcohol (MUP) is a population health measure that would set a minimum price that could be charged per unit (8 mg or 10ml) of

⁵⁵ <https://www.communities-ni.gov.uk/articles/proposed-changes-liquor-licensing-laws-northern-ireland>

⁵⁶ https://www.who.int/substance_abuse/safer/en/

⁵⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733108/alcohol_public_health_burden_evidence_review_update_2018.pdf

alcohol. Any alcoholic beverage has a set number of units; MUP therefore ensures that a drink cannot then be sold for a price lower than the number of units multiplied by the MUP.

- 7.8 MUP of 50p per unit of alcohol was introduced in Scotland in 2018, following years of legal appeals by the Scotch Whisky Association. A Supreme Court case was heard in late 2017, which found in favour of the Scottish Government position of introducing the measure and also found that MUP was not a breach of the EU Trade laws.
- 7.9 In June 2020, Public Health Scotland published a study undertaken in collaboration with the University of Glasgow which shows a decline in population alcohol consumption following the introduction of MUP. This study shows a net reduction, when compared to England & Wales, in per adult sales of alcohol from supermarkets and off-licences of between 4-5 per cent in the 12 months following the implementation of MUP. This study is very promising and indicates that Minimum Unit Pricing may be an effective measure, but it is too early to be definitive.
- 7.10 The National Assembly for Wales also agreed a minimum unit price of 50p per unit of alcohol and this was introduced on 02 March 2020. The Government in the Republic of Ireland has already indicated a willingness to introduce Minimum Unit Pricing and wish to liaise with Northern Ireland in order to take account of any cross-border issues regarding trade.

Alcohol Advertising

- 7.11 Restricting alcohol advertising is also a key element of the WHO Safer initiative to reduce alcohol consumption and related harms across the whole population. In particular, there is the potential that restrictions on alcohol marketing ensure that vulnerable groups, such as children and young people, and those recovering from alcohol dependence, are specifically protected. There is evidence to show that alcohol advertising seen by children and young people

is associated with both the initiation of drinking and with heavy drinking⁵⁸. Powers over broadcast advertising are reserved to the UK Parliament.

Drugs

- 7.12 The legislative regulatory framework in relation to other drugs, including the illicit use of Prescription Medicines and New Psychoactive Substances, will also impact on the availability of these substances, and the harm they can cause, in our communities. There are links between the illicit supply of drugs and serious and organised crime, as well as impacts on communities through criminal activity, the impact of anti-social behaviour, drug-related litter, sex work, and drug-related deaths.
- 7.13 The legal framework relating to the misuse of drugs, including the Misuse of Drugs Act 1971 and the Psychoactive Substances Act 2016, is reserved to the UK Government. The Advisory Council on the Misuse of Drugs⁵⁹ is an advisory non-departmental public body which makes recommendations to government on the control of dangerous or otherwise harmful drugs, including classification and scheduling under the Misuse of Drugs Act and its regulations. Further detail on related legislation is available on the Department of Health's website⁶⁰.

Problem Solving Justice

- 7.14 The Justice System frequently comes into contact with people suffering from alcohol and drug related harm, often in challenging circumstances. These contacts therefore can provide useful opportunities to intervene early with some of the most at risk and vulnerable members of our community, support them into treatment and recovery, and help to reduce harm. This can include crisis interventions on the street, signposting to interagency support, diversion at the point of potential arrest, support within police custody, opportunities at the point of sentencing, and the delivery of healthcare in prisons.
- 7.15 Problem Solving Justice is an international model being developed in Northern Ireland aimed at tackling the root causes of offending behaviour and reducing

⁵⁸ Finan et al., (2020). Alcohol Marketing and Adolescent and Young Adult Alcohol Use Behaviours: A Systematic Review of Cross-Sectional Studies. <https://www.jsad.com/doi/full/10.15288/jsads.2020.s19.42>

⁵⁹ <https://www.gov.uk/government/organisations/advisory-council-on-the-misuse-of-drugs>

⁶⁰ <https://www.health-ni.gov.uk/articles/misuse-drugs-legislations>

harmful behaviour within families and the community. There are opportunities through this approach to consider how we manage those arrested from substance-related crimes, but also those arrested for other criminal behaviours who may have alcohol and/or drug related issues.

- 7.16 Problem Solving Justice is not just relevant to the Criminal Justice System but also to Civil and Family justice. A pilot of a Family Drug & Alcohol Court, designed to help families involved in care proceedings when there is parental substance use, is currently being evaluated. A Substance use Court has also been piloted. Enhanced Combination Orders allow for alternatives to a prison sentence to be considered, for sentences of 12 months or less, and this includes where an offence involves drugs.
- 7.17 A draft Problem Solving Justice 5-Year strategic plan is also currently being developed for wider consideration. This is based on evidence from independent evaluations of current initiatives, which includes consideration of options for the rollout of those initiatives shown to produce the right outcomes for individuals, families and communities.

Improving Health within the Justice Setting

- 7.18 Research tells us that many of the people in contact with the Justice System are likely to have unmet health needs, including those relating to substance use. In June 2019 the Departments of Health and Justice published the 'Improving Health within Criminal Justice' Strategy. The strategy and associated action plan, which was developed jointly between the Departments, outlines a substantial work programme to ensure that children, young people and adults in contact with the justice system have the highest attainable standard of health and well-being.
- 7.19 One of the action measures was to develop a Joint Health & Criminal Justice Substance Use Action Plan to further support those people in contact with the Justice System. In 2017 a Joint Strategy for the Management of Substance Use in Custody was finalised. Once the Substance Use Strategy for Northern Ireland is published, the Northern Ireland Prison Service and South Eastern Health &

Social Care Trust will take forward work to review its joint strategy, which will include a range of further actions to improve outcomes in this area.

Transition from Prison

- 7.20 The arrangements for service users moving from the Justice System, particularly prisons, and making the transition back into community-based services has been repeatedly identified as an area that needs attention. Providing service users with a clear pathway into support services will aid their transition and it is believed reduce the incidents of disengaging with services.
- 7.21 We can learn from the care after custody service established in England (RECONNECT) to see if a similar service needs to be provided that links not only Justice and Health services but also other critical services such as housing and benefits.

Actions

- 7.22 The following actions are proposed to support progress against the outcome and indicators, based on the wider context and the evidence of what works in terms of legislation, supply reduction, and how the Justice System helps to prevent and reduce harm.

General	
B1	Following evaluation of the Problem Solving Justice initiatives, further consideration will be given to their effectiveness and the need to further scale up these approaches across Northern Ireland, together with the wider roll-out of Enhanced Combination Orders/Community Resolution Notices for drug possession and drug-related offences.
B2	Appropriate services, and treatment where applicable, should be provided to those who come into contact with the justice system. As part of this, a new transition service will be developed and tested by the SEHSCT Prisons Healthcare team. This will aim to better coordinate the continuity of care for those being released from prison into the community, including connections towards ongoing appointments and treatments. Service users

	will be navigated towards the community/voluntary sector and peer support as an integral part of these arrangements.
Alcohol	
B3	Work on a new Liquor Licensing Bill being taken forward by the Department for Communities ⁶¹ provides an opportunity to strengthen alcohol licensing laws in Northern Ireland and ensure it takes account of public health issues.
B4	The Department of Health will bring forward a consultation on the introduction of Minimum Unit Pricing for Alcohol in Northern Ireland within a year.
B5	The Department of Health will work with the UK Government to tighten restrictions on the advertising of alcohol, including giving consideration to the introduction of a 9pm “watershed”.
B6	The Department for Infrastructure will introduce the lower drink driving limits agreed by the NI Assembly in 2016. It will continue to monitor the effects of legislation in Great Britain and Ireland that introduced certain drug driving limits, before developing proposals for any change to drug driving laws here.
Other Drugs	
B7	The NI Executive will work with the UK Government, and the Advisory Council on the Misuse of Drugs, to ensure the Misuse of Drugs Act 1971 reflects the needs of Northern Ireland and supports the delivery of the outcomes and indicators in this strategy.
B8	The PSNI and the Organised Crime Task Force will continue to co-ordinate enforcement activity and ensure that those involved in the illicit supply and distribution of drugs are targeted appropriately.

Consultation Question 6 – Will these actions achieve this outcome of legislation and the justice system preventing and reducing harm? Will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?

⁶¹ <https://www.communities-ni.gov.uk/articles/proposed-changes-liquor-licensing-laws-northern-ireland>

8. OUTCOME C – REDUCTION IN THE HARM CAUSED BY SUBSTANCE USE

Introduction

8.1 The focus of this chapter is on harm reduction and support for those at the start of their recovery journey and into the treatment system as required.

Indicators

General

- Rate of alcohol and/or drug related deaths;
- The inequality gap in the rate of alcohol and/or drug related deaths;
- Rate of alcohol and/or drug related hospital admissions; and
- The inequality gap in the rate of alcohol and/or drug related hospital admissions.

Alcohol

- % of adults drinking above the UK CMO Guidelines.

Drugs

- Prevalence of blood borne viruses among those who use drugs;
- Number of needle and syringe exchanges;
- Number of naloxone kits distributed; and
- Rate/number of naloxone kits reported to have been used.

Consultation Question 7 – Do you agree these indicators help to demonstrate progress against this outcome of reducing harm? Are you aware of any other indicators that would demonstrate such progress?

Context

8.2 Not every person who comes to harm because of their substance use is able, or willing, to stop. For those individuals, it is vital that a range of accessible non-judgemental services are in place to provide them with support and to help them take measures that reduce the harm they may suffer.

- 8.3 284 people in Northern Ireland lost their lives related to an alcohol-specific cause. In 2018, 196 (69.0%) alcohol-specific deaths were males and 88 (31.0%) were females⁶². It is important to note that these are only alcohol-specific deaths – alcohol is also a contributory factor in many other deaths, with links to several forms of cancer. Alcohol remains by volume the most harmful of all the substances in use across Northern Ireland.
- 8.4 One of the long-term harms that can be caused by excessive drinking is Alcohol-Related Brain Damage (ARBD). This is a brain disorder caused by drinking too much alcohol on a regular basis over a long period of time. It is possible to reverse many of the effects of this disorder if the symptoms (which can resemble dementia) are caught early enough.
- 8.5 In respect of the 189 drug-related deaths:
- Opioids were the most common group of substances reported in drug-related deaths (115), with heroin/Morphine being mentioned on 40 death certificates – a significant increase from 24 in 2017, tramadol on 27, and fentanyl on 10;
 - Benzodiazepines (prescription medicines that can also be used illicitly) were the second most reported group of substances (97);
 - Pregabalin (another prescription medicine) also increased significantly and was reported on 54 death certificates; and
 - Alcohol was also mentioned in 23% of all drug-related deaths⁶³.
- 8.6 The greatest increases in drug-related deaths over the past ten years have been seen in men, aged 25-44. The other key trend is increasing polydrug use – including the misuse of prescription medicines and alcohol – in our most recent figures over 70% of our drug related deaths involved two or more substances.

⁶² <https://www.nisra.gov.uk/publications/alcohol-specific-deaths-2008-2018>

⁶³ <https://www.nisra.gov.uk/statistics/cause-death/drug-related-deaths>

- 8.7 Recent research⁶⁴ has also shown that in Northern Ireland the most at-risk groups for drug-related deaths are younger age groups, males, those living on their own, those with low educational attainment, and there is a strong link between drug use and mental health issues and long-term illnesses.
- 8.8 There is also a real health inequality in both alcohol and drug related deaths. While substance use is observed across all socio-economic groups, the harm is mostly felt by those in our most deprived communities – with the most-to-least deprived gap in alcohol-specific deaths being 353%, 334% for drug-related deaths, 338% for alcohol-related admissions to hospital, and 282% for drug-related admissions.
- 8.9 Blood Borne Viruses (BBVs) are viruses that some people carry in their blood and can be spread from one person to another. Those who inject themselves with drugs and share needles are more susceptible to these blood borne viruses.
- 8.10 The misuse of prescription medication has been shown to be associated with a wide range of substance use related harms. As well as people illicitly seeking out prescription medicines, there can also be issues with involuntary addiction to prescription medications if they are not taken or prescribed in line with guidelines, this can particularly occur in relation to sedatives/tranquilisers and opioids in relation to managing chronic pain.
- 8.11 In 2017, Public Health England (PHE) undertook a review⁶⁵ to identify the scale, distribution and causes of prescription drug dependence, and what might be done to address it. It showed that in the year 2017 to 2018, 1-in-4 adults in England were prescribed benzodiazepines, z-drugs, gabapentinoids, opioids for chronic non-cancer pain, or antidepressants.
- 8.12 There are also cases where individuals try to access medication on-line if prescriptions they feel they require are not increased or stopped too quickly.

⁶⁴ <https://www.nisra.gov.uk/sites/nisra.gov.uk/files/publications/Drug-related%20Deaths%20in%20Northern%20Ireland%20-%20Findings.pdf>

⁶⁵ <https://www.gov.uk/government/publications/prescribed-medicines-review-report>.

This increases their chances of getting lower quality medication and incorrect dosage quantities which can lead to an accelerated risk of harm.

Harm Reduction

- 8.13 Harm reduction services have been proven over time to reduce alcohol and drug related harm, to provide vital and lifesaving services for those most in need, and to support people to begin their recovery journey. They also provide an important signal to those suffering from substance use related harm that their lives are meaningful and are worth saving.
- 8.14 It should be acknowledged that being abstinent from alcohol is not the outcome that all people will want to achieve, and harm reduction approaches will also be taken to reduce consumption at both hazardous and harmful levels. Recent research has shown that the use of controlled drinking as a harm reduction outcome is less than clear.⁶⁶

Evidence

- 8.15 The recently published Northern Ireland Audit Office⁶⁷ report on substance use services states that “There is clear evidence that harm reduction projects are a cost effective way of tackling the harms related to alcohol and drug use. The Department should ensure the further development of cost effective harm reduction initiatives as part of the new alcohol and drugs strategy”.
- 8.16 Harm reduction services include measures to reduce the spread of blood borne viruses, reverse overdoses through the supply of naloxone, provide alternatives to stabilise lives, provide advice on safer injecting and substance use, and provide guidance on how to reduce harm, the risk of overdose and death.
- 8.17 Much of the evidence for the effectiveness of specific harm reduction approaches is set out in “*The effectiveness of interventions related to the use of illicit drugs: prevention, harm reduction, treatment and recovery. A review of*

⁶⁶

https://www.researchgate.net/publication/232068307_Controlled_drinking_harm_reduction_and_their_roles_in_the_response_to_alcohol-related_problems

⁶⁷ <https://www.niauditoffice.gov.uk/publications>

reviews”⁶⁸ published by the Health Research Board in Ireland. In addition, there are a range of National Institute for Clinical Excellence⁶⁹ (NICE) guidelines for the delivery of specific interventions. Public Health England have also published advice responding to drug related deaths⁷⁰ and the Advisory Council on the Misuse of Drugs (ACMD) produced a report specifically on reducing opioid related deaths in 2016⁷¹.

Actions

8.18 The following actions are proposed to support progress against the outcome and indicators, based on the wider context and the evidence of what works in terms of harm reduction.

General	
C1	The PHA will continue to develop and expand highly accessible Low Threshold Outreach Services to meet the growing needs of those who use alcohol and other drugs.
C2	The PHA and HSCB will lead a process to develop a joined-up and integrated intensive outreach service to specifically identify and support those most at risk of alcohol and drug related deaths. It is vital that this links with existing statutory services, community and voluntary sector services, homeless services, and suicide prevention services.
C3	Increased screening and testing for blood borne viruses for those in treatment, with support to access follow-up treatment and support, including peer-led services.
C4	Suicide prevention training will be provided to all staff working in substance use related services.
C5	The Department of Health, the Department of Justice, and the PHA will continue to grow and expand the Drug & Alcohol Monitoring & Information System to ensure that up-to-date information on current trends is available to relevant key services and those at risk.

⁶⁸ https://www.hrb.ie/fileadmin/publications_files/Review_of_reviews_draft_03_FINAL_28_June_2017.pdf

⁶⁹ <https://www.nice.org.uk/guidance/ph52>; <https://www.nice.org.uk/guidance/ng64>; and <https://www.nice.org.uk/guidance/cg51>

⁷⁰ <https://www.gov.uk/government/publications/health-matters-preventing-drug-misuse-deaths/health-matters-preventing-drug-misuse-deaths>

⁷¹ <https://www.gov.uk/government/publications/reducing-opioid-related-deaths-in-the-uk>

C6	A process of strategically reviewing alcohol and drug related deaths at a regional level will be established under the Organised Crime Task Force to share trends and inform policy and practice.
C7	The PHA and the HSCB will work with experts to develop an Overdose & Relapse Prevention Framework to target those at most risk.
Other Drugs	
C8	The PHA will continue to develop and expand the Needle and Syringe Exchange Scheme, both within community pharmacies and within the community, to ensure adequacy of exchange services. This will include establishing measurement of packs distributed per person, with the aim of ensuring that we meet the WHO target of 200-300 sterile needle and syringe sets distributed per person per year.
C9	The PHA will expand the capacity of naloxone provision to people who use drugs, their peers, family members, and those likely to come into contact with those at risk of overdose. This will include establishing the need for nasal naloxone for carers and services on the periphery of substance use (such as police officers).
C10	Building on the current processes, the HSCB will put in place additional support to monitor prescribing levels and support for prescribers to better understand who may be at risk of harm through use/misuse of prescription medicines and to support associated harm reduction measures.
C11	The HSCB will produce an updated Prescription Drug Misuse Action Plan.

Consultation Question 8 – Will these actions achieve this outcome of reducing harm and will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?

9. OUTCOME D – PEOPLE ACCESS HIGH QUALITY TREATMENT AND SUPPORT SERVICES TO REDUCE HARM AND EMPOWER RECOVERY

Introduction

9.1 The focus of this chapter is on providing accessible, high quality, substance use related treatment and support to those who need additional help. Treatment should not be seen as the end point, and support must be provided for people to continue and maintain their recovery.

Indicators

General

- Numbers in treatment for substance use;
- Waiting times for treatment for substance use;
- Number waiting for treatment;
- Waiting time for Opioid Substitution Therapy (OST);
- Number on OST;
- Outcomes for those in treatment (Impact Measurement Tool and measures to be developed for statutory services);
- Rate of alcohol and/or drug related hospital admissions; and
- Service user feedback on treatment (to be developed).

Consultation Question 9 – Do you agree these indicators help to demonstrate progress against this outcome of accessing treatment? Are you aware of any other indicators that would demonstrate such progress?

Context

9.2 Many people who use substances may be able to reduce harm and take their recovery journey forward without specifically needing to access services. Therefore, self-care support and advice is critical to supporting people on their journey. However, some people will need further help and support on their recovery journey. Their needs are likely to differ over time, with more or less intensive services being required to meet those needs.

9.3 Treatment and support services in Northern Ireland are broadly structured in a 4-Tier model, as set out in the “Alcohol and Drug Commissioning Framework for Northern Ireland”.

- Tier 1 interventions include provision of alcohol and/or drug-related information and advice, screening and referral to specialised drug treatment interventions, provided in the context of general healthcare settings, or social care, education or justice settings where the main focus is not drug treatment.
- Tier 2 interventions include provision of alcohol and/or drug-related information and advice, triage assessment, referral to structured alcohol and/or drug treatment, brief psychosocial interventions, harm reduction interventions (including needle exchange) and aftercare. Tier 2 interventions may be delivered separately from Tier 3 but will often also be delivered in the same setting and by the same staff as Tier 3 interventions. Other typical settings to increase access are through outreach (general detached or street work, peripatetic work in generic services or domiciliary (home) visits), and in primary care settings.
- Tier 3 interventions include provision of community-based specialised alcohol and/or drug assessment and co-ordinated care planned treatment and alcohol and/or drug specialist liaison. Tier 3 interventions are normally delivered in specialised alcohol and/or drug treatment services with their own premises in the community or on hospital sites. Other delivery may be by outreach (peripatetic work in generic services or other agencies or domiciliary or home visits). Tier 3 interventions may be delivered alongside Tier 2 interventions.
- Tier 4 interventions include provision of inpatient and residential specialised drug treatment, which is care-planned and care-coordinated to ensure continuity of care and aftercare. Ideal settings to provide inpatient alcohol and/or drug detoxification and stabilisation are specialised dedicated inpatient or residential substance use units or wards.

9.4 Ensuring a clear pathway to a holistic treatment and support system and improving the quality of available treatment options is integral to achieving better outcomes. We must ensure that any silos or blockages in the system that detract from service users being able to access clear pathways to recovery are

eliminated. For example, the transition from moving from children/young person focused addiction services to adult based services has been highlighted as a challenging time for service users and one which can be fraught with difficulties due to the lack of specific connections between services.

- 9.5 Recent evidence, and experiences from elsewhere, provide some indication of likely future trends and the types of challenges in the years ahead. The proliferation of Novel Psychoactive Substances, misuse of prescription medicines, polydrug use, and the changing geographic and demographic profile of substance use are among the issues that will contribute to the demand for services under this strategy.

Improving Access & Removing Barriers

- 9.6 As outlined in the “Wider Context” section (Chapter 4), we must take into account and be fully aware of the effect that trauma and stigma have on the ability of people to access treatment and support and start themselves on the road to recovery. Individuals who have experienced significant trauma in either childhood or adulthood can develop addiction problems as a result of the psychological impact of these experiences. However stigma, either from the trauma and/or related to the addiction, can hamper any attempt at seeking support.
- 9.7 Women can experience barriers to engaging and sustaining involvement with treatment and rehabilitation services. Issues with childcare can also be a barrier for women attending treatment and after-care services.
- 9.8 We also need to consider the treatment and support services available to young people, both standalone alcohol and drug services, and the need for integrated services that respond to the complexity of young people’s lives.
- 9.9 A recurring theme in the process to co-produce this consultation document was a concern about access to services for people who have a co-occurring mental health and substance use problem, often called “dual diagnosis”. For some individuals, their alcohol and drug use and mental health is inter-related. Both general mental health difficulties and symptoms associated with psychological

trauma can lead people to “self-medicate” with alcohol and other substances to manage these aversive feelings. However, this heightened level of alcohol and drug use can, in turn, result in an exacerbation of these mental health issues. Guidelines (such as the *UK Guidelines on the Clinical Management of Drug Dependency*⁷²) are clear – no matter where the individual with co-occurring issues is first referred to, whether mental health or substance use services, they should work collectively together to address the issues and clients should not be referred back and forward between services unnecessarily.

- 9.10 However, service users often report difficulties in accessing services and unclear lines of referral. We will therefore need to address this issue both through this strategy and the forthcoming Mental Health Strategy.
- 9.11 Those who are homeless are also at a higher risk of harm related to substance use, with those who are rough sleepers or those using emergency accommodation particularly at risk. While substance use can lead to homelessness, homelessness can also contribute to the development of substance use problems.

Evidence

- 9.12 Treatment and support works. The evidence shows that investment in substance use treatment can substantially reduce the economic and social costs of substance use related harm. The *Drug Treatment Outcomes Study* (DTORS)⁷³ suggested that there are net benefits from treatment, with an overall benefit-cost ratio of approximately 2.5:1. This suggests that every £1 invested in treatment results in a £2.50 benefit to society. It also estimated that the cost of healthcare alone for adult substance users coming to harm but not in structured treatment was £5,380 per annum, and that healthcare costs fall by 31% when users are in treatment. There will also be additional savings to justice and other settings from ensuring the provision of accessible and quality treatment and support.

⁷²

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/673978/clinical_guidelines_2017.pdf

⁷³ Referenced in this Public Health England report:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/586111/PHE_Evidence_review_of_drug_treatment_outcomes.pdf

- 9.13 There is a range of guidelines and evidence in respect of the effectiveness of treatment and support services. The main document is the “*UK Guidelines on the Clinical Management of Drug Dependency*”⁷⁴, page 42 of which outlines the principles for trauma informed care. A similar document is currently being produced for the treatment of alcohol dependence. In addition, in 2017, the Health Research Board in Ireland published “*The Effectiveness of Interventions related to the Use of illicit drugs: Prevention, Harm Reduction, Treatment and Recovery. A review of reviews*”⁷⁵, and there are a number of related National Institute of Clinical Excellence (NICE) guidelines⁷⁶.

Workforce Development

- 9.14 We must ensure that we have the capacity to deliver on this strategy. As part of this it is important to ensure that all those who work across the substance use field, and those who come into contact with people at risk, have the necessary skills and experience to help and support people through their recovery journey.

Actions

- 9.15 The following actions are proposed to support progress against the outcome and indicators, based on the wider context and the evidence of what works in terms of harm reduction.

General	
D1	The COVID-19 Addiction Services Rebuilding Plan will be implemented to ensure that substance use services are in place and that learning from how services operated during the pandemic is built into future delivery and planning for any future waves.
D2	The PHA and the HSCB will ensure that self-care advice and support is available through a range of sources, including online, via apps, etc.

⁷⁴https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/673978/clinical_guidelines_2017.pdf

⁷⁵ https://www.drugsandalcohol.ie/27253/1/fHB2656_Review%20of%20reviews_web.pdf

⁷⁶ <https://www.nice.org.uk/guidance/ng135>; <https://www.nice.org.uk/guidance/ph24>; and <https://www.nice.org.uk/guidance/ng64>;

D3	The PHA will continue to deliver a programme of workforce development in relation to substance use, in line with national standards such as DANOS ⁷⁷ etc. This would include the need for a trauma-informed approach and appropriate training on stigma associated with substance use.
D4	<p>The PHA and the HSCB will revise the Alcohol and Drug Commissioning Framework for Northern Ireland to produce a new strategic plan that is outcomes focused and in line with the strategy, evidence and best practice guidelines. This new plan should:</p> <ul style="list-style-type: none"> • ensure that the population of NI have access to a continuum of service with clear pathways and step up/step down provision; • ensure that all services are delivered in line with the UK-wide “Drug Misuse and Dependence: Guidelines on Clinical Management”⁷⁸; • provide support to address the wider physical, mental health, and wellbeing needs of those in treatment, including housing, education, employment, personal finance, healthcare e.g. they should be supported to stop smoking and address other physical health conditions; • recognise the importance of co-production and strengthen joint working between the community and voluntary sector, service users and peers, and the Health and Social Care Sector; and • develop a clear governance structure to provide oversight and support consistent implementation of the priorities identified within the strategy across the region.
D5	A review of Tier 3 services (to include pathways and linkages to Tier 2 services) will be completed, with the development of an implementation plan to increase access to services to those most at risk and to reduce waiting times.
D6	The PHA and the HSCB will review services available for children and young people, particularly looking at the transition of young people from children to adult services. This will include standalone services commissioned by the PHA, and the expansion of the DAMHS service within CAMHS.

⁷⁷ <https://www.skillsforhealth.org.uk/resources/service-area/19-alcohol-drugs>

⁷⁸ <https://www.gov.uk/government/publications/drug-misuse-and-dependence-uk-guidelines-on-clinical-management>

D7	The HSCB will review the support provided for those with co-occurring mental health and substance use issues urgently, to ensure that services are delivered in line with the relevant guidelines and ensure collaboration across all key services.
D8	Building on the ongoing project in the Western Health & Social Care Trust area to design and develop an integrated model between all Tiers of Addiction Services and the Regional Trauma Network, the proposed model will be considered and rolled out across the region.
D9	The PHA, the HSCB and the HSCTs will work to strengthen the link between maternity (including neo natal) and substance use services, and that treatment services work to reduce barriers for women and those with childcare responsibilities.
D10	Family support services will be reviewed by the PHA to ensure that evidence-based supports are available for all those who wish to avail of them, whether or not their family member is in treatment. Service models will also be updated to ensure the involvement of family members in treatment as appropriate.
Alcohol	
D11	Alcohol treatment and support services will be taken forward in line with the new UK-wide Clinical Guidelines on Alcohol, once these have been finalised.
Other Drugs	
D12	The HSCB will take forward the recommendations from the review of Opioid Substitution Therapy with a specific focus on reducing waiting times with the target that no-one waits more than 3 weeks, at most, from referral to assessment and treatment.

Consultation Question 10 – Will these actions achieve this outcome of accessing treatment and will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?

10. OUTCOME E – PEOPLE ARE EMPOWERED AND SUPPORTED ON THEIR RECOVERY JOURNEY

Introduction

10.1 The focus of this chapter is on empowering recovery for those who experience harm related to their substance use. This goes beyond reducing demand to putting in place supports to help people throughout their recovery journey.

Indicators

General

- Measure of Stigma (to be developed);
- Proportion of people in treatment who receive support to access services that promote recovery;
- Number of people involved in recovery communities or mutual aid supports; and
- Outcomes for those in recovery communities or mutual aid supports.

Consultation Question 11 – Do you agree these indicators help to demonstrate progress against this outcome of empowering people? Are you aware of any other indicators that would demonstrate such progress?

Context

10.2 People who use substances have the same right to health as anyone else, and have the same rights as non-users to access other health services – their substance use should not be a barrier to accessing wider support. For some, this will mean access to prevention and early intervention, harm reduction, treatment and support. However, some will require further help and support, not only in relation to their substance use but also the circumstance in which they are born, develop, grow, live, work and age that enable them to live longer, more active, healthier lives.

10.3 People with alcohol and drug problems are also some of the most vulnerable and excluded people within our communities and society. They can experience

stigma, and discrimination, from others in their communities, from the media and from all of society. In particular they are at risk of violence from some paramilitary and vigilante groups, which can further stigmatise them and make them less likely to come forward for treatment and support. This is unacceptable and has to change.

Recovery

- 10.4 Recovery is a journey – it involves people setting their own goals and aspirations, and being respected and supported to achieve this. It must also be recognised that part of the recovery journey can often involve relapse. For some people, reducing harm and stabilising their lives will be the goal, some may wish to reduce harm from and intake of their primary substance of use, and for some it might mean a move to abstinence. It is important that we value all these goals and empower people to support them. These goals may also be dynamic over time and this is why person-centred approaches are vital.
- 10.5 We also need to give hope to individuals and show them that their lives matter. By making recovery more visible to them, we have the opportunity to signal that individual lives matter, that positive change can be achieved and that support can be provided to people throughout their recovery journey.
- 10.6 Social isolation can be a real issue for those using substances and their families, including during their recovery journey. There is the potential to use recovery communities to provide safe spaces for people to connect with others on their journey and to support each other.
- 10.7 We also need to ensure that all our approaches, projects and services are informed by service users, their families, and other experts by experience. They have much they can add from their perspective that can improve the effectiveness and quality of our services. By listening to people who have experienced these issues, by involving them in co-designing and co-producing our services and responses, by being prepared to be challenged by their views and sharing power to make changes, we can develop new and innovative solutions to meet the challenges we are facing.

Evidence

10.8 The Health Research Board in Ireland published “*The effectiveness of interventions related to the use of illicit drugs: prevention, harm reduction, treatment and recovery. A review of reviews*”⁷⁹ which includes evidence in relation to recovery and re-integration that has informed this chapter. In addition, the UK Advisory Council on the Misuse of Drugs established a specialist Recovery Committee that has been providing advice and guidelines in respect of the recovery agenda⁸⁰. There are also relevant NICE Guidelines⁸¹.

Actions

10.9 The following actions are proposed to support progress against the outcome and indicators, based on the wider context and the evidence of what works in terms of recovery.

General	
E1	The Department of Health, the PHA and the HSCB will work with experts and key stakeholders, including those with lived experience, to address stigma as a way of reducing barriers to seeking treatment, to improve prevention and to reduce harm.
E2	We will build on the regional structure in place to support the involvement of experts by experience, service users and their families at all implementation levels of this strategy, from policy development to local service design and delivery.
E3	The PHA, the HSCB and Health & Social Care Trusts will work with service users and their families to support the development and commissioning of recovery communities, mutual aid and peer-led support including research throughout Northern Ireland.
E4	Learning from support provided in relation to deaths by suicide, the PHA will develop material and services for those bereaved by substance use. Acknowledging the complexity of these issues and the potential stigma,

⁷⁹ https://www.drugsandalcohol.ie/27253/1/fHB2656_Review%20of%20reviews_web.pdf

⁸⁰ <https://www.gov.uk/government/organisations/advisory-council-on-the-misuse-of-drugs>

⁸¹ <https://www.nice.org.uk/guidance/qs23/chapter/Quality-statement-7-Recovery-and-reintegration>

	these should be built into existing bereavement supports and not a stand-alone service.
E5	The Department of Health will liaise with the Department for the Economy on how to ensure that there are no barriers for service users in accessing employability training and support.
E6	The Department of Health will liaise with the Northern Ireland Housing Executive and the Department for Communities on how to reduce homelessness among, and improve access to housing for, service users.

Consultation Question 12 – Will these actions achieve this outcome of empowering people and will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?

11. OUTCOME F – INFORMATION, EVALUATION AND RESEARCH BETTER SUPPORTS STRATEGY DEVELOPMENT, IMPLEMENTATION AND QUALITY IMPROVEMENT

Introduction

- 11.1 The focus of this chapter is on how we can improve our knowledge of what works and the impact we are having to ensure this strategy is delivering its aims and objects. It also focuses on ensuring that research and evidence feeds strategy and policy development, implementation and good practice.**

Indicators

- 11.2 These are enabling measures so we do not propose having specific indicators for this outcome chapter.**

Monitoring

- 11.3 We have a range of information from surveys, hospital data, justice data, service data, etc., and it is vital that this information is collated, analysed and made available to all key stakeholders in a transparent and usable format. In addition, we need to review the monitoring information we are collecting to ensure it is fit for purpose and is required – data should not be collected unless it serves a purpose for strategic/policy development or performance management so as to focus on the information that provides the greatest insight.**
- 11.4 We also need to ensure we take opportunities to benefit from new data sources as they come on-stream. We must also be aware of the importance of gathering the same data over a significant amount of time to ensure trends are captured and properly understood.**
- 11.5 The sharing of information between services is a key challenge and one that we must look to address to reduce the burden on service users and to fully manage risk across all key stakeholders. All information sharing will be in line**

with the requirements of the Data Protection Act 2018 (DPA) and the General Data Protection Regulation (GDPR) (EU) 2016/679.

Outcomes Based Evaluation

- 11.6 There are a range of new actions that will be developed by partners in the delivery and implementation of this strategy. In line with the Evaluation, Evidence and Good Practice-Based value and principle for this strategy, as well as the approach taken by the Programme for Government, these should be monitored and/or evaluated on the basis of the outcomes they achieve in terms of making people's lives better and not just on process information and data. This is particularly important for new actions or innovative approaches, where the evidence may not yet point in a clear direction.
- 11.7 We commit that the findings from these outcome-based evaluations will be used to directly inform decision-making in both the long and short term.
- 11.8 As at present, no funding will be provided to projects, services or organisations which do not provide outcome or evaluation data.

Research

- 11.9 We also need to recognise that while we broadly know "what works", there are still many areas where evidence is lacking and outcomes are unclear. Many organisations collect and use data in various formats, so there must be a method to allow for data linkages to be made, in line with GDPR requirements. In addition, substance use is dynamic so trends can change quickly and we need to ensure we have access to quickly available evidence and research that is specific to the needs of the people in Northern Ireland, as well as evidence from a national or international perspective. A planned and comprehensive research programme will therefore be essential to ensuring this strategy remains up-to-date and evidence informed as its implementation moves forward.

Actions

- 11.10 The following actions are proposed to achieve the outcome in relation to information, evaluation and research.

General	
F1	The Department of Health will publish regular update reports on the implementation of this strategy, outlining progress against its outcomes, indicators and actions.
F2	Consideration will be given to developing or amending current monitoring mechanisms to ensure these are robust and fit-for-purpose.
F3	The HSCB will develop an outcomes framework for all Tier 3 and Tier 4 services to monitor the impact and effectiveness of these services. Tier 1 and 2 services commissioned by the PHA will continue to be required to complete the Impact Measurement Tool.
F4	A funded two-year research programme will be developed to meet the needs of the development and implementation of this strategy. A new cross-sectoral sub-group will be established to support the development and oversight of this programme. This sub-group will also consider linkages between research in this sector as well as legacy of research.

Consultation Question 13 – Will these actions achieve this outcome of better information, evaluation and research? Which actions would you prioritise if they cannot all be taken forward, or are there other actions likely to have a bigger impact?

12. MAKING IT HAPPEN – GOVERNANCE and STRUCTURES

Introduction

- 12.1 It is essential that robust governance structures are put in place to ensure that the final strategy is overseen and delivered in line with the final agreed vision, and that outcomes are achieved – measured via positive progress on indicators – through the delivery of the agreed actions. This chapter will outline the proposed delivery structure for the new strategy, seeking to achieve alignment from the strategic to the local level.

Structures

Strategic Level

- 12.2 As set out earlier in this document, it is vital that we see substance use within our wider approach to improving health and addressing health inequalities. It is therefore proposed that the Cross-Departmental Ministerial Committee on Public Health, which oversees the delivery of *Making Life Better* at the Executive level, provides the overall Ministerial governance for this Strategic Framework.
- 12.3 In order to support and advise the Ministerial Committee on Public Health, a new cross-sectoral/cross-departmental Programme Board will be established to drive forward and oversee the implementation of *Preventing Harm, Empowering Recovery*. The membership of the Programme Board will cover health, justice, academics, community/voluntary sector, local government and vitally service users, their families, and other experts by experience. The Programme Board will establish policy advisory sub-committees on specific elements of the strategy as required.

Regional Delivery

- 12.4 The Public Health Agency and the Health & Social Care Board will establish a new Regional Implementation Board to oversee the delivery of the strategy within the Health & Social Care Sector, and to align with key partners in other sectors. To avoid duplication and to ensure alignment of the strategic direction across both this strategy and the forthcoming Mental Health Strategy, this

implementation board will also serve as part of the governance and delivery structures for the Mental Health Strategy.

- 12.5 The Organised Crime Task Force Drugs Group will continue to co-ordinate enforcement activity and intelligence sharing at the regional level. The Drug & Alcohol Monitoring & Information System (DAMIS) and Drug Deaths intelligence sharing will remain key agendas for this group. There will also be closer cooperation with relevant agencies in Ireland so that there can be early warnings of trends on a cross-border basis.

Local Delivery

- 12.6 *Preventing Harm, Empowering Recovery* clearly recognises that local assessment of need, and the development and delivery of services, programmes and initiatives to meet these needs, is paramount to address these issues effectively. It is therefore vital that local structures are in place that support these functions. Previously these had been delivered through the local Drug and Alcohol Co-ordination teams (DACTs), supported by the PHA and the DACTs Connections Service.
- 12.7 However, the local delivery landscape has changed dramatically in recent years. Policing and Community Safety Partnerships (PCSPs) are now well established and Community Planning structures at local government level also now exist. We believe there is still a need for local partnerships focused specifically on the harm related to the use of alcohol and other drugs, however, it would now be appropriate for the PHA to review the role, function and membership of Drug & Alcohol Co-ordination Teams, supported by DoH and other partners, to ensure they are effective and strategically placed to inform, support and monitor the delivery of *Preventing Harm, Empowering Recovery*. This review should include an assessment of the linkages and overlaps with other local delivery structures. DACTs will remain in place until this review is completed.

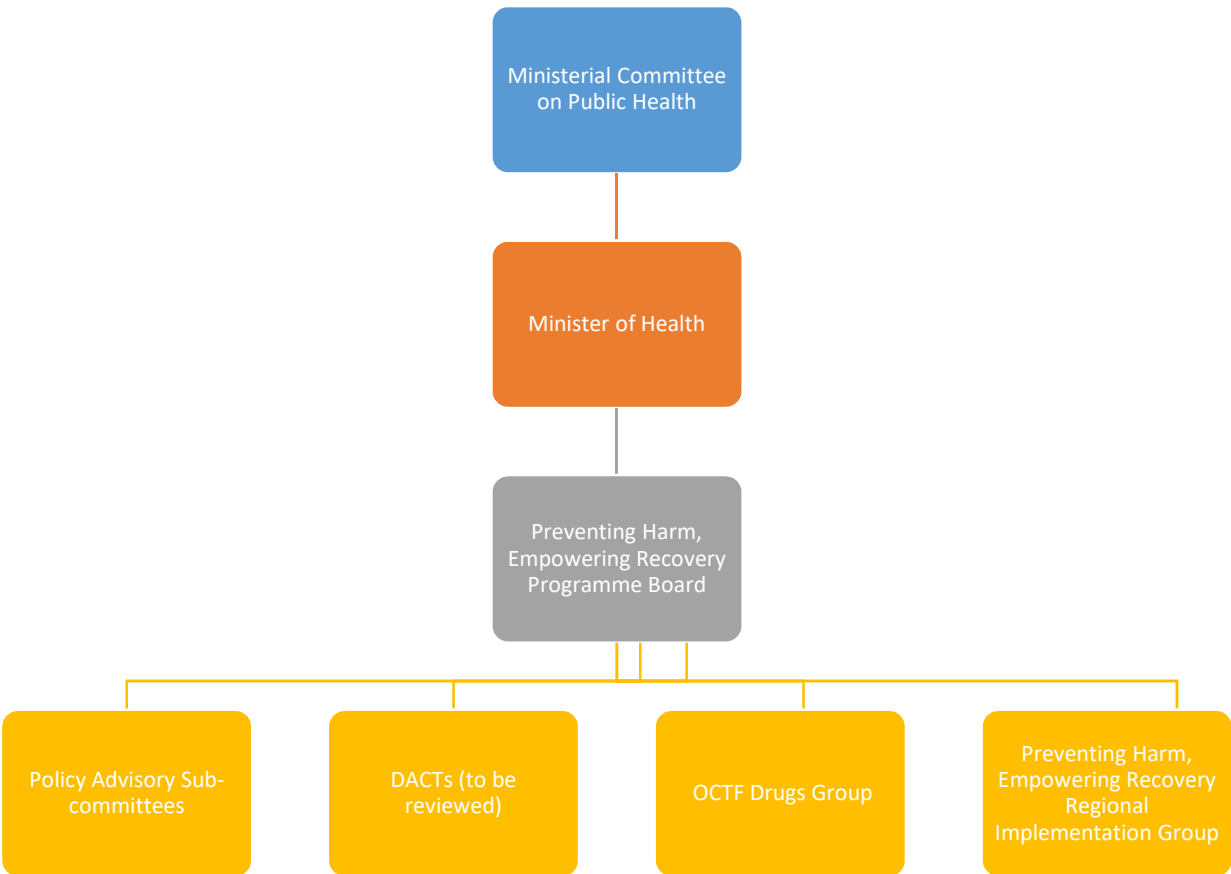
Consultation Question 14 – Do you agree with the proposal to review the role, function and membership of DACTs, and consider linkages with other local delivery structures?

Involvement of Service Users and the Community and Voluntary Sector

- 12.8 Given that “Shared Responsibility, Co-Production & Collaboration” is proposed as a key value in the development and implementation of *Preventing Harm, Empowering Recovery*, service users must be represented at every level of the strategy’s governance structures – from the Programme Board, to the sub-committees, to DACTs (to be reviewed), down to being involved in the design and implementation of local services. The experience and expertise of service users should be central to everything we take forward.
- 12.9 Similarly the community and voluntary sector play a key role in identifying issues, proposing solutions, holding the public sector to account, and advocating for their local communities and clients. It is essential that their voices are heard throughout the governance structures for *Preventing Harm, Empowering Recovery* – with membership at the programme board, the sub-committees, and DACTs (to be reviewed).

Overall Structure

- 12.10 We are therefore proposing the governance structure would look like the below:



Consultation Question 15 – Do you agree with the proposed governance structures? Have you any further comments?

Funding

12.11 Currently DoH invests approximately £16 million per year in delivery of the previous strategy. However, it is difficult to estimate the total funding that supported the implementation of the NSD Phase 2 as additional resources, both financial and people, were invested in its supporting actions. For example, a proportion of the Police Service of Northern Ireland budget will be spent on reducing supply, and a proportion of the Education budget will be spent on resilience and knowledge raising but it is impossible to disaggregate these out from overall budgets and universal approaches.

12.12 Following this consultation process, and the finalisation of actions, we will need to determine what funding is required to deliver on the new strategy.

Timeframe

12.13 While this is a long term strategy, it should operate initially for a five-year period before being revised and updated in light of circumstances at that time. It may be that the strategy is fully reviewed and a new one developed, or that a new action plan developed, within the overall policy framework, to be delivered in the following 3 to 5 years.

Consultation Question 16 – Do you agree with the Timeframe proposed? Have you any further comments?

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REVIEW OF THE NEW STRATEGIC DIRECTION FOR ALCOHOL AND DRUGS TERMS OF REFERENCE JULY 2017

INTRODUCTION

The New Strategic Direction for Alcohol and Drugs (NSD) Phase 2 is the Executive's cross-departmental strategy for preventing and addressing the harm related to substance use in Northern Ireland. It followed on from the original New Strategic Direction for Alcohol and Drugs which was reviewed and updated in 2011/12. The NSD has been a living document with additional action and priorities added during its life.

Detail

The original NSD had a five-year life span (covering the period 2006 to 2011). During 2009 and 2010, discussions were undertaken by the NSD Steering Group, the Advisory Groups, the Health and Social Care sector, and other key stakeholders on how these issues could be taken forward once the NSD ended.

It was initially agreed that an update document be developed to see how effective the NSD was in terms of delivering on its aims and objectives. This document looked particularly at the progress against the NSD's key priorities, completion of the NSD outcomes, and progress against its indicators.

Overall, the update was very positive, and it highlighted much progress in key areas. It also raised a number of areas where not as much progress had been made as originally anticipated and which would require further work. It also highlighted that a number of the strategic drivers had changed during the period 2006-2011, and that a number of new issues had emerged that were not originally a high priority within the NSD.

The NSD Steering Group acknowledged that significant progress had been made, but it also recognised that the timespan for the original NSD allowed a limited amount of time for a public health strategy to be embedded and, particularly, to change culture and behaviours.

Accordingly it was agreed that, rather than undertaking a full new strategic development process, the existing NSD (in light of the update document) would be reviewed, revised, and extended until 2016. This decision was taken to ensure a consistent approach on the issue over a ten-year period, and to ensure that resources continue to be directed at front-line services, programmes, and interventions.

This process would also allow the NSD Phase 2 to reflect new trends, and re-direct effort to where it is most needed or to where new issues/concerns are emerging.

Emerging Issues

As highlighted above, since the publication of the original NSD a number of issues had emerged – and these issues now have a greater prominence in NSD Phase 2. These emerging issues were identified, noted and considered by the NSD Steering Group and the relevant Advisory Groups. This process was also informed by the Independent

Sector Forums, the Advisory Council on the Misuse of Drugs, the British-Irish Council Drug Misuse Sectoral Group, and recent research. These issues were also acknowledged in the NSD Update Report. These emerging issues include:

- Prescription or Over-The-Counter Drugs
- Emerging Drugs of Concern / “Legal Highs”
- Families and Hidden Harm
- Recovery
- Mental Health, Suicide, and Drugs and Alcohol Misuse, Sexual Violence and Abuse, and Domestic Violence
- Alcohol; and
- Local funding

Consultation

NSD Phase 2 was issued for public consultation on 04 March 2011, and the process ran until 31 May 2011. In order to aid the analysis of the responses to the consultation, the Department provided a consultation ‘Response Questionnaire’. The questionnaire focused responses on the main proposals in NSD Phase 2. In addition to this, respondents were encouraged to provide any general comments.

NSD Phase 2 Extension

NSD Phase 2 was originally anticipated to be a 5-year strategy document running from 2011 to 2016. However, there was a delay in publishing and implementing the final document while awaiting Executive approval. In addition, one of the key outcomes in the Strategy was the development and implementation of a Commissioning Framework for Alcohol and Drug Services. The process to develop this framework, and to commission services within its parameters, took longer than anticipated – meaning these services only came on-stream in financial year 2015/16.

The former Minister therefore agreed to extend the implementation of NSD Phase 2 by at least a year to give the strategy its full five years of implementation, allow the newly commissioned services time to bed in and to impact on the indicators and outcomes, and allow for a better fit in with the timescale for the Commissioning Framework.

AIM OF REVIEW

The aim of this review is to evaluate the impact of NSD Phase 2 on its aims of preventing and addressing harm related to substance use in Northern Ireland. This will be a comprehensive, inter-departmental evaluation, facilitated and led by DoH, which will consider fully the outputs of the strategy, i.e. what has been done and the outcomes, what difference this has made to people’s lives, etc. It will also consider the effectiveness of the current NSD structures and make recommendations on the way forward.

SCOPE OF THE REVIEW

The review will consider three specific aspects of the implementation of the NSD Phase 2 strategy:

- a. **Outputs** – i.e. the action which has been taken by Government Departments and their agencies, through the NSD structures, and the progress made.

- b. **Outcomes** – i.e. – the impact that NSD Phase 2 has had on the range of indicators and outcomes it set out to achieve and the differences made for the public, service users and carers.
- c. **Stakeholder views and structures** – a review of the views of key stakeholders on the delivery of the NSD and the associated structures, in the context of recent and emerging Government policy.

It will also consider the necessary actions and structures to take forward to prevent and address substance use following the end of the current Strategy.

Given the nature of the funding, and the interconnectedness of the actions and outcomes with other government strategies and actions, it will not explicitly deal with value for money at the strategic level – but the organisations delivering on individual actions should be continuously monitoring the value for money of these at that level.

TIMING OF ASSIGNMENT

The target date for completion of the NSD Review is 31 March 2018.

NSD Phase 2 will remain extant until the review is completed and, if deemed appropriate, a new strategy is put in place.

METHODOLOGY

Each Department/Agency with responsibility for actions within NSD Phase 2 will take ownership of the evaluation of their own actions. DoH will lead on the completion of the evaluation and collate input from other Departments/Agencies.

The methodology for carrying out this evaluation is as follows:

	Action	Detail
1	Evaluation of Outputs	The evaluation of outputs can be evaluated primarily using quantitative analysis. This will involve each Department/agency with responsibility for actions in the NSD Phase 2 gathering information on what action has been taken to implement their actions. DoH gathers monitoring information on the progress of the actions on an annual basis. This will be used as a basis for evaluating the outputs, however Departments will add to this with statistical information etc. where this is available.
2	Evaluation of Outcomes	The evaluation of outcomes requires gathering of quantitative analysis across a range of indicators and outcomes. As part of this exercise, Departments should cross-reference any reviews or evaluations completed by their Department or by Arms Length Bodies, community &

		voluntary sector, highlighting any relevant information or findings therein. DoH will collate the outcome analysis.
3	Analysis of the Effectiveness of the NSD Phase 2 and its Structures	On behalf of DoH, the Institute of Public Health in Ireland will lead a qualitative piece of work with key stakeholders on how effective they believe the NSD strategy has been to date, what learning there has been, what could come next, and the effectiveness of the structures and learning in this area.

ROLES AND RESPONSIBILITIES

The evaluation will be led by DoH with input from the other Departments and Agencies with responsibility for actions. IPH will lead the qualitative work with stakeholders – giving a greater independence to this work.

The NSD Steering Group act as the steering group for the review. Updates on progress will be given at each meeting.

The Health Minister will agree the review and seek comments and agreement from the Executive.

OUTPUTS AND TIMETABLE

Target date for completion of the evaluation is March 2018. An indicative timetable for the various phases of the evaluation is set out below.

OUTPUT	TARGET DATE
1. Agree Terms of Reference	Next NSD SG Meeting
2. Evaluation of Outputs and Outcomes of NSD Phase 2 Actions	End December 2017
3. Analysis of the effectiveness of NSD Phase 2 and its Structures	End February 2018
4. Develop Options for Way Forward	March 2018
5. Finalise Report and Sign off	End March 2018

ANNEX II

**PRE-CONSULTATION EXERCISE TO SEEK VIEWS ON A SUCCESSOR
STRATEGY TO THE NEW STRATEGIC DIRECTION FOR ALCOHOL AND
DRUGS PHASE 2
TERMS OF REFERENCE
FEBRUARY 2019**

Background

The Health Development Policy Branch (HDPB) within the Department of Health (DoH) is responsible for leading and co-ordinating action on Northern Ireland's substance use strategy across government departments, the Voluntary & Community Sector and other relevant agencies on a regional and local basis. The current strategy launched in 2012 – the ***New Strategic Direction for Alcohol & Drugs Phase 2*** (NSD Phase 2) – is taken forward under the structures and mechanisms set up under NSD Phase 2 endorsed by the former NI Executive in 2012.

DoH recently reviewed and evaluated the implementation of this strategy in order to evaluate its effectiveness and is now moving forward to the next phase of the process which is to seek views on what should be included in a possible successor strategy. As part of this process, it is intended to carry out a pre-consultation exercise to help inform the development process. Separate pieces of work will look at both the evidence base and developing a successor strategy. Subject to approval, further formal public consultation would take place on any new proposed substance use strategy whenever Ministers are in place to make decisions.

The NSD Phase 2 Review Report is available online at: <https://www.health-ni.gov.uk/publications/alcohol-and-drug-misuse-strategy-and-reports>

Tasks

As part of the exercise, it will be necessary to seek out the views of a wide range of individuals, organisations, agencies, and groups. The following tasks will be carried out:

- conduct a pre-consultation exercise to help inform the development of strategic recommendations for addressing alcohol and drug-related harm in Northern Ireland to follow on from NSD Phase 2;
- collect data and evidence from the general public, interested groups, organisations involved in substance use, individual projects, healthcare professionals from the statutory, community and voluntary sector and others;
- collate said data and evidence to be set within pre-defined themes; and
- produce summary reports of data and evidence within above themes for consideration by the Advisory Group and the NSD Steering Group.

It is envisaged the data collection will primarily involve the following three elements:

- an Online Survey (using Citizen Space)
- a series of Focus Group events / workshops (aligned with the process led by the PHA and the HSCB in relation to the revision of the Regional Commissioning Framework for Alcohol and Drug Services); and
- Bi-Lateral Meetings.

It is anticipated that, as per the recommendations in the review, the pre-consultation process will be taken forward in line with an outcomes based accountability approach.

Project Requirements

In order to facilitate the development of the Pre-Consultation Exercise, a small Advisory Group will be established and tasked with looking at specific issues and developing strategic recommendations to be included in a successor strategy to NSD Phase 2. This Group will ensure adherence to the NICS document [A Practical Guide to Policy Making in Northern Ireland](#). The group will report to the NSD Steering Group – which will retain strategic oversight of the process.

Membership will consist of officials & representatives as appropriate from: DoH, DoJ/PSNI, PHA/HSCB, the Chairs of DACTs, NIADA and RSUN/SU reps.

Roles & Responsibility

HDPB will:

- develop a framework, in consultation with the Advisory Group, for undertaking the pre-consultation process as described, including a detailed work plan which outlines proposed methodology;
- make all necessary arrangements for the focus group events i.e. venue, dates, timetables, materials and equipment. DoH will identify potential participants and provide a list of points of contact;
- provide regular progress reports to the Advisory Group;
- provide data/evidence and summary reports to the NSD Steering Group; and
- provide any additional analysis felt appropriate for the Pre-Consultation Exercise.

The Advisory Group will:

- provide expert advice and guidance;
- inform the development of the consultation framework;
- support the identification of stakeholders and engagement opportunities; and
- support the development of final report.

Timescales & Deliverables

DoH intends to commence this process during February 2019, to be undertaken in line with the Review of the Alcohol & Drugs Commissioning Framework led by the PHA. All work associated with this pre-consultation exercise should be completed by 31 December 2019.

DoH reserves the right to extend the project's timescale to enable the Pre-Consultation Exercise to be fully completed in accordance with this Terms of Reference. There should be a contingency for a further 3 months under the Project Requirements of these TOR.

OUTPUTS AND TIMETABLE

Target date for completion of the Pre-Consultation Exercise is 31 December 2019. An indicative timetable for the various phases of this exercise is set out overleaf.

OUTPUT	TARGET DATE
4. Agree Terms of Reference	08 March 2019
5. Devise Online Survey Questionnaire for Completion	19 April 2019
6. Hold Focus Groups / Pre-Consultation Events	May/June/July 2019
7. Hold a series of Bi-Lateral Discussions	May/June 2019
8. Complete Analysis of the responses for consideration by Advisory Group	30 September 2019
6. Draft Summary Report, including Options/Recommendations for Way Forward	30 September 2019
7. Present Report to NSDSG and sign off	NSD Meeting following completion of 6.

It is important to note that the outputs listed above relate solely to this pre-consultation exercise. Work will be undertaken separately by HDPB to examine the evidence base and also to begin development of a possible successor strategy for public consultation.

GDPR / Retention of Data / Intellectual Property

The General Data Protection Regulation (GDPR), which came into force on 25 May 2018, requires all of us to process personal data in accordance with the data protection principles: <https://www.health-ni.gov.uk/articles/health-development-policy-branch-and-health-improvement-policy-branch-steering-groups-privacy-notice>

Any data collected by HDPB shall remain the intellectual property of the Department of Health. Once commissioned, all documents/results of the study will become the property of DoH who are the accounting department for HDPB. This will include all questionnaires/survey documents used to inform the summary report.

Any online questionnaires / survey documents completed & returned to the HDPB will become the property of DoH. The results of this pre-consultation exercise will also become the property of the Department.

References

Relevant documents are available on the DoH website at:

<https://www.health-ni.gov.uk/publications/alcohol-and-drug-misuse-strategy-and-reports>

<https://www.health-ni.gov.uk/articles/alcohol-statistics>

PRE-CONSULTATION EXERCISE: SUMMARY of RESPONSES

NOVEMBER 2019

Background

Endorsed by the former NI Executive and launched in 2012, Northern Ireland's current cross-sectoral substance use strategy – the ***New Strategic Direction for Alcohol & Drugs Phase 2*** (NSD Phase 2) – was recently reviewed and evaluated in order to evaluate the effectiveness of its implementation. The NSD Phase 2 Review Report is available online at: <https://www.health-ni.gov.uk/publications/alcohol-and-drug-misuse-strategy-and-reports>.

In line with an Outcomes Based Accountability approach (as per the recommendations in the Final Review Report), the review process moved forward to the next phase by carrying out a pre-consultation exercise in order to seek views on what should be included in a possible successor strategy, and to help to inform the future strategy development process. The pre-consultation process is an attempt to seek collective agreement on the need for a new strategy, and on the Outcomes, Indicators and Priority Areas it should target.

The overall aim is to agree a collective vision before moving on to the more detailed action that will subsequently be taken to develop proposals for any new substance use strategy going forward. Subject to the political situation and having obtained the necessary approval to proceed, the intention is to have a further formal public consultation on these proposals in early 2020.

Pre-Consultation Exercise – Process / Approach

The Online Survey was launched on **17 May 2019** with an original closing date of 09 August 2019, which was later extended to **06 September 2019**.

Adopting a blank page approach, the pre-consultation sought the views of a wide range of individuals, organisations, agencies and groups by:

- conducting a pre-consultation exercise to help inform the development of strategic recommendations for addressing alcohol and drug-related harm in Northern Ireland to follow on from NSD Phase 2;
- collecting data and evidence from the general public, interested groups, organisations involved in substance use, individual projects, healthcare professionals from the statutory, community and voluntary sector and others;
- collating data and evidence within pre-defined themes;
- producing a summary report of data and evidence for consideration by the Pre-Consultation Advisory Group and the over-arching NSD Steering Group.

The data collection primarily involved the following 3 elements:

- an Online Survey using Citizen Space;
- a series of engagement events / Focus Groups / workshops
- Bi-Lateral Meetings.

Data Analysis

57 responses were received in total, with 15 responses received from individuals and 42 responses received from organisations. (Online Survey via Citizen Space = 30; Word / pdf versions received from organisations = 27).

The survey was mainly designed to capture views on the need for a new strategy and seek agreement on the Outcomes, Indicators and Priority Areas it should target.

Most of the survey questions contained open text fields to allow submission of views and supporting evidence. A few questions allowed a quantitative analysis in order to provide a high-level overview of what approach respondents felt should be adopted and what should be included for consideration when developing proposals for a new strategy. It should be noted however some respondents did not complete the actual survey template and merely provided submissions to the Department, meaning that all the questions were not answered and accordingly the figures below are skewed somewhat – the views represented in these submissions were captured where appropriate.

In addition to the Online Survey, a number of engagement events and meetings were held, where attendees were encouraged to respond to the survey and where views and comments were recorded – these are broadly reflected and represented in the analysis below. In order to provide more localised flavour, each DACT also arranged events specific to their respective areas and collective responses were submitted. Similar meetings were held with service users, local community fora and DACTs/PCSPs.

Overview:

4. Does NI still need a substance use strategy?

Yes = 81%; No = <2%

5. Should any new strategy continue to cover both Alcohol & Drugs?

Yes = 81%; No = <2%

6. If still a combined strategy, should Alcohol & Drugs have equal priority?

Yes = 72%; No = 7%

8. Should a future strategy have a set of Values & Principles?

Yes = 72%; No = 0%

Outcomes & Indicators:**11. What do you believe the Key Focus of any new strategy should be?**

- Early Intervention 79%
- Harm Reduction 75%
- Recovery 72%
- Treatment & Support 72%
- Prevention 72%
- Supply Reduction 44%
- Regulation, Legislation & Enforcement 40%
- Other 33%

Actions & Gaps:**17. Have you any views on where existing or additional resources should be prioritised?**

- Early Intervention 68%
- Prevention 65%
- At-Risk Population Groups 58%
- Treatment & Support 58%
- Harm Reduction 53%
- Recovery 47%
- Regulation, Legislation & Enforcement 25%
- Supply Reduction 23%
- Other 12%

18. Do you believe the strategy should prioritise any of the At-Risk Population groups below?

- Young People 60%
- Homeless People 60%
- People Living in Areas of Multiple Deprivation 56%
- Pregnant Women 40%
- People Living in Rural Areas 39%
- Older People 32%
- Single Parents 28%
- Other 28%

Substance Use Strategy Writing Group January 2020

Draft Terms of Reference

Background

The Health Development Policy Branch (HDPB) within the Department of Health (DoH) is responsible for leading and co-ordinating action on Northern Ireland's substance use strategy across government departments, the Voluntary & Community Sector and other relevant agencies on a regional and local basis. The current strategy launched in 2012 – the **New Strategic Direction for Alcohol & Drugs Phase 2** (NSD Phase 2) – is taken forward under the structures and mechanisms set up under NSD Phase 2 endorsed by the former NI Executive in 2012.

DoH recently reviewed and evaluated the implementation of this strategy in order to evaluate its effectiveness and is now moving forward to the next phase of the process which is to seek views on what should be included in a possible successor strategy. The NSD Phase 2 Review Report is available online at: <https://www.health-ni.gov.uk/publications/alcohol-and-drug-misuse-strategy-and-reports>

Subsequently the Department undertook a pre-consultation process to begin the development of the new substance use strategy. The outcomes of this process are included at Annex A.

Following a commitment within “New Decade, New Approach”, the Department is now leading a co-production process to develop a new substance use Strategy.

Status

The cross-sectoral Substance Use Strategy Writing Group has been established by the Department of Health, on a task and finish basis, to co-produce a formal consultation on a new substance use strategy.

Constitution

The Writing Group shall be a Task & Finish Group set up to initially meet for a limited period (up to 6 months) to develop a draft Substance Use Strategy consultation document, with further meetings held as required to finalise the Strategy following public consultation as required. The process for the work shall be agreed at the first meeting.

Membership

Membership of the Writing Group shall comprise of representatives as detailed on the attached membership list with others being co-opted as required to provide additional expertise. Taking account of timeframe & diary availabilities etc., members should ensure deputies can attend when required to maintain consistent organisational

representation. If all members are unable to attend a particular meeting, a quorum of the Writing Group will agree actions for taking forward whenever the situation merits, with further comments invited electronically.

Objective

To provide strategic advice in respect of substance use and draft a strategy for substance use. Specific information gathering, analysis and drafting duties may be assigned to members of the Group.

Timeframe

Draft Substance Use Strategy to be published for public consultation by no later than July 2020. An interim report on progress will be available within 3 months.

The formal Public Consultation will then last for 12 weeks.

Secretariat

The group will be overseen and chaired by Health Development Policy Branch, DoH who will also provide the Secretariat.

GLOSSARY OF TERMS

ACEs	Adverse Childhood Experiences
ACMD	Advisory Council on the Misuse of Drugs
ARBD	Alcohol-Related Brain Damage
BBV	Blood Borne Viruses
CAMHS	Child and Adolescent Mental Health Services
CMO	Chief Medical Officer
COVID	Coronavirus Disease
CSCA	Children's Services Co-operation Act
DACTs	Drug and Alcohol Coordination Teams
DAMHS	Drug and Alcohol Mental Health Service
DAMIS	Drug and Alcohol Monitoring and Information System
DANOS	Drug and Alcohol National Occupational Standards
DE	Department of Education
DfC	Department for Communities
DfE	Department for the Economy
DfI	Department for Infrastructure
DoH	Department of Health
DoJ	Department of Justice
DTORS	Drug Treatment Outcomes Study
EIR	Environmental Information Regulations
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EU	European Union
FOIA	Freedom of Information Act
GDPR	General Data Protection Regulation
HDPB	Health Development Policy Branch in the Department of Health
HSC	Health and Social Care
HSCB	Health and Social Care Board
HSCTs	Health and Social Care Trusts
IMT	Impact Measurement Tool
IPH	Institute of Public Health in Ireland
JIM	Joint Implementation Model of the Drug and Alcohol Strategies
LGBT	Lesbian, Gay, Bisexual, and Transgender
MUP	Minimum Unit Pricing
NEET	Those not in Education, Employment or Training
NI	Northern Ireland
NIADA	Northern Ireland Alcohol and Drugs Alliance
NIAO	Northern Ireland Audit Office
NICE	National Institute of Clinical Excellence
NIHE	Northern Ireland Housing Executive
NSAPAG	North South Alcohol Policy Advisory Group
NSD	New Strategic Direction for Alcohol and Drugs
NSES	Needle and Syringe Exchange Scheme
OCTF	Organised Crime Task Force
OST	Opioid Substitution Therapy

PCSPs	Policing and Community Safety Partnerships
PfG	Programme for Government
PHA	Public Health Agency
PHE	Public Health England
Polydrug	The use of several, typically illegal, drugs together.
PSNI	Police Service of Northern Ireland
RSUN/SU	Regional Service User Network/Service User
SEHSCT	South Eastern Health and Social Care Trust
SG	Steering Group
Trusts	Health and Social Care Trusts
UK	United Kingdom
WHO	World Health Organisation
WHST	Western Health and Social Care Trust

FULL LIST OF CONSULTATION QUESTIONS

No.	Question	Page No.
1	Have you any comments on either the Equality/Good Relations or Rural screening documents? Have you anything you believe we should be considering in future Equality/Good Relations or Rural screenings?	8
2	Do you agree with the Vision, Outcomes, Values, Priorities and Target Groups as set out in this chapter? Have you any further comments?	42
3	Do you agree these indicators help to demonstrate progress against this outcome of having fewer people at risk of harm? Are you aware of any other indicators that would demonstrate such progress?	43
4	Will these actions achieve this outcome of having fewer people at risk of harm and make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?	48
5	Do you agree these indicators help to demonstrate progress against this outcome of legislation and the justice system preventing and reducing harm? Are you aware of any other indicators that would demonstrate such progress?	49
6	Will these actions achieve this outcome of legislation and the justice system preventing and reducing harm? Will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?	55
7	Do you agree these indicators help to demonstrate progress against this outcome of reducing harm? Are you aware of any other indicators that would demonstrate such progress?	56
8	Will these actions achieve this outcome of reducing harm and will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?	61
9	Do you agree these indicators help to demonstrate progress against this outcome of accessing treatment? Are you aware of any other indicators that would demonstrate such progress?	62

10	Will these actions achieve this outcome of accessing treatment and will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?	68
11	Do you agree these indicators help to demonstrate progress against this outcome of empowering people? Are you aware of any other indicators that would demonstrate such progress?	69
12	Will these actions achieve this outcome of empowering people and will they make positive impacts on the indicators? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?	72
13	Will these actions achieve this outcome of better information, evaluation and research? Which actions would you prioritise if they cannot all be taken forward or are there other actions likely to have a bigger impact?	75
14	Do you agree with the proposal to review the role, function and membership of DACTs, and consider linkages with other local delivery structures?	77
15	Do you agree with the proposed governance structures? Have you any further comments?	79
16	Do you agree with the Timeframe proposed? Have you any further comments?	79

SUMMARY OF OUTCOMES & ASSOCIATED ACTIONS**OUTCOME A****Fewer People are at Risk of Harm from the Use of Alcohol and Other Drugs.****ACTIONS:**

No.	Action	Lead(s)
A1	The Department of Health will work with the Department of Education to ensure that Substance Use and Hidden Harm are included as appropriate in the work emerging from the Emotional Health & Wellbeing Framework for Children and Young People being led by the Department of Education.	DE DOH
A2	A Northern Ireland Prevention Approach, based on up-to-date evidence and an analysis of the risk and protective factors impacting our young people, will be developed by the PHA and delivered in Northern Ireland and reviewed after 5 years – while this will be a universal programme, it should also be targeted at those at most risk and those in disadvantaged communities.	PHA DE Local Gov DoJ Other Gov Depts
A3	The PHA will update the drugandalcoholni.info website with up-to-date information in terms of substance use, support materials and the services available in Northern Ireland.	PHA
A4	The current community support mechanisms will be reviewed by the PHA to ensure they can support the local implementation of this strategy in the community, promote prevention, collaboration and access to services.	PHA
A5	Targeted prevention and early interventions will continue to target those young people most at risk of substance use, including looked after children, etc. Establishing effective operational relationships, including with local Youth Services, will assist in the success of this action.	PHA DE
A6	The Making Every Contact Count programme in primary care will include brief interventions and advice in respect of alcohol and drug use.	HSCB
A7	The HSCB and the PHA will ensure that the Substance Use Liaison role will be included as part of the new Mental Health Service model operating across general hospitals / Emergency Departments.	HSCB PHA
A8	The Hidden Harm Action Plan will be updated by the PHA and the HSCB to ensure that supports are in place, in a stepped care approach, to mitigate the risk for those children and young people who live with substance misusing parents or carers, in particular the Joint Working Protocol on Hidden Harm will be promoted and used across all services.	PHA HSCB DE
A9	The PHA will promote and raise awareness of the UK Chief Medical Officer low-risk drinking guidelines and understanding of alcohol units across the region.	PHA DOH
A10	The Department for Infrastructure will seek to improve access to its Course for Drink Drive Offenders scheme – a rehabilitation scheme that aims, through education, to make drink drive offenders take more responsibility for their actions and reduce the risk of re-offending.	DfI
A11	The PHA will promote raising awareness of the harm associated with the illicit use of prescribed medicines and also the harm associated with polydrug use. This will include working with HSCB to promote awareness across primary and secondary care healthcare providers.	PHA HSCB

OUTCOME B**Legislation and the Justice System Support Preventing and Reducing the Harm related to Substance Use.****ACTIONS**

No.	Action	Lead(s)
B1	Following evaluation of the Problem Solving Justice initiatives, further consideration will be given to their effectiveness and the need to further scale up these approaches across Northern Ireland, together with the wider roll-out of Enhanced Combination Orders/Community Resolution Notices for drug possession and drug-related offences.	DoJ
B2	Appropriate services, and treatment where applicable, should be provided to those who come into contact with the justice system. As part of this, a new transition service will be developed and tested by the SEHSCT Prisons Healthcare team. This will aim to better coordinate the continuity of care for those being released from prison into the community, including connections towards ongoing appointments and treatments. Service users will be navigated towards the community/voluntary sector and peer support as an integral part of these arrangements.	SEHSCT DoJ PHA HSCB
B3	Work on a new Liquor Licensing Bill being taken forward by the Department for Communities provides an opportunity to strengthen alcohol licensing laws in Northern Ireland and ensure it takes account of public health issues.	DfC DoH
B4	The Department of Health will bring forward a consultation on the introduction of Minimum Unit Pricing for Alcohol in Northern Ireland within a year.	DoH
B5	The Department of Health will work with the UK Government to tighten restrictions on the advertising of alcohol, including giving consideration to the introduction of a 9pm "watershed".	DoH
B6	The Department for Infrastructure will introduce the lower drink driving limits agreed by the NI Assembly in 2016. It will continue to monitor the effects of legislation in Great Britain and Ireland that introduced certain drug driving limits, before developing proposals for any change to drug driving laws here.	DfI
B7	The NI Executive will work with the UK Government, and the Advisory Council on the Misuse of Drugs, to ensure the Misuse of Drugs Act 1971 reflects the needs of Northern Ireland and supports the delivery of the outcomes and indicators in this strategy.	DoH
B8	The PSNI and the Organised Crime Task Force will continue to co-ordinate enforcement activity and ensure that those involved in the illicit supply and distribution of drugs are targeted appropriately.	PSNI OCTF DoJ

OUTCOME C**Reduction in the Harm Caused by Substance Use.****ACTIONS**

No.	Action	Lead(s)
C1	The PHA will continue to develop and expand highly accessible Low Threshold Services to meet the growing needs of those who use alcohol and other drugs.	PHA
C2	The PHA and HSCB will lead a process to develop a joined-up and integrated intensive outreach service to specifically identify and support those most at risk of alcohol and drug related deaths. It is vital that this links with existing statutory services, community and voluntary sector services, homeless services, and suicide prevention services.	PHA HSCB
C3	Increased screening and testing for blood borne viruses for those in treatment, with support to access follow-up treatment and support, including peer-led services.	PHA HSBC HSCTs
C4	Suicide prevention training will be provided to all staff working in substance use related services.	PHA HSCB
C5	The Department of Health, the Department of Justice and the PHA will continue to grow and expand the Drug & Alcohol Monitoring & Information System to ensure that up-to-date information on current trends is available to those at risk and shared with relevant key services.	DoH DoJ PHA
C6	A process of strategically reviewing alcohol and drug related deaths at a regional level will be established under the Organised Crime Task Force to share trends and inform policy and practice.	OCTF
C7	The PHA and the HSCB will work with experts to develop an Overdose & Relapse Prevention Framework to target those at most risk.	PHA HSCB
C8	The PHA will continue to develop and expand the Needle & Syringe Exchange Scheme, both within community pharmacies and within the community, to ensure adequacy of exchange services. This will include establishing measurement of packs distributed per person, with the aim of ensuring that we meet the WHO target of 200-300 sterile needle and syringe sets distributed per person per year.	PHA
C9	The PHA will expand the capacity of naloxone provision to people who use drugs, their peers, family members, and those likely to come into contact with those at risk of overdose. This will include establishing the need for nasal naloxone for carers and services on the periphery of substance use (such as police officers).	PHA
C10	Building on the current processes, the HSCB will put in place additional support to monitor prescribing levels and support for prescribers to better understand who may be at risk of harm through use/misuse of prescription medicines and to support associated harm reduction measures.	HSCB
C11	The HSCB will produce an updated Prescription Drug Misuse Action Plan.	HSCB

OUTCOME D

People Access High Quality Treatment and Support Services to Reduce Harm and Empower Recovery.

ACTIONS

No.	Action	Lead(s)
D1	The COVID-19 Addiction Services Rebuilding Plan will be implemented to ensure that substance use services are in place and that learning from how services operated during the pandemic is built into future delivery and planning for any future waves.	HSCB HSCTs
D2	The PHA and the HSCB will ensure that self-care advice and support is available through a range of sources, including online, via apps, etc.	PHA HSCB
D3	The PHA will continue to deliver a programme of workforce development in relation to substance use, in line with national standards such as DANOS etc. This would include the need for a trauma-informed approach and appropriate training on stigma associated with substance use.	PHA
D4	<p>The PHA and the HSCB will revise the Alcohol and Drug Commissioning Framework for Northern Ireland to produce a new strategic plan that is outcomes focused and in line with the strategy, evidence and best practice guidelines. This new plan should:</p> <ul style="list-style-type: none"> • ensure that the population of NI have access to a continuum of service with clear pathways and step up/step down provision; • ensure that all services are delivered in line with the UK-wide “Drug Misuse and Dependence: Guidelines on Clinical Management”; • provide support to address the wider physical, mental health, and wellbeing needs of those in treatment, including housing, education, employment, personal finance, healthcare e.g. they should be supported to stop smoking and address other physical health conditions; • recognise the importance of co-production and strengthen joint working between the community and voluntary sector, service users and peers, and the Health and Social Care Sector; and • develop a clear governance structure to provide oversight and support consistent implementation of the priorities identified within the strategy across the region. 	PHA HSCB
D5	A review of Tier 3 services (to include pathways and linkages to Tier 2 services) will be completed, with the development of an implementation plan to increase access to services to those most at risk and to reduce waiting times.	HSCB HSCTs
D6	The PHA and the HSCB will review services available for children and young people, particularly looking at the transition of young people from children to adult services. This will include standalone services commissioned by the PHA, and the expansion of the DAMHS service within CAMHS.	PHA HSCB
D7	The HSCB will review the support provided for those with co-occurring mental health and substance use issues urgently, to ensure that services are delivered in line with the relevant guidelines and ensure collaboration across all key services.	HSCB PHA

D8	Building on the ongoing project in the Western Health & Social Care Trust area to design and develop an integrated model between all Tiers of Addiction Services and the Regional Trauma Network, the proposed model will be considered and rolled out across the region.	HSCB HSCTs
D9	The PHA, the HSCB and the HSCTs will work to strengthen the link between maternity (including neo-natal) and substance use services, and that treatment services work to reduce barriers for women and those with childcare responsibilities.	PHA HSCB HSCTs
D10	Family support services will be reviewed by the PHA to ensure that evidence-based supports are available for all those who wish to avail of them, whether or not their family member is in treatment. Service models will also be updated to ensure the involvement of family members in treatment as appropriate.	PHA
D11	Alcohol treatment and support services will be taken forward in line with the new UK-wide Clinical Guidelines on Alcohol, once these have been finalised.	PHA HSCB
D12	The HSCB will take forward the recommendations from the review of Opioid Substitution Therapy with a specific focus on reducing waiting times with the target that no-one waits more than 3 weeks, at most, from referral to assessment and treatment.	HSCB

OUTCOME E**People Are Empowered & Supported on their Recovery Journey.****ACTIONS**

No.	Action	Lead(s)
E1	The Department of Health, the PHA and the HSCB will work with experts and key stakeholders, including those with lived experience, to address stigma as a way of reducing barriers to seeking treatment, to improve prevention and to reduce harm.	DoH PHA HSCB
E2	We will build on the regional structure in place to support the involvement of experts by experience, service users and their families at all level of the implementation of this strategy, from policy development to local service design and delivery.	DoH
E3	The PHA, the HSCB and HSCTs will work with service users and their families to support the development and commissioning of recovery communities, mutual aid and peer-led support including research throughout Northern Ireland.	PHA HSCB HSCTs
E4	Learning from support provided in relation to deaths by suicide, the PHA will develop material and services for those bereaved by substance use. Acknowledging the complexity of these issues and the potential stigma, these should be built into existing bereavement supports and not a stand-alone service.	PHA
E5	The Department of Health will liaise with the Department for the Economy on how to ensure that there are no barriers for service users in accessing employability training and support.	DfE DoH
E6	The Department of Health will liaise with the Northern Ireland Housing Executive and the Department for Communities on how to reduce homelessness among, and improve access to housing for, service users.	DfC NIHE DoH

OUTCOME F

Information, Evaluation and Research Better Supports Strategy Development, Implementation and Quality Improvement.

ACTIONS

No.	Action	Lead(s)
F1	The Department of Health will publish regular update reports on the implementation of this strategy, outlining progress against its outcomes, indicators and actions.	DoH
F2	Consideration will be given to developing or amending current monitoring mechanisms to ensure these are robust and fit-for-purpose.	DoH PHA HSCB
F3	The HSCB will develop an outcomes framework for all Tier 3 and Tier 4 services to monitor the impact and effectiveness of these services. Tier 1 and 2 services commissioned by the PHA will continue to be required to complete the Impact Measurement Tool.	HSCB PHA
F4	A funded two-year research programme will be developed to meet the needs of the development and implementation of this strategy. A new cross-sectoral sub-group will be established to support the development and oversight of this programme. This sub-group will also consider linkages between research in this sector as well as legacy of research.	DoH

Alcohol Survey – Breakdown of respondents.

	Base (N)	Proportion
Overall		
All respondents	935	31%
Base (N)	935	
Gender		
Male	491	35%
Female	444	27%
Base (N)	935	
Age group		
18-29	185	50%
30-44	287	36%
45-59	276	28%
60-75	187	11%
Base (N)	935	

OUTCOME A – FEWER PEOPLE ARE AT RISK OF HARM FROM THE USE OF ALCOHOL AND OTHER DRUGS

Drugs & alcohol prevention programmes should be delivered in all post primary schools to the same year group each year. Programmes currently tend to be delivered in schools based on the good will of the school willing to participate. This should not be the case; it should be delivered on a mandatory bases. It should also not be delivered by teachers, but rather by an external, qualified and certified organisation. This organisation should also have the capacity to receive referrals from schools and provide support services to, any student that requires it. This one contact and referral point will ensure that schools can clearly identify a support pathway for a young person at risk, securing early intervention and the best outcome for them.

Within the Mid Ulster Community Plan is a commitment to participate in the Planet Youth model when implemented in Northern Ireland. The evaluations of this programme has demonstrated that cigarette smoking, drinking and cannabis use in this age group plummeted. Also, protective factors increased and risk factors decreased. MUDC are aware that the PHA and the Department of Justice were developing a pilot, however it has been some time since we last heard of its progress. MUDC would urge the relevant departments to peruse this pilot and offer the Council's support and assistance in its developments.

MUDC are not convinced that the impact of poverty on substance use is fully appreciated or addressed by the framework. The department's own Health Inequalities Annual Report 2020 states "Alcohol, smoking and drug related indicators continued to show some of the largest health inequalities monitored in NI" There is therefore evidential need to ensure greater services provision and presence in areas of disadvantage. MUDC are currently developing an anti-poverty strategy for Mid Ulster and have commenced engagement with Department for Communities (DfC) regarding the development of a regional anti-poverty strategy. MUDC would request that the framework works closely with DfC regarding the development of a regional Anti-poverty strategy as well as local council areas, developing more localised strategies. Mid Ulster District Council would welcome support from Department of Health (DoH), to assist in the delivery of a Mid Ulster anti-poverty strategy and the tackling of health inequalities such as substance use in our district.

OUTCOME D – PEOPLE ACCESS HIGH QUALITY TREATMENT AND SUPPORT SERVICES TO REDUCE HARM AND EMPOWER RECOVER

MUDC would advocate for treatment and support services to be delivered through local centres based in main towns with satellite outreach in minor towns within each district. In Mid Ulster, this would see centres in Cookstown, Dungannon and Magherafelt with satellite outreach in Coalisland and Maghera, areas which have

substantial deprivation levels. This model would not only address deprivation issues with regard to access to services experienced in our rural district, but also would provide for local knowledge to target interventions and react to local events, providing early intervention based on community surveillance.

MUDC have continuously voiced their dissatisfaction that addiction service contracts are not awarded by council geographies, but rather Health & Social Care Trust geographies. This has led to a disjointed provision of services in the district, with different services and programmes being delivered across the district. MUDC would seek that this is addressed by the proposed strategic framework.

MUDC would welcome cross-sectoral/Departmental approach to prevention and early intervention. Our elected members receive regular feedback from their constituents that provision is disjointed and pathways are complicated to navigate, with people in need of support being sent one way for residential type support, another if mental health issue such as self harm or suicidal and another for general advice. It requires a fully integrated system which also includes organisations like the PSNI, Youth Service, Youth Justice Agency, who are both referral from the front line and then support service thereafter.

MAKING IT HAPPEN – GOVERNANCE and STRUCTURES

Whilst MUDC recognises the important role the Community & Voluntary Sector (CVS) in supporting their communities on a range of social issues, in order to ensure high quality treatment and support services with uninterrupted provision, local services such as the centres mentioned above, should be provided on a statutory bases and not through CVS funding streams. These funding streams, often delivered through the CVS, have the potential to be interrupted by breaks in funding cycles or disappear entirely, which was recently experienced in Dungannon with the loss of the Breakthru centre, having a detrimental impact on its service users and the wider community.

Mid Ulster District Council welcomes the joined up approach to this cross departmental action plan. Through it facilitation and involvement in delivering community Planning in the district, the Council is fully aware of the benefit of cross partner working. However, Mid Ulster District Council would point out, that to strengthen the delivery of this action plan and see greater benefit from a whole system joined up approach, it should take cognisance of what is happening through the 11 Community Plans working at local district levels, many of whom are delivering actions for vulnerable children and young people.

Report on	DfI Roads Proposal to Mid Ulster District Council - Proposed Extension to 40MPH Speed Limit – Cloghog Road, Clonoe, Coalisland
Date of Meeting	Tuesday 12 th January 2021
Reporting Officer	Andrew Cassells, Director of Environment & Property
Contact Officer	Andrew Cassells, Director of Environment & Property

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To seek the agreement of Members in relation to proposals from DfI Roads to introduce measures to enhance the safety and development of the transport network with a range of transport proposals.
2.0	Background
2.1	DfI Roads are consulting the Council with proposals to introduce measures designed to improve network safety, sustainability and efficiency to encourage safe and sustainable travel.
3.0	Main Report
3.1	<p>The following outlines the proposals to be brought to the attention of the Environment Committee:</p> <p>Proposed Extension to 40MPH Speed Limit – Cloghog Road, Clonoe, Coalisland</p> <p>DfI Roads are proposing to extend the 40mph speed limit on the Cloghog Road, Clonoe, Coalisland.</p> <p>Consultation letter and location map of aforementioned proposal are attached as appendices to this report.</p>
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: None

	Human: Officer time in drafting reports
	<p>Risk Management:</p> <p>The introduction of the aforementioned proposal at this location will assist in the management of road safety issues.</p>
4.2	Screening & Impact Assessments
	<p>Equality & Good Relations Implications:</p> <p>The introduction of the aforementioned proposal at this location will assist DfI in the discharge of their statutory duty.</p>
	<p>Rural Needs Implications:</p> <p>The rural needs assessment would be conducted by DfI Roads.</p>
5.0	Recommendation(s)
5.1	That the Environment Committee endorses the proposal submitted by DfI Roads.
6.0	Documents Attached & References
6.1	<p>Appendix 1</p> <p>Letter from DfI Roads dated 8th December 2020; Proposed extension to 40mph speed limit on the Cloghog Road, Clonoe, Coalisland</p>
6.2	<p>Appendix 2</p> <p>Drawing – Proposed extension to 40mph speed limit on the Cloghog Road, Clonoe, Coalisland</p>

Mr A Tohill
Chief Executive
Mid Ulster District Council
Ballyronan
Magherafelt
BT45 6EN

County Hall
Drumragh Avenue
Omagh

Tel: 028 8225 4085

8 December 2020

Dear Mr Tohill

**PROPOSED 40MPH EXTENSION – CLOGHOG ROAD, CLONOE,
COALISLAND**

DfI Roads is proposing to extend the 40mph speed limit on Cloghog Road, Clonoe, Coalisland as shown on the enclosed map.

PSNI have been consulted and are in agreement with the proposal.

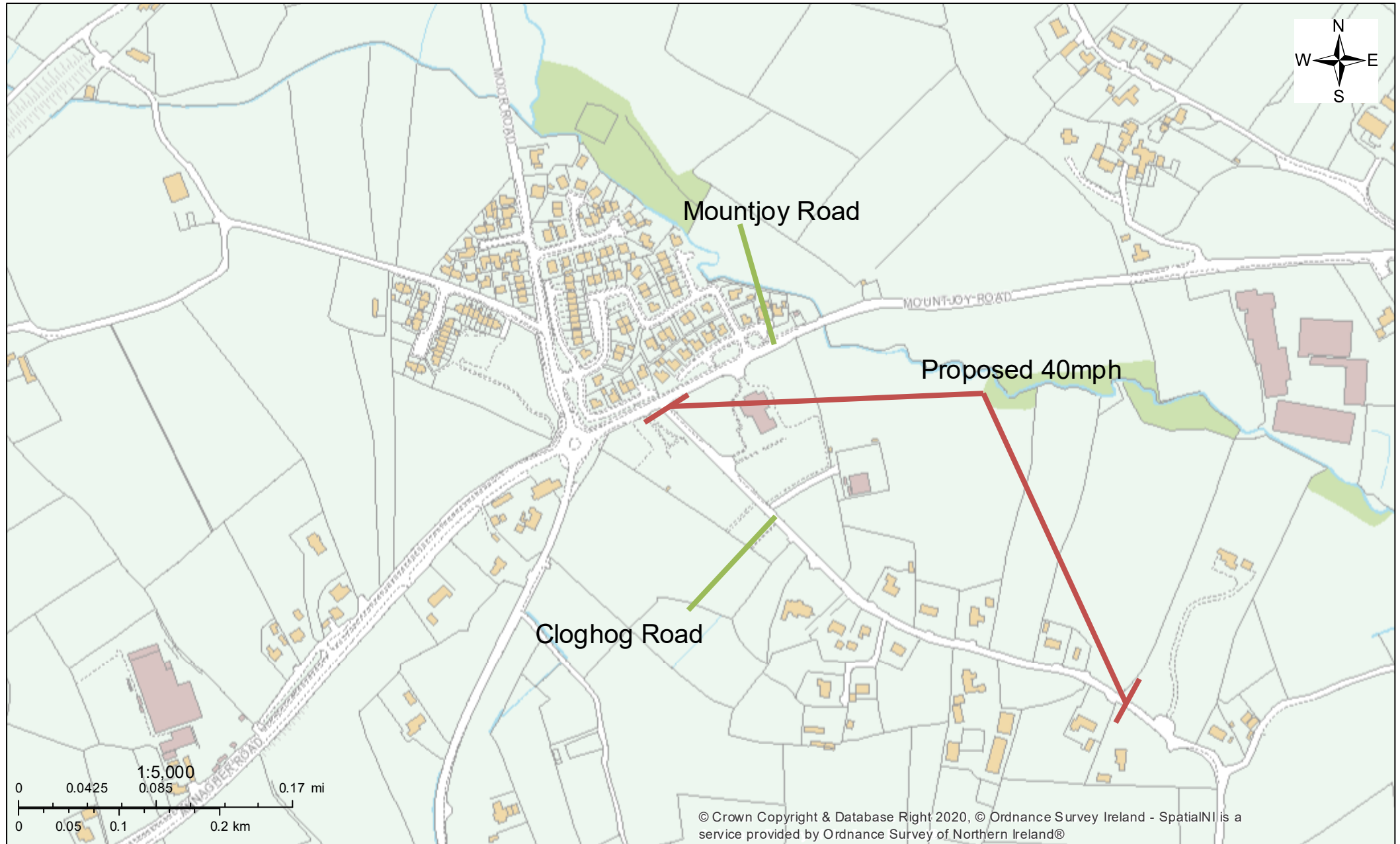
Please bring this matter to the attention of your council.

Yours sincerely

Mrs Hazel Burton
Network Development Section

Enc

Proposed 40mph - Cloghog Road, Clonoe



Monday 7 December 2020 09:22:25

Report on	DfI Roads Proposal to Mid Ulster District Council - Proposed Reduction to 30mph – Turnaface Road, Muff Road, Churchtown Road and Claggan Road, Cookstown
Date of Meeting	Tuesday 12 th January 2021
Reporting Officer	Andrew Cassells, Director of Environment & Property
Contact Officer	Andrew Cassells, Director of Environment & Property

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To seek the agreement of Members in relation to proposals from DfI Roads to introduce measures to enhance the safety and development of the transport network with a range of transport proposals.
2.0	Background
2.1	DfI Roads are consulting the Council with proposals to introduce measures designed to improve network safety, sustainability and efficiency to encourage safe and sustainable travel.
3.0	Main Report
3.1	<p>The following outlines the proposals to be brought to the attention of the Environment Committee:</p> <p>Proposed Reduction to 30mph – Turnaface Road, Muff Road, Churchtown Road and Claggan Road, Cookstown</p> <p>DfI Roads are proposing to reduce the speed limit to 30mph on the Turnaface Road, Muff Road, Churchtown Road and Claggan Road, Cookstown.</p> <p>Consultation letter and location map of aforementioned proposal are attached as appendices to this report.</p>
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: None

	Human: Officer time in drafting reports
	<p>Risk Management:</p> <p>The introduction of the aforementioned proposal at this location will assist in the management of road safety issues.</p>
4.2	Screening & Impact Assessments
	<p>Equality & Good Relations Implications:</p> <p>The introduction of the aforementioned proposal at this location will assist DfI in the discharge of their statutory duty.</p>
	<p>Rural Needs Implications:</p> <p>The rural needs assessment would be conducted by DfI Roads.</p>
5.0	Recommendation(s)
5.1	That the Environment Committee endorses the proposal submitted by DfI Roads.
6.0	Documents Attached & References
6.1	<p>Appendix 1</p> <p>Letter from DfI Roads dated 4th December 2020; Proposed reduction to 30mph on the Turnaface Road, Muff Road, Churchtown Road and Claggan Road, Cookstown.</p>
6.2	<p>Appendix 2</p> <p>Drawing – Proposed reduction to 30mph on the Turnaface Road, Muff Road, Churchtown Road and Claggan Road, Cookstown.</p>



Mr A Tohill
Chief Executive
Mid Ulster District Council
Ballyronan
Magherafelt
BT45 6EN

County Hall
Drumragh Avenue
Omagh

Tel: 028 8225 4085

4 December 2020

Dear Mr Tohill

**PROPOSED REDUCTION TO 30MPH – TURNAFACE ROAD, MUFF ROAD,
CHURCHTOWN ROAD AND CLAGGAN ROAD, COOKSTOWN**

DfI Roads is proposing to reduce the speed limit to 30mph on Muff Road, Turnaface Road, Churchtown Road and Claggan Road, Cookstown as shown on the enclosed map.

PSNI have been consulted and are in agreement with the proposal.

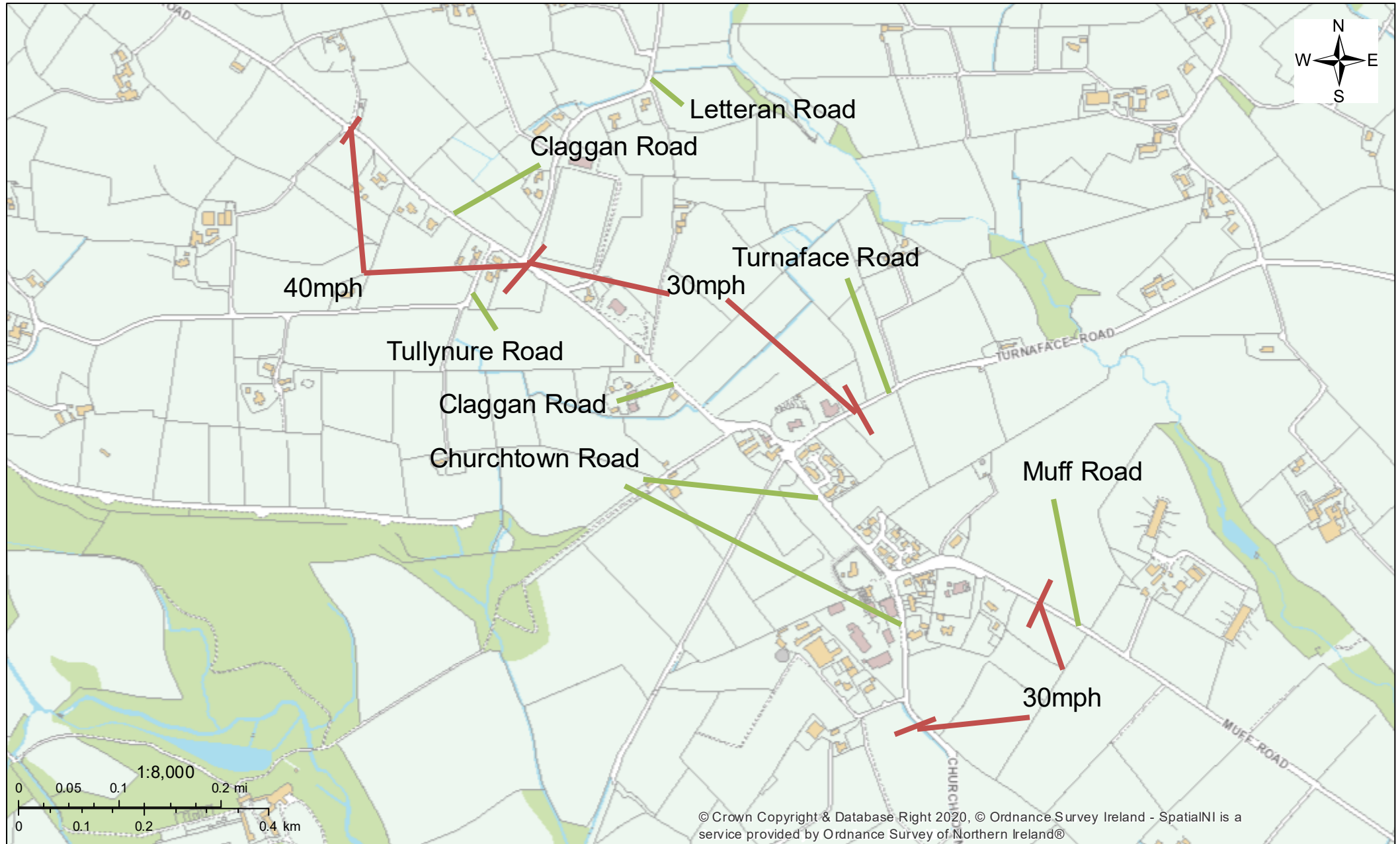
Please bring this matter to the attention of your council.

Yours sincerely

Mrs Hazel Burton
Network Development Section

Enc

30mph and 40mph - Churchtown, Cookstown



Wednesday 2 December 2020 14:22:40

**Minutes of Meeting of Environment Committee of Mid Ulster District Council
held on Tuesday 8 December 2020 in Council Offices, Circular Road,
Dungannon and by virtual means**

Members Present

Councillor S McGuigan, Chair

Councillors Brown*, Buchanan*, Burton*, Cuthbertson,
Glasgow*, Graham*, N McAleer*, S McAleer*, McFlynn*,
B McGuigan*, McNamee*, Milne*, O'Neill, Wilson

**Officers in
Attendance**

Mr Cassells, Director of Environment and Property
Mr Kelso, Director of Public Health and Infrastructure
Mr Lowry, Head of Technical Services**
Mr McAdoo, Head of Environmental Services**
Mrs McClements, Head of Environmental Health**
Mr Scullion, Head of Property Services**
Mr Wilkinson, Head of Building Control**
Miss Thompson, Democratic Services Officer

**Others in
Attendance**

Agenda Item 4 – Tree Maintenance Campaign
Ms Sweeney***

* Denotes members and members of the public present in remote attendance

** Denotes Officers present by remote means

*** Denotes Others present by remote means

The meeting commenced at 7.00 pm

The Chair, Councillor S McGuigan welcomed everyone to the meeting and those watching the meeting through the Live Broadcast. Councillor McGuigan in introducing the meeting detailed the operational arrangements for transacting the business of the committee in the chamber and by virtual means, by referring to Annex A to this minute.

E264/20 Apologies

Councillor Totten.

E265/20 Declarations of Interest

The Chair reminded Members of their responsibility with regard to declarations of interest.

E266/20 Chair's Business

None.

E267/20 Deputation – Tree Maintenance Campaign

The Chair, Councillor S McGuigan welcomed Ms Sweeney to the meeting and stated that some Members would be aware of Helen's story and campaign and admire that

she is turning something tragic into something positive. The Chair invited Ms Sweeney to make her presentation (Appendix 1).

Ms Sweeney thanked Members for the opportunity to speak to the Committee and allowing her to share her story. Ms Sweeney stated that her father was well known and respected in Coalisland and surrounding areas. Ms Sweeney stated that her father not only provided for her family but others in need and spent all of his spare time volunteering for the local youth football where he trained and mentored many children. Ms Sweeney stated that her father raised money for local charities and every year dressed up as Santa visiting homes and bringing gifts and spreading Christmas joy and that her father brought happiness and laughter wherever he went.

Ms Sweeney stated that her father was her best friend and her absolute world but on 18 December 2019 she received the phonecall of nightmares and her own and her family's world came crashing down. Ms Sweeney advised that her father had been driving home after 3 days working in Kildare and was only 10 minutes from home when a tree branch broke off a tree on the Trewmount Road, Moy and crashed through the roof of the van instantly killing her father. In the week after Ms Sweeney stated that her family were informed of the detail of how the incident had occurred and told that it was a case of wrong place wrong time.

Ms Sweeney advised that 3 weeks after her father was killed and whilst still trying to understand what had happened a concerned member of the public sent her a photograph of another tree which had fallen on the Trewmount Road and could have easily killed someone else. Ms Sweeney stated that from that moment she knew she had to do something about the dangers of this road and commenced a plan of action for the Trewmount Road. Ms Sweeney stated she called the Police and was told it was not their problem, she also called DfI Roads and was advised that no one could help her.

Ms Sweeney advised she went on to contact Councillors, MLAs, newspapers and radio stations and following this eventually got an inspection of the road. Ms Sweeney went on to present numerous newspaper articles and pictures she had received of trees which had fallen over the last year in Northern Ireland on the roadsides and roads. Ms Sweeney stated these were near misses and horrifying to think what may have happened.

Ms Sweeney asked for the support and help of the Committee in relation to a problem which exists all over Northern Ireland and hoped Members could see the hurt and devastation her father's death had brought to her, her family and everyone who knew her father. Ms Sweeney stated that her family is now missing its rock and the community is missing a wonderful person who brought a lot of hope and love. Ms Sweeney stated that by pushing this issue no family will have to go through what her family has gone through in the last year and with the support of Council this can become possible. Ms Sweeney stated that everyone deserves to feel safe on the roads and thanked Members again for the opportunity to speak, Ms Sweeney hoped that the changes could become a reality for the better of everyone.

The Chair, Councillor S McGuigan thanked Ms Sweeney for the presentation which was very emotive and demonstrated how strongly and passionately she felt about the issue.

Councillor Cuthbertson stated that the death of Ms Sweeney's father had been tragic and that he also had some frustration when contacting DfI Roads in relation to trees, some which were dangerous and others which were blocking streetlights or footpaths. Councillor Cuthbertson stated that DfI Roads never seem to take the next step and force the landowner to remove trees and asked Ms Sweeney had she made her presentation to the Infrastructure Committee at Stormont.

Ms Sweeney stated that she had contacted local Councillors and MLAs and got their support. Ms Sweeney stated she had also contacted the Minister for Infrastructure, Nichola Mallon, on numerous occasions and received no response. Ms Sweeney stated that it appeared no one wants to take responsibility and that DfI Roads have a duty when it comes to removing trees on the roadside but when it comes to private land they have to inform the landowner and it is then up to the landowner to remove the tree. If the landowner does not remove the tree then DfI Roads can take steps to have it removed but during this period of time someone could have been killed. Ms Sweeney stated that it was neglect that killed her father and that the landowner had been served notice to remove the tree which caused his death, Ms Sweeney stated that DfI Roads did not do their job in this case either.

Councillor O'Neill stated that everyone was shocked at the tragic death of Ms Sweeney's father, that he had been a great community activist and touched a lot of people through his football and community work in the Coalisland area. Councillor O'Neill commended Ms Sweeney for bringing this issue to Council and stated that he hoped Council could assist in putting more pressure on DfI Roads. Councillor O'Neill stated he would do everything he could to help.

Councillor Milne sympathised with Ms Sweeney on the death of her father and her ongoing campaign and stated that in his own area there had been several instances of fallen trees. Councillor Milne referred to NIE who have trees cut to 10ft away from power lines and that he felt that on any stretch of roads where there are dangerous trees such trees should also be cut in such a way in that if they did fall they would fall they would not do damage to anyone who may be passing. Councillor Milne welcomed the campaign and stated he would support it and that this should be a campaign which is province wide.

Ms Sweeney stated that there didn't appear to be enough strictness and regulations with regard to landlords. Ms Sweeney stated that they can be served notices and are sent letters once a year but that this is not enough. Ms Sweeney stated that most trees fall due to the weather in the Autumn/Winter time and that she was aware of so many other cases where trees had fallen last year and that it was just lucky no one had been killed. Ms Sweeney stated she had been contacted by someone who ran a similar campaign 30 years ago but that they had given up because nobody cared enough to respond to them at that time.

Councillor Burton stated she joined with the rest of the Members on commending Ms Sweeney on her efforts and that her father would be so proud at her taking this on. Councillor Burton stated that she had spoken with Ms Sweeney at the start of the year and had promised to raise the issue at NILGA.

Councillor Burton confirmed that NILGA had attained clarification that DfI Roads can request the landowner to make safe the trees, if they do not do so, DfI Roads have the authority to hire a private contractor carry out the works and bill the landowner.

The Councillor stated that DfI Roads can then seek payment from the landowner for the removal but that it appeared they did not want to take this approach for fear they may not get paid for the job. Councillor Burton stated this was not good enough and referred to a young man who had been killed by a fallen tree a number of years ago in the Ballygawley area. Councillor Burton stated that if Ms Sweeney was agreeable then she would pass on tonight's presentation to officers at NILGA.

Councillor Burton stated she had also recently been informed of branches overhanging onto electricity wires on a bad corner of a road and had contacted DfI Roads on the matter. Councillor Burton stated she had been met with a similar response to Ms Sweeney and that she had advised the officer at DfI Roads that she would highlight the matter and that she was aware through NILGA that DfI Roads have the powers to cut trees. Councillor Burton stated that some work had now taken place to remove the branches and that this was still ongoing. She concluded stating that as well as impacting NIE electric wires trees could also impact on BT telephone lines.

Councillor Burton stated that she had met Ms Sweeney's father through his work and that he was a gentleman. Councillor Burton stated she felt for Ms Sweeney and her family and that if Ms Sweeney was content then she would pass on her presentation and information to NILGA and will push the issue as best possible. Councillor Burton hoped the campaign is successful and that NIE and other governments departments should come together on the issue.

Ms Sweeney stated she was more than happy for her presentation and information to be passed on and was grateful for this. Ms Sweeney referred to the difficulties in trying to get responses and it is only when something goes wrong that people want to help. Ms Sweeney stated that she would rather have better regulations in place now because if something did happen again in the future she wanted to feel comfortable knowing that she had done all she could to prevent it.

Councillor S McAleer expressed sympathy with Ms Sweeney and that what had happened was tragic. Councillor S McAleer referred to a case involving a fallen tree that she had been involved with and the long journey it took to get anything done. Councillor S McAleer stated she was appreciative of this matter being brought forward as most Councillors could probably talk about similar experiences and that there is no one to take responsibility. Councillor S McAleer stated that Ms Sweeney would have her full support.

Ms Sweeney stated that social media had helped in reducing accidents as the message can be got out quickly so people are aware and can avoid the area where there are fallen trees. Ms Sweeney stated that it is not until it comes to your door that you can fully understand the devastation. Ms Sweeney stated that she appreciated all the support and was grateful to be given the opportunity to speak to the Committee and hoped that something can be done to change the situation.

The Chair, Councillor S McGuigan thanked Ms Sweeney again for her presentation which was heartfelt. The Chair stated that Members would now discuss the best way of assisting on the matter.

Councillor Cuthbertson referred to his earlier comment in which there may be an opportunity for Ms Sweeney to make her presentation to the Infrastructure Committee at Stormont as this is where regulations and changes to legislation can be reinforced. Councillor Cuthbertson proposed that Council write to the Minister for Infrastructure in the first instance highlighting the campaign and the issues of trees falling on roads.

Councillor O'Neill seconded Councillor Cuthbertson's proposal.

Councillor Burton stated that NILGA had found out that DfI Roads do have the powers to get trees cut and that this issue should be taken a lot more seriously. Councillor Burton stated that when trees fall onto the road the issue ultimately becomes a problem for DfI roads. Councillor Burton stated that it takes that long to get legislation changed someone else could be killed in the interim period and that if DfI Roads already have the powers to cut trees then they should be asked why they are not doing so.

The Chair, Councillor S McGuigan stated that the letter should include that it is the Council's understanding that DfI Roads have the powers to remove trees and branches and that this should be confirmed. If the power is there then DfI Roads will have the power to act and will be able to move more quickly in the future.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to write to the Minister for Infrastructure highlighting Ms Sweeney's tree maintenance campaign and asking for confirmation that DfI Roads have the power to remove trees and branches that are causing a danger along the roadside.

Matters for Decision

E268/20 DfI Roads Proposal to Mid Ulster District Council - Proposed Traffic Calming Measures for Washingbay Road, Coalisland

The Director of Environment and Property presented previously circulated report which sought agreement in relation to proposed Traffic Calming Measures for Washingbay Road, Coalisland.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to endorse the proposal submitted by Department for Infrastructure Roads in relation to proposed Traffic Calming Measures for Washingbay Road, Coalisland.

Councillor O'Neill declared an interest in this item as he had met with DFI Roads on the above matter.

E269/20 DfI Roads Proposal to Mid Ulster District Council - Proposed Revocation of surplus Speed Limit Legislation at Ardboe Road, Moortown

The Director of Environment and Property presented previously circulated report which sought agreement in relation to proposed Revocation of surplus Speed Limit Legislation at Ardboe Road, Moortown.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to endorse the proposal submitted by Department for Infrastructure Roads in relation to proposed Revocation of surplus Speed Limit Legislation at Ardboe Road, Moortown.

E270/20 DfI Roads Proposal to Mid Ulster District Council - Proposed Extension to 40MPH Speed Limit – Cookstown Road, Moneymore

The Director of Environment and Property presented previously circulated report which sought agreement in relation to proposed extension to 40MPH Speed Limit – Cookstown Road, Moneymore.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to endorse the proposal submitted by Department for Infrastructure Roads in relation to proposed extension to 40MPH Speed Limit – Cookstown Road, Moneymore.

E271/20 DfI Roads Proposal to Mid Ulster District Council - Proposed Extension to 40MPH Speed Limit – Tullywiggan Road, Cookstown

The Director of Environment and Property presented previously circulated report which sought agreement in relation to proposed extension to 40MPH Speed Limit – Tullywiggan Road, Cookstown.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to endorse the proposal submitted by Department for Infrastructure Roads in relation to proposed extension to 40MPH Speed Limit – Tullywiggan Road, Cookstown.

E272/20 DfI Roads Proposal to Mid Ulster District Council - Proposed Revocation of a Disabled Persons' Parking Bay at Hunters Park, Bellaghy

The Director of Environment and Property presented previously circulated report which sought agreement in relation to proposed Revocation of a Disabled Persons' Parking Bay at Hunters Park, Bellaghy.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to endorse the proposal submitted by Department for Infrastructure Roads in relation to proposed Revocation of a Disabled Persons' Parking Bay at Hunters Park, Bellaghy.

E273/20 DfI Roads Proposal to Mid Ulster District Council - Proposed Revocation of a Disabled Persons' Parking Bay at Killymerron Park, Dungannon

The Director of Environment and Property presented previously circulated report which sought agreement in relation to proposed Revocation of a Disabled Persons' Parking Bay at Killymerron Park, Dungannon.

Proposed by Councillor Cuthbertson
Seconded by Councillor O'Neill and

Resolved That it be recommended to Council to endorse the proposal submitted by Department for Infrastructure Roads in relation to proposed Revocation of a Disabled Persons' Parking Bay at Killymerron Park, Dungannon.

E274/20 Eco-Schools Programme Support 2021/22

The Head of Environmental Services presented previously circulated report which sought approval to continue providing financial support to the Eco Schools Programme.

Proposed by Councillor B McGuigan
Seconded by Councillor Wilson and

Resolved That it be recommended to Council to approve the continued financial support to Keep Northern Ireland Beautiful for the delivery of the Eco Schools Programme to the amount of £1,700 in 2021/22.

Councillor Burton asked if there are new schools invited to the Programme or is it only what is listed.

The Head of Environmental Services advised that the Programme is open to all schools and most are registered.

E275/20 Street Naming and Property Numbering

The Head of Building Control presented previously circulated report regarding the naming of new streets within residential housing developments within Mid Ulster.

Site off Dungannon Road, Cookstown

Proposed by Councillor Wilson

Seconded by Councillor Cuthbertson and

Resolved That it be recommended to Council to name development off Dungannon Road, Cookstown as Brookmount Lodge.

E276/20 Age Friendly Framework

The Head of Environmental Health presented previously circulated report which advised of the ongoing work regarding Age Friendly Communities and Network across the Mid Ulster District Council area and of the appointment of an Age Friendly Co-Ordinator post for Council.

Councillor Burton asked if this was similar to Agewell or separate as she may have to declare an interest.

The Head of Environmental Health advised that within the Community Plan under the Health and Wellbeing subsection thematic group there are 2 main targets – one being the provision of the Agewell contract and initiative and the other being a much broader focus to have Mid Ulster providing a more age friendly service and to work with partners to encourage other statutory organisations to consider age friendly whenever they are designing services. The Head of Environmental Health advised that the Age Friendly Framework was a second prong to the Community Plan in conjunction with the Agewell contract.

Proposed by Councillor Wilson

Seconded by Councillor Milne and

Resolved That it be recommended to Council to for the Age Friendly Co-ordinator to prepare an application to join the WHO Global Network for Age Friendly Cities and Communities.

E277/20 Response to the Food Standards Agency's Consultation on the review of the Food Law Code of Practice, Food Law Practice Guidance and implementation of the Competency Framework - Northern Ireland

The Head of Environmental Health presented previously circulated report which outlined the Food Standards Agency's consultation on the Review of the Food Law Code of Practice, Food Law Practice Guidance and implementation of the Competency Framework – Northern Ireland.

Proposed by Councillor B McGuigan

Seconded by Councillor McNamee and

Resolved That it be recommended to Council to respond to the Food Standards Agency's consultation on the review of the Food Law Code of Practice, Food Law Practice Guidance and implementation of the Competency

Framework – Northern Ireland. Draft response to be submitted in advance of the deadline of 9 December 2020 and confirmed following ratification at December Council meeting.

E278/20 Bus Shelters Update

The Head of Technical Services presented previously circulated report which provided an update on current bus shelter status.

Councillor Burton referred to the proposed bus shelter at Jordan Engineering and asked if this bus shelter is to be installed.

The Head of Technical Services advised that officers were waiting on a response from the Education Authority in respect of that bus shelter and that another meeting is scheduled with stakeholders. The officer advised that 3.11 of the report sets out an update on response times from stakeholders and highlighted that some are not adhering to the 30 days.

Councillor Burton stated that the requested bus shelter at this location is outside a busy engineering company where staff are trying to get to work, there are also houses in close proximity and the location is just beyond a bad corner. Councillor Burton stated that there is a safety issue and she would like this to be voiced at the upcoming meeting and that if stakeholders are not responding within the time limit they should be.

The Head of Technical Services advised he would raise Councillor Burton's concerns at the meeting.

Councillor McNamee asked if there was an update on the bus shelter at Stewartstown.

The Head of Technical Services advised that the bus shelter for Stewartstown has been approved and is awaiting installation by the Property Services team.

Proposed by Councillor B McGuigan
Seconded by Councillor O'Neill and

- Resolved** That it be recommended to Council –
- i. To move the following applications from stage 5 of the application process:
 - Main Street, Benburb. 25 passengers confirmed by Translink.
 - St Colmans Park, Moortown. 18 passengers confirmed by Translink and EA.
 - ii. To install the following bus shelters:
 - Brackaville, Four Corners Bar
 - Moygashel, Linen Green
 - iii. To put "On Hold" the following from the Bus Shelter Register as they have not met the criteria of the Bus Shelter Policy:
 - Innishrush village

- Annaghnaaboe Road, Clonoe
- Bellaghy, Overends layby
- Bellaghy, Seamus Heaney HomePlace
- Knockloughrim Village
- Meenagh Park, Coalisland
- Eglish View, Ballinderry

Matters for Information

E279/20 Minutes of Environment Committee held on 10 November 2020

Members noted minutes of Environment Committee held on 10 November 2020.

Councillor Cuthbertson asked for an update in relation to previous discussion and agreement on siting of defibrillators at civic amenity centres and the President Grant Homestead.

The Director of Public Health and Infrastructure advised of a recent meeting of the working group and a number of actions to be progressed over the next number of weeks. The Director stated it was hoped an update could be provided in the near future.

E280/20 NI Waste Management Statistics Annual Report for 2019/20

Members noted previously circulated report which outlined the content of the Northern Ireland Local Authority Collected Municipal Waste Management Statistics 2019/20 as published by DAERA on 26 November 2020.

The Chair, Councillor S McGuigan stated this is a good news story and it is important that some publicity be done on this to highlight Council's performance.

E281/20 Environmental Services - Christmas Working Arrangements

Members noted previously circulated report which set out the working arrangements in respect of refuse/recycling collection and operation of Recycling Centres during the Christmas and New Year holiday period.

E282/20 Building Control Service Update

Members noted previously circulated report which advised on the Service Performance of the Building Control Department during Q1 and Q2 of 2020/21.

E283/20 Building Control Workload

Members noted previously circulated report which provided update on the workload analysis for Building Control.

E284/20 Entertainment Licensing Applications

Members noted previously circulated report which provided update on Entertainment Licensing Applications across the Mid Ulster District.

E285/20 Dual Language Signage Requests

Members noted previously circulated report which advised of requests for Dual Language Signage from residents on streets/roads in the District.

E286/20 Dual Language Signage Surveys

Members noted previously circulated report which advised on the results of surveys undertaken on all applicable residents on the streets/roads in response to Dual Language Signage nameplate requests.

Councillor Cuthbertson stated that in the past couple of months there had been proposals seeking a review of the Dual Language Signage Policy and that these proposals had been voted against. Councillor Cuthbertson stated that it now looked like a review had been carried out and the wording had changed, the Councillor stated that in previous months the report advised the following -

In accordance with the Dual Language Signage Nameplates Policy, where more than 51% of the completed replies returned by occupiers indicate that they are in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates will be erected.

Councillor Cuthbertson stated that this had now been changed to read –

In accordance with the Dual Language Signage Nameplates Policy, where 51% (rounded to the nearest whole number) of occupiers that responded, indicated that they were in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates will be erected.

Councillor Cuthbertson asked when the review took place and why everyone was not invited to the review.

The Head of Building Control advised that the wording within the report was changed to reflect more closely what is in the policy.

Councillor Cuthbertson stated that this would lead you to believe that previous applications had been determined wrongly. Councillor Cuthbertson stated that this reinforced the need for a review of the policy and proposed that a review of the Dual Language Signage policy take place.

Councillor Wilson seconded Councillor Cuthbertson's proposal.

Councillor McNamee proposed to keep the policy as is and stated that in the past number of weeks signs had been damaged which he felt was happening because of the talk going on around them.

Councillor B McGuigan seconded Councillor McNamee's proposal.

Councillor Wilson asked if the policy is due to be reviewed next year.

The Director of Public Health and Infrastructure advised that policy was brought through Council in March 2019 and is subject to review after 2 years therefore the review date will be March 2021.

Councillor Cuthbertson stated that he would keep his proposal on the table.

Councillor Wilson seconded the proposal.

Members voted on Councillor McNamee's proposal to keep the Dual Language Signage policy as is –

For – 8

Against – 7

Resolved That it be recommended to Council that the policy in relation to Dual Language Signage remains as is.

E287/20 Environmental Health - Business Plan - 6 month review

The Head of Environmental Health presented previously circulated report which advised of the work undertaken by the Environmental Health service during the first months of current business plan period.

Members noted the content of the report.

Live broadcast ended at 20.06 pm.

Local Government (NI) Act 2014 - Confidential Business

Proposed by Councillor Wilson

Seconded by Councillor S McGuigan and

Resolved In accordance with Section 42, Part 1 of Schedule 6 of the Local Government Act (NI) 2014 that Members of the public be asked to withdraw from the meeting whilst Members consider items E288/20 to E299/20.

Matters for Decision

- | | |
|---------|---|
| E288/20 | Council Strategic Waste Management Arrangements: Update |
| E289/20 | Arrangements for the collection and processing of garden waste |
| E290/20 | Appointment of Vehicle Suppliers |
| E291/20 | Extension to the current Agewell contract until 31st March 2021 |
| E292/20 | Extension of Dog Kennelling Contract until 1st July 2024 with a possible 2 year extension |
| E293/20 | Regulatory Activity – Delegated Authority |

Matters for Information

E294/20	Confidential Minutes of Environment Committee held on 10 November 2020
E295/20	Cemeteries Administration and Burial Scale of Charges
E296/20	Capital Framework – ICT Contracts Update
E297/20	Capital Framework – IST Contracts Update
E298/20	Capital Projects – Scoping Contracts Update
E299/20	Dog Fouling and Littering

E300/20 Duration of Meeting

The meeting was called for 7.00 pm and ended at 8.53 pm.

CHAIR _____

DATE _____

Annex A – Introductory Remarks from the Chairperson

Good evening and welcome to the Council's [Policy & Resources/Environment/Development] Committee in the Chamber, [Dungannon/Magherafelt] and virtually.

I specifically welcome the public watching us through the Live Broadcast. The Live Broadcast will run for the period of our Open Business but will end just before we move into Confidential Business. I let you know before this happens.

Just some housekeeping before we commence. Can I remind you:-

- If you have joined the meeting remotely please keep your audio on mute unless invited to speak and then turn it off when finished speaking
- Keep your video on at all times, unless you have bandwidth or internet connection issues, where you are advised to try turning your video off
- If you wish to speak please raise your hand in the meeting or on screen and keep raised until observed by an Officer or myself
- Should we need to take a vote this evening I will ask each member to confirm whether they are for or against the proposal or abstaining
- When invited to speak please introduce yourself by name to the meeting
- For any member attending remotely, if you declare an interest in an item, please turn off your video and keep your audio on mute for the duration of the item
- If referring to a specific report please reference the report, page or slide being referred to
- Lastly, I remind the public and press that taking photographs of proceedings or using any means to enable anyone not present to see or hear proceedings, or making a simultaneous oral report of the proceedings are not permitted

Thank you and we will now move to the first item on the agenda - apologies and then roll call of all other Members in attendance.

Report on	Update on Houses in Multiplication (HMOs)
Date of Meeting	12 th January 2021
Reporting Officer	Fiona McClements, Head of Environmental Health

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To update members on the regulation of HMOs carried out on behalf of Mid Ulster District Council in the 19/20 year, following the transfer of the function to Councils on 1 st April 2019.
2.0	Background
2.1	The Houses in Multiple Occupation (HMO) Act NI 2016 legislation was commenced on 1 st April 2019. Staff from the Northern Ireland Housing Executive transferred to Belfast City Council on 1 st April 2019, and since then the HMO Unit has been administering and delivering the new HMO Licensing Scheme function for all councils in Northern Ireland.
2.2	Service Level Agreements (SLAs), a data processing agreement and a Memorandum of Understanding are in place to ensure effective working in partnership between the councils and with the Department for Communities in implementing and administering the new HMO licensing scheme for NI.
2.3	The above documents clarify the roles and responsibilities of the councils in satisfying the requirements of the HMO Act. The SLA is an essential document between the agreed lead delivery council (Belfast City Council), the sub-regional lead Councils that are part of the delivery model (Causeway Coast and Glens Borough Council and Derry City and Strabane District Council), and the other Northern Ireland councils.
3.0	Main report
3.1	All HMO owners must comply with the Houses in Multiple Occupation Act (Northern Ireland) 2016 and must have a licence from their local council to continue running it as a HMO.
3.2	Until 1 st April 2019, HMOs were registered with NI Housing Executive. Properties on the NI Housing Executive Register automatically transferred to the new licensing scheme and are contacted by the NI HMO Unit when the licence is due for renewal. This will be five years from the last registration.

3.3	All HMO licences have a number of conditions attached. These include the management of the physical property, respect of occupant's rights, antisocial behaviour and neighbourhood concerns.
3.4	<p>All HMO landlords must make sure that the accommodation they provide is safe, of good quality, and has suitable facilities for the number of occupants by making sure that:</p> <ul style="list-style-type: none"> • all safety and maintenance certificates are valid and kept up to date • electrics and electrical appliances are safe, maintained and in proper working order at all times • stairways and escape routes are maintained free from obstructions • carbon monoxide alarm is installed • chimneys and flues cleaned annually • inspection records and tests are maintained • furniture is kept in a safe condition and proper working order • security arrangements are in place • heating is provided throughout living accommodation • the property has an Energy Performance Certificate with a minimum E rating for energy efficiency.
3.5	<p>HMO landlords must also give tenants an information pack (in alternative languages or formats if appropriate) which includes:</p> <ul style="list-style-type: none"> • a copy of the HMO licence • copies of the current gas certificate, electrical safety report and energy performance certificates • advice on reporting anti-social behaviour • list of tenant duties and responsibilities • contact telephone numbers, including an emergency out of hours contact number • emergency information (this must also be display emergency information clearly and prominently in the accommodation).
3.6	<p>Tenants also have responsibilities to make sure the landlord can carry out their duties; tenants must:</p> <ul style="list-style-type: none"> • allow the landlord or manager access, at all reasonable times, to any occupied room • provide them with any relevant information • comply with fire safety and litter storage and disposal arrangements in the property • not hinder the landlord or manager in performing their duties • take reasonable care to avoid damaging anything which the landlord has an obligation to keep in good repair.
3.7	<p>Fees</p> <p>The HMO licence application cost depends on the number of people living in the property; this is £37 per person living in the property per year.</p>

	<p>A licence may be granted for up to five years. A five-year licence costs £185 per person.</p> <p>This means a five-year licence for a property to hold three tenants would cost £555, four tenants would cost £740 and five tenants would cost £925. There is no maximum fee.</p> <p>There is also a charge to vary the licence or to add more occupants after the initial application.</p>																				
3.8	<p>The table below has been provided by the NI HMO unit and shows the number of properties licensed and the number of HMO applications received in Mid Ulster from 1st April 2019, when the function was transferred to councils up until 31st March 2020.</p> <p style="text-align: center;">Mid Ulster HMO 1 April 2019 to 31 March 2020</p> <table> <tr> <td>Applications received</td><td>5</td></tr> <tr> <td>Proposed decisions issued</td><td>2</td></tr> <tr> <td>Rejected Breach of planning</td><td>1</td></tr> <tr> <td>Waiting for documents</td><td>2</td></tr> <tr> <td>Properties Licensed</td><td>28</td></tr> <tr> <td>Service Requests Received</td><td>28</td></tr> <tr> <td>Advice</td><td>14</td></tr> <tr> <td>Temporary Exemption Requests</td><td>5</td></tr> <tr> <td>Unlicensed Premises Complaint</td><td>4</td></tr> <tr> <td>Other</td><td>5</td></tr> </table>	Applications received	5	Proposed decisions issued	2	Rejected Breach of planning	1	Waiting for documents	2	Properties Licensed	28	Service Requests Received	28	Advice	14	Temporary Exemption Requests	5	Unlicensed Premises Complaint	4	Other	5
Applications received	5																				
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Properties Licensed	28																				
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Advice	14																				
Temporary Exemption Requests	5																				
Unlicensed Premises Complaint	4																				
Other	5																				
3.9	<p>Any concerns about HMOs in the Mid Ulster area can be referred to the NI HMO unit at Belfast City Council, contact details are below.</p> <p>Email nihmo@belfastcity.gov.uk or Telephone 028 9027 0414.</p>																				
4.0	Other Considerations																				
4.1	Financial, Human Resources & Risk Implications																				
	Financial: Belfast City Council receive funding																				
	Human: Limited officer time as function is managed by Belfast City Council																				
	Risk Management: N/a																				

4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: N/a
	Rural Needs Implications: N/a
5.0	Recommendation(s)
5.1	Members to note the content of the report.
6.0	Documents Attached & References
6.1	Further information is available at https://www.belfastcity.gov.uk/nihmo

Report on	To inform Council on the 10-year anniversary of the Food Hygiene Rating Scheme
Date of Meeting	12 th January 2021
Reporting Officer	Fiona McClements, Head of Environmental Health

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To inform Council about the 10-year anniversary of the Food Hygiene Rating Scheme.
2.0	Background
2.1	The Food Hygiene Rating Scheme (FHRS) is a Food Standards Agency (FSA)/local authority partnership initiative in England, Wales and Northern Ireland. This national scheme currently operates on a statutory basis in Wales and Northern Ireland. It provides consumers with information about hygiene standards in food business establishments at the time the premises are inspected to check compliance with legal requirements on food hygiene. The food hygiene rating given reflects the inspection findings.
2.2	The purpose of the FHRS is to allow consumers to make informed decisions about the places where they eat out or shop for food and, through these decisions, encourage businesses to improve their hygiene standards. The overarching aim is to reduce the incidence of food-borne illness and the associated costs to the economy. There are six different food hygiene ratings ('0' up to '5') - the top rating represents a 'very good' level of compliance with legal requirements and all businesses irrespective of the nature or size of their operation should be able to achieve this. Food hygiene ratings are published online on the FSA website. Businesses are required to display stickers showing their food hygiene ratings at their premises where consumers can easily see them. The FHRS incorporates safeguards to ensure fairness to businesses. This includes an appeal procedure, a 'right to reply' for publication (together with the food hygiene rating), and a mechanism for requesting a re-inspection/re-visit for the purposes of re-rating when improvements have been made.
3.0	Main Report
3.1	The 30 th November 2020 marked the 10-year anniversary of the introduction of the Food Hygiene Rating Scheme as a voluntary scheme. In 2016, the FHRS made the transition from being a voluntary scheme to becoming a statutory scheme in Northern Ireland.

3.2	The FHRS has been very successful at driving up standards in food businesses across Northern Ireland. Currently in Mid Ulster District Council, 99% of businesses are rated as either 3 (Satisfactory), 4 (Good) or 5 (Very Good); with 5 rated premises accounting for 86% of these businesses.
3.3	To mark this significant achievement, the Chair of the Food Standards Agency, Heather Hancock, and the Chief Executive, Emily Miles, have written to all local authorities across England, Wales and Northern Ireland to thank them for their hard work and dedication over the last decade in operating such a successful scheme.
3.4	A copy of the letter that has been sent to the local authorities is attached with this report.
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: N/A
	Human: N/A
	Risk Management: N/A
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: N/A
	Rural Needs Implications: N/A
5.0	Recommendation(s)
5.1	It is recommended that Council notes the content of this paper and the letter from the Food Standards Agency acknowledging the good work carried out by Local Authorities in relation to the Food Hygiene Rating Scheme.
6.0	Documents Attached & References
6.1	Appendix 1 – Letter from Food Standards Agency re: 10 year anniversary of FHRS.



Floors 6 & 7, Clive House
70 Petty France
London
SW1H 9EX

30 November 2020

URN: FSAEN20050

Letter category: Corporate

Classification: Official

Priority type: Digest

Notification: FHRS

Keywords: FHRS, Food Hygiene Rating Scheme.

For food law enforcement, and port health authorities in England

Food Hygiene Rating Scheme (FHRS) celebrates a milestone 10th birthday

Summary: Letter of thanks from Heather Hancock, Chair of the FSA Board and Emily Miles, Chief Executive of the FSA.

Dear Colleagues,

Please bring this letter to the attention of all relevant officers in your Local Authority/ District Council.

Ten years ago today we launched the Food Hygiene Rating Scheme in partnership with local authorities.

We were very proud when early this year the scheme was identified in the Royal Society for Public Health's top 20 public health achievements of the 21st century alongside the ban on smoking, traffic light labelling on foods, soft drinks industry levy (sugar levy) and many others. We wanted to take this opportunity to thank you and your teams as it is your hard work and dedication that lies behind this achievement and that has gone into making the FHRS such a success. Local authorities are absolutely essential to the delivery of the scheme.

The scheme was developed to empower the public to make informed choices about where to buy and eat food, and, a decade on, has driven up standards in food businesses in England, Wales and Northern Ireland. Your essential work means that people can now vote with their feet or by a click of a mouse and choose those businesses that take food hygiene seriously.

Since its introduction, the FHRS has driven up hygiene standards in food businesses and 96% (over 377,000) of rated businesses in England, now have a rating of 3 or better with 73% (over 286,000) achieving the top rating of 5. [Our research](#) shows that foodborne illness outbreaks are twice as likely to occur at businesses with low ratings than in those with a rating of 3, 4 or 5, ultimately benefiting consumers.

It has been an extremely difficult year for you as you have tackled the pandemic and its consequences with fewer resources and greater pressure. These are extraordinary times which have shown the very best of the public sector at the local level.

Thank you again for all your hard work and support.

A handwritten signature in black ink. The first part of the signature is written in a cursive style and appears to read 'Mrs Hancock'. The second part is a more stylized, flowing signature that appears to read 'H.J. Hancock'.

Mrs H.J. Hancock DL LVO

A handwritten signature in black ink. The signature is written in a cursive style and reads 'Emily Miles'.

Emily Miles

Report on	Building Control Workload
Date of Meeting	12 th January 2021
Reporting Officer	William Wilkinson

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report		
1.1	To provide Members with an update on the workload analysis for Building Control across Mid-Ulster District Council.		
2.0	Background		
2.1	<p>Building Control applications are received in three different forms:-</p> <ul style="list-style-type: none"> a Full Applications - submitted with detailed working drawings. b Building Notices - minor work not usually requiring detailed plans, e.g. provision of insulation to roof space, etc. c Regularisation Applications – where work has been carried out without an approval, an application must be submitted for retrospective approval. 		
3.0	Main Report		
3.1	Workload Analysis	December 2020	Accumulative 2020/21
	Total number of Applications	110	1064
	Full plans applications received	42	502
	Building Notices applications received	56	460
	Regularisation applications received	12	102
	Estimated value of works submitted	£3,549,041	£104,319,226
	Number of inspections carried out by Building Control Officers	544	4825

	Commencements	111	1048
	Domestic Dwellings	22	450
	Domestic alterations and Extensions	79	505
	Non-Domestic work	10	93
	Completions	111	799
	Domestic Dwellings	48	391
	Domestic alterations and Extensions	57	360
	Non-Domestic work	6	48
	Property Certificates Received	117	1267
3.2	As previously indicated, the Building Control Department have continued to provide a full service to the Public as required during the Covid-19 Pandemic.		
3.3	It should be noted from the Workload Analysis in 3.1, that the full range of applications are being received and administered in accordance with our procedures and performance criteria.		
3.4	During the initial stages of Covid-19, the number of applications submitted as well as the number of requested inspections reduced considerably as the result of the initial lockdown.		
3.5	However, it should be noted that the demand for the service has increased over the past number of months.		
3.6	It is currently difficult to assess the continued impact of Covid-19 on the local construction sector but to date there appears to have been a higher than anticipated level of resilience producing a strong level of activity both in the construction sector as well as in the property sales sector.		
4.0	Other Considerations		
4.1	Financial, Human Resources & Risk Implications		
	Financial: Within Current Resources		
	Human: Within Current Resources		
	Risk Management: None		

4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None
	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	Members are requested to note the content of this report.
6.0	Documents Attached & References
6.1	Appendix 1 - List of significant applications received by Building Control.

Significant Developments December 2020

Applicant	Location of Development	Details of Development	Estimated value of development
MDK Construction	Roxborough Manor Moy.	Erection of 8 Dwellings (Ave Floor Area 109m2) B.C. fee - £2,151	£558,080
Caledon Regeneration Partnership	1 Mill Row, Caledon.	Change of use including extension & alterations to form a nursery/crèche (Extension Floor Area 155m2) B.C. fee - £2,540	£420,000
St Patricks Primary School,	11 Killyman Road, Dungannon. .	Extension & Alterations to Canteen Area (Extension Floor Area 12m2) B.C. fee - £1,640)	£240,000
Homecare Housing	Northland House, 2 Northland Row, Dungannon. .	Change of use from a shop to 5no. Apartments B.C. fee - £1,896	£224,824
NIFRS	8 Fairhill Road, Magherafelt.	Refurbishment of Fire Station. B.C. fee - £1,445	£200,384

Report on	Entertainment Licensing Applications
Date of Meeting	12 th January 2021
Reporting Officer	William Wilkinson

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To update Members on Entertainment Licensing applications across Mid Ulster District Council.
2.0	Background
2.1	The Council has responsibility for licensing places of entertainment in accordance with The Local Government (Miscellaneous Provisions) (NI) Order 1985.
2.2	Entertainment Licensing applications are received on a continued basis across the District.
2.3	Statutory consultations are carried out with PSNI and NIFRS for each Entertainment Licence application (grant or renewal) submitted.
3.0	Main Report
3.1	As previously agreed a list of applications for all grant/renewal of Entertainment Licences in Mid Ulster District Council is attached (see Appendix 1). The number of applications received on a monthly basis will vary depending on the date of expiry of the current licence.
3.2	<p>Each application is accompanied by the following documentation:</p> <ol style="list-style-type: none"> 1 A current Fire Risk Assessment detailing the following: <ol style="list-style-type: none"> (a) means of escape from premises (b) management responsibilities for day to day safety aspects (c) details of review on an annual basis <p>The fire risk assessment submitted is audited by the inspecting officer.</p> 2 Electrical certification is required for the following: <ol style="list-style-type: none"> (a) General electrical installation (b) Emergency lighting system (c) Fire alarm system

3.3	3 Details of current public liability insurance for premises
	4 Copy of public advertisement in local press
	Following the application for the Grant/Renewal of an Entertainment Licence being submitted and validated, an inspection is carried out to ensure that the premises are in compliance with all relevant guidance and legislation. Areas which would be inspected are as follows:
	1. Means of escape from the venue i.e. Final Exit Doors and Easy Opening Devices are satisfactory and escape routes are free from obstruction etc.
	2. All floor, wall, and ceiling coverings are in compliance and in good condition
	3. All firefighting equipment are correctly positioned and serviced as required
	4. The general condition of the premises is satisfactory
3.4	5. All management documentation is in place
	Entertainment licensing applications have continued to be processed where possible including statutory consultations with external Bodies as required by legislation.
	Licences have been issued where inspections had been completed and all points requiring attention have been addressed.
	Inspection of venues have re-commenced where it is possible to do so and specifically where issues in relation to the current Covid-19 Guidance can be achieved.
3.7	In addition, within the correspondence to all licensees which accompanies newly issued licences, it is highlighted that on re-opening of their premises, the numbers permitted will be reduced in line with current Government Guidance regarding Covid-19.
4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: Within Current Resources
	Human: Within Current Resources
	Risk Management: None
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None

	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	Members are requested to note the content of this report.
6.0	Documents Attached & References
6.1	Appendix 1 – Schedule of applications received for the Grant/Renewal of Entertainment Licences.
6.2	Appendix 2 – Schedule of Entertainment Licence applications which have been granted/renewed.

Schedule of Applications Received for the Grant/Renewal of Entertainment Licences in Decemeber 2020

Name of Applicant	Name of Premises	Address of Premises	Type of Licence	Days and Hours proposed	Max Number of Patrons
D Donnelly	Castlebay Community Centre	187a Mountjoy Road, Dungannon	14 Unspecified Days	Monday To Thursday From: 09.00 To: 00.30 Friday To Saturday From: 09.00 To: 01.30 Sunday From: 12.00 To: 00.30	250
J Gates	Magherafelt Parish Centre	24 King Street, Magherafelt	Annual	Monday To Sunday From: 09.00 To: 01.30	620
T Birt	St John Bosco Community Hall	3 Culbane Road, Portglenone	Annual	Monday To Sunday From: 08.00 To: 01.00	180
A McCall	St Josephs Grammar School	58 Castlecaulfield Road, Dungannon	14 Unspecified Days	Monday to Sunday From: 09.00 To: 23.00	1080

Appendix 1

Name of Applicant	Name of Premises	Address of Premises	Type of Licence	Days and Hours proposed	Max Number of Patrons
W McCarroll	Dungannon Golf Club	34 Springfield Lane, Dungannon	Annual	Monday To Saturday From: 12.00 To: 23.00 Sunday From: 12.00 To: 23.30	175
Mid Ulster District Council	The Bridewell	6 Church Street Magherafelt	Annual	Monday To Sunday From: 09.00 To: 00.00	260
T McMullin	Royal British Legion Club	67 Kilrea Road Upperlands	Annual	Monday To Saturday From: 11.00 To: 23.00 Sunday From: 11.00 To: 23.00	175
E Quinn	The Tailor's House	50 Main Street Ballygawley	Annual	Monday To Saturday From: 11.30 To: 01.00	124
R Elder	The Wesleyan Hall	Main Street Fivemiletown	Annual	Sunday From: 12.00 To: 23.30	414

Appendix 1

Name of Applicant	Name of Premises	Address of Premises	Type of Licence	Days and Hours proposed	Max Number of Patrons
Royal School Dungannon	Royal School Dungannon	2 Ranfurly Road Dungannon	14 Unspecified Days	Monday To Sunday From: 09.00 To: 01.00	432
MT Molloy	The Oak Leaf Restaurant	31 Glenshane Road Maghera	Annual	Monday To Thursday From: 12.00 To: 00.00 Friday To Sunday From: 12.00 To: 21.00	135
V Daly	The Ryandale	16-18 The Square Moy	Annual	Monday To Saturday From: 11.00 To: 01.00 Sunday From: 12.30 To: 00.00	1034
S Doherty	Fallaghloon AOH Community Hall	189 Glen Road Maghera	Annual	Monday To Sunday From: 09.00 To: 01.00	492
P Kidd	St Martin's GAC	51 Longfield Road Desertmartin	Annual	Monday To Sunday From: 10.00 To: 01.00	400

Appendix 2

Schedule of applications Issued for the Grant/Renewal of Entertainment Licences in December 2020

Name of Applicant	Name of Premises	Address of Premises	Type of Licence	Days and Hours Granted
R McKenna	St Colm's High School	2 Magherafelt Road, Draperstown	14 Unspecified Days	Monday To Friday From: 09.00 To: 22.00
T McNiece	The Mill Court Bar And Restaurant	40 Main Street, Coalisland	Annual	Monday To Thursday From: 10.00 To: 22.00 Friday And Saturday From: 10.00 To: 23.30 Sunday From: 11.00 To: 23.0
N & L McKearney	The Gables Bar and Restaurant	40 Cookstown Road, Dungannon	Annual	Monday To Saturday From: 11.00 To: 01.30 Sunday From: 12.00 To: 24.00

Name of Applicant	Name of Premises	Address of Premises	Type of Licence	Days and Hours Granted
G Gildernew	The Brantry Bard Cultural Centre	65 Carrycastle Road, Dungannon	14 Unspecified Days	Monday, Tuesday and Thursday From: 18.30 To: 23.30 Wednesday From: 18.00 To: 23.30 Friday to Sunday From: 19.00 To: 02.00
A Trotter	Dungannon Presbyterian Church Halls	53a Scotch Street, Dungannon	14 Unspecified Days	Monday To Saturday From: 09.00 To: 24.00
Mid Ulster District Council	Cookstown Leisure Centre	76 Fountain Road, Cookstown	14 Unspecified Days	Monday To Friday From: 18.30 To: 21.30 Saturday From: 08.00 To: 17.00 Sunday From: 09.00 To: 16.30

Name of Applicant	Name of Premises	Address of Premises	Type of Licence	Days and Hours Granted
S Brown	Lisnagleer Community Hall	21 Lisnagleer Road Dungannon	14 Unspecified Days	Monday to Friday From: 19.00 To: 01.00 Saturday From: 17.00 To: 01.00
J Faloon	Dungannon Swifts Football Club	Far Circular Road Dungannon	Annual	Monday To Tuesday From: 19.00 To: 23.00 Wednesday & Thursday From: 16.00 To: 23.00 Friday & Saturday From: 12.00 To: 01.00 Sunday From: 12.00 To: 22.00

Report on	Dual Language Signage Requests
Date of Meeting	12 th January 2021
Reporting Officer	William Wilkinson

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

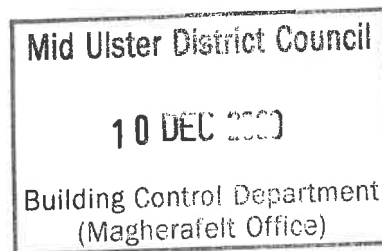
1.0	Purpose of Report
1.1	To advise Members of requests for Dual Language Signage from residents on the streets/roads in question.
2.0	Background
2.1	In accordance with the Local Government (Miscellaneous Provisions) NI Order 1995 – Article 11 the Council is tasked with the responsibility to erect dual language signs or second nameplates, adjacent to the nameplate in English.
2.2	The Policy for Dual Language Nameplate Signage as adopted forms the basis for considering requests expressing the name in a language other than English, to both existing and new streets.
2.3	In accordance with the Policy as adopted, the Environment Committee will be informed of requests which have been validated and are proceeding to survey.
3.0	Main Report
3.1	The Building Control Service within the Public Health and Infrastructure Directorate have received valid letters signed by occupiers of the street in each case requesting signage to be erected in a second language being “Irish” in each case adjacent to the nameplate in English as follows:- 1. Hillcroft, Dungannon (see Appendix 1)
3.2	The occupiers signing the requests in each case have been confirmed as residents of their particular street which has been evidenced by their listing on the current Electoral Register as required in accordance with the Policy as adopted. See letters of request attached in Appendix 1.
3.3	Covid-19 - It should also be noted that following the recent re-introduction of the restrictions, the Electoral Office is no longer permitting access to any member of the Public including Officers of the Council. As a result, applications cannot be processed due to our inability to gain the necessary information to proceed through the process in accordance with the Policy as adopted.

4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: Within Current Resources
	Human: Within Current Resources
	Risk Management: None
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None
	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	That Members note the content of this report.
6.0	Documents Attached & References
6.1	Appendix 1 – Letter received from a resident of Hillcroft, Dungannon.

Hillcroft
Dungannon
Tyrone
BT71 6SJ

DECEMBER
9th ~~October~~ 2020

Willie Wilkinson
Building Control Service,
Mid Ulster Council
Ballyronan Road,
Magherafelt,
BT45 6EN



I request dual language signage (Irish/English) for Hillcroft, Dungannon.

Yours,

Report on	Dual Language Signage Surveys
Date of Meeting	12 th January 2021
Reporting Officer	William Wilkinson

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To advise Members on the result of surveys undertaken on all applicable residents on the streets/roads in response to Dual Language Signage Nameplate requests.
2.0	Background
2.1	In accordance with the Local Government (Miscellaneous Provisions) NI Order 1995 – Article 11 the Council is tasked with the responsibility to erect dual language signs or second nameplates, adjacent to the nameplate in English.
2.2	The Policy for Dual Language Nameplate Signage – as adopted forms the basis for considering requests expressing the name in a language other than English, to both existing and new streets.
2.3	In accordance with the Policy as adopted, all occupiers as listed on the Electoral Register residing on the streets/roads as noted below were canvassed, by post seeking their views on the request to erect dual-language street nameplates in the Irish Language as requested in each case.
3.0	Main Report
3.1	<p>The Building Control Service within the Public Health and Infrastructure Directorate issued occupiers of the undernoted streets, correspondence seeking their views on the request to erect a dual-language street nameplate.</p> <p>Completed surveys were received by the return date and the outcome is as follows in each case:</p>

3.2

Name of Street	Cloneen Manor
Language Requested	Irish
Date Request Validated	07/09/2020
Environment Committee informed of survey request	13/10/2020
Surveys Issued	23/10/2020
Surveys returned by	20/11/2020
Survey Letters Issued	48
Survey Letters Returned	21
Replies in Favour	15
Replies not in Favour	4
Invalid	2
Valid Returns	19
Percentage in Favour	79%

In accordance with the Dual Language Signage Nameplates Policy, where 51% (rounded to the nearest whole number) of occupiers that responded, indicated that they were in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates at Cloneen Manor, Maghera will be erected.

3.3

Name of Street	Cloneen Avenue
Language Requested	Irish
Date Request Validated	08/09/2020
Environment Committee informed of survey request	13/10/2020
Surveys Issued	23/10/2020
Surveys returned by	20/11/2020
Survey Letters Issued	9
Survey Letters Returned	0
Replies in Favour	0
Replies not in Favour	0
Invalid	0
Valid Returns	0
Percentage in Favour	N/A

In accordance with the Dual Language Signage Nameplates Policy, as there were no respondents to the Dual Language Survey request, there was no indication of preference by occupiers in relation to signage being provided, it is confirmed that the dual language nameplates at Cloneen Avenue, Dungannon will not be approved or erected.

3.4

Name of Street	Drumglass Way
Language Requested	Irish
Date Request Validated	08/09/2020
Environment Committee informed of survey request	13/10/2020
Surveys Issued	23/10/2020
Surveys returned by	20/11/2020
Survey Letters Issued	108
Survey Letters Returned	14
Replies in Favour	6
Replies not in Favour	6
Invalid	2
Valid Returns	12
Percentage in Favour	50%

In accordance with the Dual Language Signage Nameplates Policy, where 51% (rounded to the nearest whole number) of occupiers that responded, indicated that they were not in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates at Drumglass Way, Dungannon will not be approved or erected.

3.5

Name of Street	Seagrave Terrace
Language Requested	Irish
Date Request Validated	10/09/2020
Environment Committee informed of survey request	13/10/2020
Surveys Issued	23/10/2020
Surveys returned by	20/11/2020
Survey Letters Issued	6
Survey Letters Returned	3
Replies in Favour	3
Replies not in Favour	0
Invalid	0
Valid Returns	3
Percentage in Favour	100%

In accordance with the Dual Language Signage Nameplates Policy, where 51% (rounded to the nearest whole number) of occupiers that responded, indicated that they were in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates at Seagrave Terrace, Coalisland will be erected

3.6

Name of Street	Bawn View
Language Requested	Irish
Date Request Validated	24/09/2020
Environment Committee informed of survey request	13/10/2020
Surveys Issued	23/10/2020
Surveys returned by	20/11/2020
Survey Letters Issued	10
Survey Letters Returned	3
Replies in Favour	3
Replies not in Favour	0
Invalid	0
Valid Returns	3
Percentage in Favour	100%

In accordance with the Dual Language Signage Nameplates Policy, where 51% (rounded to the nearest whole number) of occupiers that responded, indicated that they were in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates at Bawn View, Bellaghy will be erected.

3.7

Name of Street	Upperlands Road
Language Requested	Irish
Date Request Validated	24/09/2020
Environment Committee informed of survey request	13/10/2020
Surveys Issued	23/10/2020
Surveys returned by	20/11/2020
Survey Letters Issued	47
Survey Letters Returned	25
Replies in Favour	25
Replies not in Favour	0
Invalid	0
Valid Returns	25
Percentage in Favour	100%

In accordance with the Dual Language Signage Nameplates Policy, where 51% (rounded to the nearest whole number) of occupiers that responded, indicated that they were in favour of the erection of a dual language street nameplate, it is confirmed that the dual language nameplates at Upperlands Road, Swatragh will be erected.

4.0	Other Considerations
4.1	Financial, Human Resources & Risk Implications
	Financial: Within Current Resources
	Human: Within Current Resources
	Risk Management: None
4.2	Screening & Impact Assessments
	Equality & Good Relations Implications: None
	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	That Members note the results of the surveys for application of Dual Language Nameplates in Irish for the streets/roads as detailed below.
5.2	Where 51% (rounded to nearest whole number) of occupiers of the streets as noted below, responded to indicate that they were in favour of the erection of a dual language signage, nameplates will be erected. <ul style="list-style-type: none"> 1 Cloneen Manor, Maghera 2 Seagrave Terrace, Coalisland 3 Bawn View, Bellaghy 4 Upperlands Road, Swatragh
5.3	Where more than 51% (rounded to nearest whole number) of occupiers of the street as noted below responded to indicate that they were not in favour of the erection of a dual-language street nameplate, then the dual language nameplate will not be erected. <ul style="list-style-type: none"> 1. Cloneen Avenue, Dungannon 2. Drumglass Way, Dungannon
6.0	Documents Attached & References
6.1	Appendix 1 – Dual Language Nameplate Translation for each street/road.

Appendix 1

Dual Language Nameplates

	Current Name	Irish Translation
Road	Cloneen Manor	Máinéar Chluainín
Townlands	Moneymore Tamnymullan	Muine Mór Tamhnaigh Uí Mhaoláin

	Current Name	Irish Translation
Road	Seagrave Terrace	Ardán Seagrave
Townland	Gortnaskea Brackaville	Gort na Sceach Bréachmhaoil

	Current Name	Irish Translation
Road	Bawn View	Radarc an Bhábhúin
Townland	Old Town Deer Park	Baile Eachaidh Páirc an Fhia

	Current Name	Irish Translation
Road	Upperlands Road	BótharÁth an Phortáin
Townland	Swatragh Keady	Baile an tSuaitrigh An Chéide

Report on	NILAS Annual Report 2019/20
Date of Meeting	12th January 2021
Reporting Officer	Mark McAdoo, Head of Environmental Services
Contact Officer	Mark McAdoo, Head of Environmental Services

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

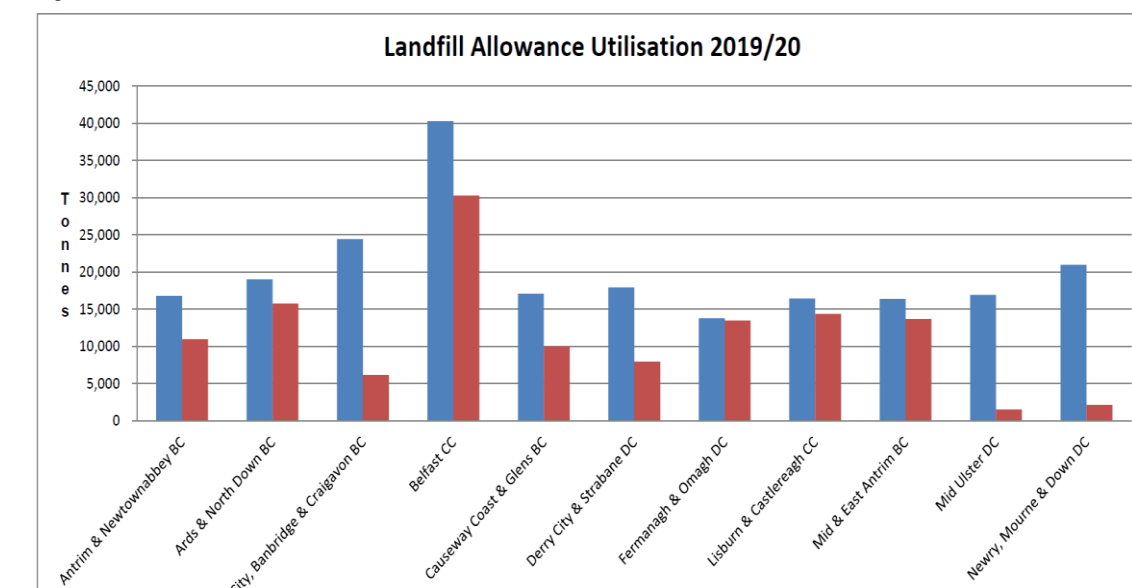
1.0	Purpose of Report
1.1	To inform members of the content of the Northern Ireland Landfill Allowance Scheme (NILAS) Annual Report for 2019/20 as published by NIEA on 26th November 2020.
2.0	Background
2.1	<p>The NILAS report covers the fifteenth (and final) scheme year of the Landfill Allowances Scheme (Northern Ireland) Regulations and summarises Council compliance with the scheme during 2019/20. The full report is available via the below link (copy also attached):</p> <p>https://www.daera-ni.gov.uk/publications/annual-nilas-reports</p>
3.0	Main Report
3.1	<p>The EU Landfill Directive obligated Member States to reduce their BMW (Biodegradable Municipal Waste) sent to landfill to 35% of the amount landfilled in 1995 by 2019/20.</p> <p>The Landfill Allowance Scheme (Northern Ireland) Regulations 2004 (NILAS) were designed to help Councils in NI meet targets as set out in the Landfill Regulations 2004 by allocating progressively challenging limits on the amount of Biodegradable Local Authority Collected Municipal Waste (BLACMW) which can be landfilled by each Council.</p> <p>Through WasteDataFlow Mid Ulster District Council has submitted quarterly returns for the scheme year 2019/20. From these returns, NIEA has calculated the amount of BLACMW sent to landfill by each of the eleven Councils for the scheme year 2019/20.</p>
3.2	In 2019/20 the total amount of BLACMW which was permitted to be sent to landfill was 220,000 tonnes. In Northern Ireland the total amount of BLACMW reported to have been sent to landfill was 126,286 tonnes i.e. 42.6% of landfill allowances

were not utilised. This was an increase of 8.0 percentage points compared to 2017/18 (34.6%).

NIEA issued the final reconciliation for 2019/20 for Mid Ulster District Council on 26th November 2020 (see copy letter attached) which confirmed that the Council utilised just 8.9% of its annual landfill allowance of 16,932 tonnes. This represents a fall of 22.6 percentage points from 2018/19 meaning only 1,505 tonnes was sent to landfill during the scheme year leaving a surplus of 15,427 tonnes. **This was the lowest ever annual utilisation of NILAS allowances and the lowest amount of BLACMW landfilled of all eleven Councils in Northern Ireland during the year.**

The Landfill Allowance utilisation for all the Councils are shown in Figure 1 below:

Figure 1: Landfill Allowance Utilisation for 2019/20



4.0 Other Considerations

4.1 Financial, Human Resources & Risk Implications

Financial:

Council waste recycling and treatment costs are in the region of £6.5m per annum.

Human:

A significant amount of time is spent by the Recycling Officers in gathering, collating and submitting the necessary data for quarterly WDF/NILAS returns.

Risk Management:

Failure to meet recycling and landfill diversion targets could have resulted in fines.

4.2 Screening & Impact Assessments

Equality & Good Relations Implications:

None

	Rural Needs Implications: None
5.0	Recommendation(s)
5.1	Members are requested to note the contents of this report.
6.0	Documents Attached & References
6.1	NILAS Annual Report 2019/20
6.2	Annual NILAS reconciliation letter dated 26 th November 2020

The Landfill Allowance Scheme (Northern Ireland) Regulations (2004) (as amended) (NILAS)

2019/20 Annual Report

26th November 2020

To obtain further information about this report, please contact:

Control and Data Management Team | Waste Regulation Unit
Northern Ireland Environment Agency | Klondyke Building
Gasworks Business Park | Cromac Avenue
Lower Ormeau Road | Malone Lower | Belfast | BT7 2JA

Telephone: 028 9056 9430

Email: NILAS@daera-ni.gov.uk

This document may be made available in alternative formats, please contact us to discuss your requirements.

This document is also available on the Northern Ireland Environment Agency's website at <https://www.daera-ni.gov.uk/articles/published-waste-data>

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Executive Summary

This report covers the fifteenth scheme year of the Landfill Allowance Scheme (Northern Ireland) Regulations 2004 (as amended) and summarises district council compliance with the scheme during 2019/20.

The Waste and Emissions Trading Act 2003 (Amendment) Regulations 2011 and the Landfill Allowances Scheme (Amendment) Regulations (Northern Ireland) 2011 came into effect on the 21st and 22nd November 2011 respectively. Their main purpose was to provide for the use of the terms “local authority collected municipal waste” and “biodegradable local authority collected municipal waste”. This annual report only reports on Local Authority Collected Municipal Waste (LACMW) collected under “arrangements”¹ by district councils in Northern Ireland. This change has no impact on the WasteDataFlow data that is reported, and the calculation of Biodegradable Local Authority Collected Municipal Waste (BLACMW) as regards the Northern Ireland Landfill Allowances Scheme (NILAS).

This is the fifth NILAS annual report as regards the 11 new councils which came into existence on the 1st April 2015. All 11 district councils in Northern Ireland achieved their 2019/20 landfill allowance obligations by diverting BLACMW from landfill. BLACMW is calculated using a mass balance methodology via the WasteDataFlow online waste reporting system.

In 2019/20 the total amount of BLACMW which was permitted to be sent to landfill was 220,000 tonnes. The total amount of BLACMW reported to have been sent to landfill was 126,286 tonnes i.e. 42.6% of landfill allowances were not utilised. This was an increase of 8.0% percentage points compared to 2018/19 (34.6%). Since the implementation of the NILAS regulations in 2005 district councils have collectively reduced the amount of BLACMW sent to landfill by 431,723 tonnes. The proportion of local authority collected municipal waste statutorily defined to be biodegradable (i.e. BLACMW) decreased from 71% to 64% from 1st April 2009 following additional research (which included sampling) into the composition of various (local authority collected) municipal waste streams.

¹ s21 WET Act 2003 [as amended] (<http://www.legislation.gov.uk/ukpga/2003/33/section/21>)

The three district councils not associated with a waste management group (Armagh City, Banbridge and Craigavon Borough; Fermanagh and Omagh District and Mid Ulster District Councils) sent 21,082 tonnes of BLACMW to landfill, 61.8% less than their allocated allowances.

The North West Regional Waste Management Group (NWRWMG) consisting of Causeway Coast and Glens Borough and Derry City and Strabane District Councils sent 17,968 tonnes of BLACMW to landfill, 48.6% less than their allocated allowances.

arc21 consisting of Antrim and Newtownabbey Borough; Ards and North Down Borough; Belfast City; Lisburn and Castlereagh City; Mid and East Antrim Borough; and Newry, Mourne and Down District Councils sent 87,236 tonnes of BLACMW to landfill, 32.8% less than their allocated allowances.

After the final reconciliation Newry Mourne and Down and Mid Ulster District Council had a surplus of allowances which exceeded their allocations by at least 90%.

Armagh City, Banbridge and Craigavon Borough Council had a surplus of allowances which exceeded its allocation by at least 60%.

Causeway Coast and Glens Borough Council and Derry City and Strabane District Council had a surplus of allowances which exceeded their allocations by at least 40%.

Antrim & Newtownabbey Borough Council and Belfast City Council had a surplus of allowances which exceeded their allocations by at least 20%.

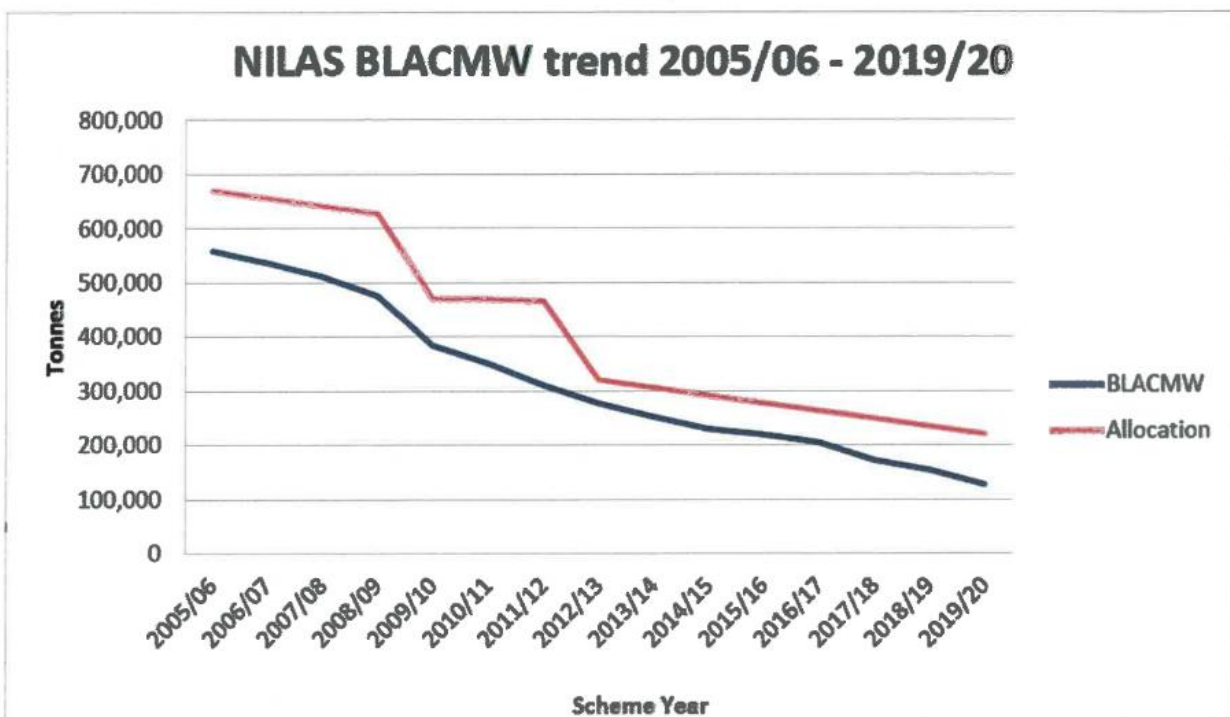
Ards and North Down Borough Council, Lisburn and Castlereagh City Council and Mid & East Antrim BC had a surplus of allowances which exceeded their allocations by at least 10%.

Over the course of the scheme the allocation for each district council, and consequently Northern Ireland as a whole, has reduced toward the EU Landfill target making it vital for

more BLACMW to be diverted from landfill. The EU Landfill Directive obligated Member States to reduce their BMW to landfill (which includes BLACMW) to 75, 50 & 35% of 1995 baseline levels by 2010, 2013 & 2020 respectively. The revised Waste Management Plans (WMPs) of the WMGs detailed how they proposed to deal with Northern Ireland's LACMW up to 2020. The plans set out the range of facilities required to deliver both the statutory (NILAS) and other strategic targets within the Northern Ireland Waste Management Strategy – “Delivering Resource Efficiency” (<https://www.daera-ni.gov.uk/publications/delivering-resource-efficiency-northern-ireland-waste-management-strategy>).

The chart below shows the downward trend at the Northern Ireland level over the period which NILAS has been operational.

Chart: BLACMW utilisation and allocation over operation of NILAS.



List of Acronyms

AA	Allocating Authority (EPD)
arc21	Eastern Regional Waste Management Group
BMW	Biodegradable Municipal Waste
BLACMW	Biodegradable Local Authority Collected Municipal Waste
CIWM	The Chartered Institution of Wastes Management
DAERA	Department of Agriculture, Environment & Rural Affairs
Defra	Department of Environment, Food and Rural Affairs
DoE(NI)	Department of the Environment (Northern Ireland)
EHS	Environment and Heritage Service
EPD	Environmental Policy Division – DAERA
EWC	European Waste Catalogue
LACMW	Local Authority Collected Municipal Waste
MA	Monitoring Authority (NIEA)
MRF	Materials Recovery Facility
MSW	Municipal Solid Waste
NIEA	Northern Ireland Environment Agency
NILAS	Northern Ireland Landfill Allowance Scheme
NWRWMG	North West Regional Waste Management Group
P&EPG	Planning and Environmental Policy Group – DAERA
SASB	Statistical & Analytical Services Branch
SWaMP2008	Southern Waste Management Partnership
WDF	WasteDataFlow
WET Act	Waste and Emissions Trading Act
WMG	Waste Management Group
WMP	Waste Management Plan

Introduction

Council Directive 1999/31/EC, on the Landfill of Waste (the Landfill Directive) became law on the 26th April 1999. The aim of the Landfill Directive is to reduce the pollution from landfilled waste that can impact on surface water, groundwater, soil, air and also climate change. Article 5(2) of the EU Landfill Directive (1999/31/EC) requires member states (<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:31999L0031:EN:HTML>) to reduce the amount of Biodegradable Municipal Waste (BMW) sent to landfill through setting challenging targets.

The targets for the reduction of BMW landfilled are:

- To reduce by 2010 the quantity of BMW landfilled to 75% of that produced in 1995.
- To reduce by 2013 the quantity of BMW landfilled to 50% of that produced in 1995.
- To reduce by 2020 the quantity of BMW landfilled to 35% of that produced in 1995.

The Landfill Allowance Scheme (Northern Ireland) Regulations 2004 (NILAS)

(<http://www.legislation.gov.uk/nisr/2004/416/contents/made>) made under the Waste and Emissions Trading (WET) Act 2003 (<http://www.legislation.gov.uk/ukpga/2003/33/contents>), have been designed to help local authorities in Northern Ireland meet their targets as set out in the Landfill (Scheme Year and Maximum Landfill Amount) Regulations 2004 (<http://www.legislation.gov.uk/uksi/2004/1936/contents/made>) by allocating progressively challenging limits on the amount of BLACMW which can be landfilled by each District Council.

The NILAS Regulations came into operation in Northern Ireland on 1st April 2005 hence, 2019/20 is the fifteenth scheme year. The Regulations placed a statutory responsibility on district councils, in each scheme year, to landfill no more than the quantity of BLACMW for which they had allowances (each allowance represents one tonne of BLACMW that can be sent to landfill). If the annual limit had been exceeded this may have resulted in financial penalties of £150 per exceeded allowance as per the Landfill Allowances Scheme (Amendment) Regulations (Northern Ireland) 2005 (<http://www.legislation.gov.uk/nisr/2005/588/contents/made>).

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The scheme facilitates the transfer and borrowing (with restrictions e.g. allowances cannot be borrowed in a target year or in the year preceding a target year) of allowances between district councils which promotes a flexible and partnership working arrangement. The scheme in Northern Ireland does not facilitate the trading of landfill allowances. The methodology for allocating allowances to each district council was selected following consultation by P&EPG (now EPD), who are designated under NILAS as the Allocating Authority (AA).

The Department, after consultation, allocated NILAS allowances in 2005 to each council, for each year, to 2019/20 on the basis of an 'early convergence simple population' model, with weightings applied using population projections, and proportionately based each councils percentage share of the total population. Each allowance permits one tonne of biodegradable municipal waste to be landfilled and the allowances allocated to each council reduce over time in line with the Directive targets. In April 2015 the number of councils in Northern Ireland was reduced from 26 to 11 in line with planned local government reforms. Following local government reorganisation the Department re-allocated NILAS allowances to the 11 new councils from 1 April 2015 using the same approach as was used for the original allocations to the existing councils in 2005.

Consequently the AA, in order to facilitate long term planning, set the maximum allowance for each district council for each year of the scheme. Going forward for 2015/16 onwards the AA has used the mid 2012 NISRA population statistics as the basis for the NILAS allocations for the eleven new district councils (Annex C) i.e. each council has shared the overall allocation on the basis of its share of the Northern Ireland population. The overall NILAS allocation for Northern Ireland remains the same for each of the remaining years for the scheme.

The method used to determine the amount of BLACMW sent to landfill for a scheme year is the mass balance approach. At its simplest this takes the LACMW arisings in a scheme year and converts it to BLACMW by using the deemed biodegradable percentage (64%). For the purposes of calculating the BLACMW sent to landfill only, any distinct / separate rubble waste stream (rubble, soil & plasterboard) collected is excluded on the basis that it is unlike household waste and is therefore considered to be non-municipal in nature.

Biodegradable materials diverted from landfill for recovery or recycling are also subtracted from this figure at either 100% or 50% according to the schedule of the NILAS Regulations in order to determine the remaining BLACMW sent to landfill. Further details of the methodology used in WasteDataFlow throughout 2019/20 in calculating the mass balance can be found at

[http://www.wastedataflow.org/documents/guidancenotes/NorthernIreland/LandfillAllowanceScheme/KPI \(q\) DC Mass Balance Schematic v4.pdf](http://www.wastedataflow.org/documents/guidancenotes/NorthernIreland/LandfillAllowanceScheme/KPI%20DC%20Mass%20Balance%20Schematic%20v4.pdf).

In line with local government reform on 1st April 2015 SWaMP2008 was formally dissolved and its assets, liabilities and staff transferred to Armagh City, Banbridge and Craigavon Borough Council (<http://www.legislation.gov.uk/nisr/2015/183/article/12/made>).

England, Scotland and Wales each have their own specific Landfill Allowance Regulations:

England: <http://www.legislation.gov.uk/ukxi/2004/3212/contents>

Scotland: <http://www.legislation.gov.uk/ssi/2005/157/contents/made>

Wales: <http://www.legislation.gov.uk/wsi/2004/1490/contents/made>

However, only the landfill allowance schemes in Northern Ireland and Wales are currently continuing to operate following England's decision to end its Landfill Allowance Trading Scheme (LATS) on the 30th September 2013. In Scotland the Landfill Allowance Scheme (LAS), which formerly administered a system of banking, borrowing and penalties concerning the disposal of Biodegradable Municipal Waste (BMW), was revoked by the Scottish Government in 2012.

Consultation paper on meeting EU landfill diversion targets:

Following discussions with the European Commission it was agreed that the UK's approach to meeting the Landfill Directive's diversion targets should be changed. Consequently on 25 June 2010 the AA issued an initial consultation paper addressing the implications of this change in relation to Northern Ireland (NI).

The consultation included setting out the new interpretation of the definition of municipal

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waste; revisions to the 1995 baseline and targets; and the reporting and monitoring obligations necessary to enable robust reporting against the targets to the European Commission. It also sought views on the future of the Northern Ireland Landfill Allowance Scheme (NILAS) in addressing both the district council and private sector elements of municipal waste and providing the necessary confidence that Northern Ireland will meet its overall Landfill Directive targets. The revised interpretation will mean that much more commercial and industrial waste than previously will fall within the scope of the term 'municipal waste'. This is because the new definition is based on waste types (as defined by European Waste Catalogue codes) rather than who manages the waste (i.e. district council).

The consultation closed on the 8th October 2010 and the Department subsequently published a summary of the comments received.

The Department considered policy options in respect of NILAS on the basis of this consultation and issued a policy position on the future of the scheme in February 2011.

Changes to legislation to incorporate the new definition of municipal waste were made across the UK during 2011/12. On the 21 and 22 November 2011 the Waste and Emissions Trading Act 2003 (Amendment) Regulations 2011

(http://www.legislation.gov.uk/ukxi/2011/2499/pdfs/ukxi_20112499_en.pdf) and the Landfill Allowances Scheme (Amendment) Regulations (Northern Ireland) 2011

(http://www.legislation.gov.uk/nisr/2011/373/pdfs/nisr_20110373_en.pdf)

came into effect. Their main purpose was to provide for the use of the terms "local authority collected municipal waste" and "biodegradable local authority collected municipal waste".

Therefore, this report uses the terminology above. However, these name changes have no impact on the WDF data that is reported.

2. Reporting

2.1 District Councils

District councils in Northern Ireland are required to report data on local authority collected waste arisings on a quarterly basis as per NILAS Regulation 10 (5). The data for each quarter must be submitted to the Monitoring Authority within 2 months after the relevant quarter end. Table 1 shows the NILAS reporting deadlines in each scheme year. District councils must submit their data via the WasteDataFlow (WDF) system (<http://www.wastedataflow.org>).

Initially developed in 2004 by the Chartered Institution of Waste Management (CIWM) WDF is now owned, operated, and managed by Defra in partnership with the UK's devolved administrations through an Operational Group and Programme Management Board who support the maintenance and development of the system via an IT contractor (currently Jacobs Ltd).

Northern Ireland district councils began formally reporting municipal waste data via WDF from January 2005. Data is managed within the system through various user levels representing district councils, WMGs, NIEA and public access. After the final reconciliations and annual report for the scheme year have been issued by NIEA, the raw data for the relevant scheme year is made publically available on WDF.

Table 1: NILAS reporting deadlines

Quarter	Period in scheme year	Return MUST be submitted by:
1	1 st April – 30 th June	31 st August
2	1 st July – 30 th September	30 th November
3	1 st October – 31 st December	28 th February
4	1 st January – 31 st March	31 st May

Table 2a shows when data was submitted to NIEA during the scheme year. For comparison, the date when the data was submitted to the WMG is also shown.

During the course of the 2007/08 scheme year an 'e-mail notification alert' was introduced aimed at improving the timeliness of returns. The relevant users, at each submission level, are informed by an automatically generated email that data is awaiting their approval and submission to the next level. This measure and the issue of further guidance from NIEA in February 2010 (see 2.1.1) have continued to improve data submission times.

Table 2a: Date on which district council returns were submitted to WMG and NIEA in 2019/20

District Council	Q1 due 31/08/2019		Q2 due 30/11/2019		Q3 due 28/02/2020		Q4 due 31/05/2020**	
	WMG	NIEA	WMG	NIEA	WMG	NIEA	WMG	NIEA
Antrim & Newtownabbey BC	03/09/2019	03/09/2019	03/12/2019	03/12/2019	28/02/2020	28/02/2020	01/06/2020	01/06/2020
Ards & North Down BC	30/08/2019	30/08/2019	29/11/2019	29/11/2019	26/02/2020	27/02/2020	28/05/2020	28/05/2020
Armagh City, Banbridge & Craigavon BC*	29/08/2019	30/08/2019	28/11/2019	29/11/2019	13/02/2020	18/02/2020	29/05/2020	30/05/2020
Belfast CC	30/08/2019	30/08/2019	29/11/2019	29/11/2019	28/02/2020	28/02/2020	29/05/2020	29/05/2020
Causeway Coast & Glens BC	23/08/2019	23/08/2019	15/11/2019	15/11/2019	25/02/2020	25/02/2020	21/05/2020	26/05/2020
Derry City & Strabane DC	27/08/2019	28/08/2019	29/11/2019	29/11/2019	27/02/2020	27/02/2020	09/06/2020	09/06/2020
Fermanagh & Omagh DC*	28/08/2019	29/08/2019	29/11/2019	29/11/2019	27/02/2020	27/02/2020	28/05/2020	28/05/2020
Lisburn & Castlereagh CC	28/08/2019	28/08/2019	25/11/2019	25/11/2019	27/02/2020	27/02/2020	04/06/2020	04/06/2020
Mid & East Antrim BC	27/08/2019	28/08/2019	26/11/2019	26/11/2019	21/02/2020	21/02/2020	28/05/2020	28/05/2020
Mid Ulster DC*	30/08/2019	30/08/2019	29/11/2019	02/12/2019	28/02/2020	28/02/2020	22/06/2020	22/06/2020
Newry, Mourne & Down DC	02/09/2019	02/09/2019	28/11/2019	28/11/2019	25/02/2020	25/02/2020	19/05/2020	19/05/2020
% received by WMG / NIEA by due date	81.8%	81.8%	90.9%	81.8 %	100%	100%	100% **	100% **

Green font denotes return made on or before deadline.

Red font denotes late return.

* Data rollup carried out by NIEA in absence of waste management group.

** Extension until 22/6/20 granted by MA due to impact of Covid-19 pandemic.

2.1.1 Penalty Guidance

In February 2010 NIEA, as NILAS Monitoring Authority in conjunction with the AA, introduced penalty guidance for district councils and landfill operators (<https://www.daera-ni.gov.uk/publications/nilas-forms-and-guidance>) .

The purpose of the guidance was to improve the timeliness of WDF returns from district councils and from landfill operators submitting landfill operator returns. The guidance provides a framework by which procedures can be implemented to impose fines where late returns are an issue. The guidance details the transparent, proportionate and fair process by which any fines would be applied.

The introduction of the guidance has improved the timeliness of all returns since its introduction in the second half of the 2009/10 scheme year as can be seen in table 2a.

To facilitate the production of accurate and timely quarterly waste management statistics NIEA request that any queries generated are responded to within five working days of issue.

Table 2b shows which district councils met the 5 working day turnaround time in relation to NIEA WDF queries for each quarterly return for the 2019/20 scheme year.

Although, most district councils are able to meet the five working day turnaround relatively easily, there are some who experience difficulties in meeting the deadline for various reasons. These district councils tend to have one person responsible for data entry, and no one else trained in the compilation of the relevant data which creates difficulties in situations where the designated officer is absent due to leave or unforeseen circumstances such as sickness. NIEA has recommended from the outset of formal WasteDataFlow reporting in May 2005 that district councils should have more than one officer trained in the compilation of data and the operation of WasteDataFlow to deal with situations where the main designated officer is unable to deal with the issues concerned and to ensure that the various deadlines are met in order to provide accurate data in a timely manner.

Additionally, NIEA undertake an annual validation exercise during October each year in conjunction with SASB. This exercise looks at the data submitted during the scheme year and compares it with the previous scheme year's data for trends and analysis, and to prepare data for publication in the annual local authority collected municipal waste report (<https://www.daera-ni.gov.uk/articles/northern-ireland-local-authority-collected-municipal-waste-management-statistics>). Table 2c shows the dates by which district councils responded to annual queries for 2019/20.

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Table 2b: Date by which councils had responded to NIEA quarterly queries in 2019/20

District Council	Q1 (Apr – Jun 2019)		Q2 (Jul – Sep 2019)		Q3 (Oct - Dec 2019)		Q4 (Jan – Mar 2020) **	
	issue	response	issue	response	issue	response	issue	response
Antrim & Newtownabbey BC	16/09/2019	19/09/2019	09/12/2019	17/12/2019	18/03/2020	23/03/2020	15/06/2020	18/06/2020
Ards & North Down BC	12/09/2019	17/09/2019	11/12/2019	16/12/2019	10/03/2020	13/03/2020	12/06/2020	19/06/2020
Armagh City, Banbridge & Craigavon BC	10/09/2019	18/09/2019	06/12/2019	12/12/2019	05/03/2020	10/03/2020	09/06/2020	12/06/2020
Belfast City CC	11/09/2019	29/09/2019	06/12/2019	19/12/2019	06/03/2020	13/03/2020	08/06/2020	12/06/2020
Causeway Coast & Glens BC	09/09/2019	11/09/2019	10/12/2019	17/12/2019	06/03/2020	13/03/2020	10/06/2020	17/06/2020
Derry City & Strabane DC	11/09/2019	13/09/2019	11/12/2019	17/12/2019	10/03/2020	12/03/2020	11/06/2020	17/06/2020
Fermanagh & Omagh DC	13/09/2019	18/09/2019	17/12/2019	18/12/2019	11/03/2020	16/03/2020	18/06/2020	25/06/2020
Lisburn & Castlereagh CC	13/09/2019	18/09/2019	13/12/2019	16/12/2019	09/03/2020	12/03/2020	17/06/2020	23/06/2020
Mid & East Antrim BC	18/09/2019	21/09/2019	12/12/2019	17/12/2019	09/03/2020	09/03/2020	08/06/2020	10/06/2020
Mid Ulster DC	13/09/2019	20/09/2019	12/12/2019	17/12/2019	11/03/2020	19/03/2020	25/06/2020	02/07/2020
Newry, Mourne & Down DC	09/09/2019	11/09/2019	11/12/2019	23/12/2019	13/03/2020	23/03/2020	15/06/2020	22/06/2020
% received by NIEA by due date		81%		72%		100%		100%

** Extension until 22/6/20 granted by MA due to Covid 19 pandemic

Table 2c: Date by which councils had responded to NIEA annual queries in 2019/20

District Council:	Query Sheet Issued	Query Sheet Response
Antrim & Newtownabbey BC	19/10/2020	21/10/2020
Ards & North Down BC	14/10/2020	15/10/2020
Armagh City, Banbridge & Craigavon BC	20/10/2020	26/10/2020
Belfast CC	14/10/2020	03/11/2020
Causeway Coast & Glens BC	20/10/2020	27/10/2020
Derry City & Strabane DC	27/10/2020	03/11/2020
Fermanagh & Omagh DC	27/10/2020	29/10/2020
Lisburn & Castlereagh CC	14/10/2020	19/10/2020
Mid & East Antrim BC	16/10/2020	22/10/2020
Mid Ulster DC	22/10/2020	29/10/2020
Newry, Mourne & Down DC	16/10/2020	21/10/2020

Green font denotes return made within requested five working day target.

Red font denotes return made later than requested five working day target.

The only district council to miss more than half of their deadlines were Belfast who missed three deadlines during the year.

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NIEA rely on the prompt receipt of comprehensive and accurate data to issue quarterly Official (National from October to December 2013 onwards) Statistic reports in conjunction with the DAERA's Statistical and Analytical Services Branch (SASB) which provides each District Council with an indication on their waste management key performance indicators (KPIs) and how many landfill allowances they have utilised for the quarter. This is calculated using the mass balance calculation, which indicates the performance of local authorities in relation to their allocation of allowances and the diversion of biodegradable waste from landfill.

2.1.2 Validation Process

To assist district councils with self-validation a summary spreadsheet has been developed within WDF through the data authorisation functionality. This enables quick checks to be viewed easily e.g. comparison of reported tonnages collected for recycling with reported tonnages of the waste sent for recycling; residual waste collected vs. residual waste treated/disposed etc. Similarly a spreadsheet detailing an indicative mass balance calculation has also been developed to enable district councils to easily review the calculated amount of BLACMW sent to landfill in any particular quarter and hence monitor their progress towards meeting their obligations under NILAS.

In previous years upon receipt of the district council's data NIEA, as Monitoring Authority, conducted a qualitative assessment of the municipal waste arisings data in WDF. The validation process involved cross checking figures between questions and previously submitted quarterly returns. However, since the 2009/10 scheme year NIEA have been assisted by Central Statistics & Research Branch (CSRB) primarily through a significant automation of the validation process. This involves downloading the relevant quarterly data and processing it through SPSS (Statistical Package for the Social Sciences) to identify trends and potential anomalies which allows a quicker and more detailed data analysis than was previously possible. This information was then used by NIEA to formulate queries to each district council. Queried data for the relevant quarter is rejected back to the WMG who then reject the data to the relevant district council to facilitate, where appropriate, any

amendments. The data can usually only be entered and amended at district council level by data entry officers.

NIEA aims to complete the validation of all returns within one month of the relevant deadline and therefore requests that a response is made to all validation queries within 5 working days to ensure the production of timely and accurate local authority collected municipal waste statistics.

Data for the 2010/11 scheme year was validated, as in the preceding scheme years, by NIEA in its role as the Monitoring Authority but the responsibility for the compilation and publication of the reports was passed to CSRB from April 2009. CSRB published the quarterly reports to a specified timetable in line with the Pre-release Access to Official Statistics Order (Northern Ireland) 2009

(<http://www.legislation.gov.uk/nisr/2009/71/contents/made>)

These Official Statistics were compiled in accordance with Official Statistic Protocols and subsequently published on the Departmental website

(<https://www.daera-ni.gov.uk/articles/northern-ireland-local-authority-collected-municipal-waste-management-statistics>)

Until March 2011 CSRB was a branch within the Department for Regional Development (DRD) providing services to DoE(NI). In April 2011 CSRB became Analytical Services Branch (ASB) within DoE(NI). On 8th May 2016 DoE(NI) ceased to exist and its functions were transferred to a new department – the Department of Agriculture, Environment & Rural Affairs (DAERA). Since 1st July 2016 ASB has become Statistics and Analytical Services Branch (SASB) within DAERA.

2.1.3 National Statistics

The data for October to December 2013 was the first LACMW quarterly dataset to be published to National Statistics accreditation. National Statistics are produced to a high professional standard. They undergo regular quality assurance reviews to ensure that they meet customer needs and are produced free from any political interference.

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The UK Statistics Authority has designated the Northern Ireland quarterly waste statistics as National Statistics, in accordance with the Statistics and Registration Service Act 2007 (<http://www.legislation.gov.uk/ukpga/2007/18/contents>) and signifying compliance with the Code of Practice for Official Statistics (<https://www.statisticsauthority.gov.uk/code-of-practice/>).

Designation can be broadly interpreted to mean that the statistics:

- meet identified user needs;
- are well explained and readily accessible;
- are produced according to sound methods; and
- are managed impartially and objectively in the public interest.

Once statistics have been designated as National Statistics it is a statutory requirement that the Code of Practice shall continue to be observed.

The Department further demonstrates its commitment to the Code of Practice by publishing a series of supporting statements related to its use of administrative data, publication strategy, confidentiality arrangements, revisions policy, customer service and complaints procedure. For details see <https://www.daera-ni.gov.uk/articles/dard-statistics-charter-and-pre-release-access-statements>.

The timetable for the publication of provisional quarterly and annual reports is published, and updated, on the Gov.uk website: (https://www.gov.uk/search/research-and-statistics?content_store_document_type=upcoming_statistics&organisations%5B%5D=department-of-agriculture-environment-and-rural-affairs-northern-ireland).

2.1.4 WasteDataFlow Northern Ireland User Group

On 10th July 2007 NIEA hosted the inaugural Northern Ireland WasteDataFlow User Group with the overall aim of contributing to making WasteDataFlow a successful data capture and reporting system with a high level of timely good quality data returns from district councils in Northern Ireland.

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The main objective is to provide an accurate database of waste management information, with reporting functions available for district councils, WMGs and regional government.

The Group aims to achieve this by:

- Identifying barriers to the effective use of the WDF system by district councils.
- Proposing practical solutions to these barriers. For example through specific proposals on contents of on-line help, Guidance Manual, revisions to questions, adjustments to web-based data screens, reporting functionality etc.
- Identifying and sharing good practices in waste data management.
- Facilitating communication within the WasteDataFlow community.
- Providing input to reporting developments.

The User Group also enables NIEA to provide a forum for dialogue between the three parties as well as an element of training to district council users involved in the entry of data through demonstrations of the reporting functionality etc.

No user group meetings took place during 2019/20.

2.1.5 WasteDataFlow Training

No training sessions were conducted by NIEA during the 2019/20 scheme year for district councils. Such sessions are provided as and when required for new council officers involved in WasteDataFlow data entry and reporting.

2.1.6 WasteDataFlow Guidance

The factors used in the calculation of capture rates were updated to reflect the findings in 'Northern Ireland Kerbside Waste Composition (2017)' (<https://www.daera-ni.gov.uk/publications/northern-ireland-kerbside-waste-composition-2017-summary-report-volume-1>) and the associated guidance was updated in November 2019.

2.1.7 WasteDataFlow Developments

No major development work was carried out to the system during the course of the year.

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2.2 Landfill Operators

Under NILAS Regulation 11 (4), landfill operators are required to report, in each year, the amount of LACMW deposited in landfill at their sites. In 2019/20, six landfills in Northern Ireland reported accepting local authority collected municipal waste. LACMW data from landfill operators is statutorily required within 2 months of the quarter end, corresponding with the district councils' submissions of data via WDF.

Table 3 shows the dates on which landfills accepting LACMW for disposal made returns to NIEA.

Table 3: Dates on which landfill operators submitted returns in 2019/20

Landfill Site (Operator)	Apr - Jun 2019 Return Submitted due 31/08/19	Jul - Sept 2019 Return Submitted due 30/11/19	Oct - Dec 2019 Return Submitted due 28/02/20	Jan - Mar 2020 Return Submitted due 31/05/20
Baird's Brae (Biffa)	17/07/2019	10/10/2019	30/01/2020	23/04/2020
Craigahulliar (Causeway Coast & Glens BC)	07/08/2019	29/11/2019	06/02/2020	05/05/2020
Craigmore (River Ridge Recycling)	29/08/2019	22/11/2019	18/02/2020	30/05/2020
Crosshill (Eastwoods)	29/08/2019	02/12/2019*	01/03/2020	01/06/2020
Drummee (Fermanagh & Omagh DC)	04/09/2019	04/11/2019	11/02/2020	08/05/2020
Mullaghglass (Whitemountain Group)	23/07/2019	18/10/2019	22/01/2020	14/04/2020
Baird's Brae (Biffa)	17/07/2019	10/10/2019	30/01/2020	23/04/2020

Green font denotes return made on or before deadline.

Red font denotes return made later than the deadline

Landfill operator returns are submitted electronically to NIEA using the 'Landfill Operator – LACMW Data Return Form (NILAS 001)'

(<https://www.daera-ni.gov.uk/sites/default/files/publications/daera/NILAS-001-Landfill-Operator-Return-Form.xls>).

2.2.1 Validation Process

The return includes the following information:

- Weight of each load (to the nearest tonne);
- EWC code;
- District council area where the waste originates;
- Name of transfer station, where applicable;
- Any treatment applied to waste prior to its landfill.

The amount of residual LACMW reported by landfill operators on the landfill operator return was cross checked with the returns from district councils submitted via WasteDataFlow.

Where there was more than 10 tonnes difference and this variation exceeded +/- 1% of the total between the landfill operator return and the district council return, NIEA as the Monitoring Authority queried both sets of returns to establish the reason, and if appropriate to enable one or both sets of data to be corrected.

Some variation between the amounts of municipal waste reported as sent to landfill by landfill operators and by district councils will be attributable to:

- Rounding errors – landfill operators report the weight of each load which is rounded to the nearest tonne;
- Private contractors may deal with both commercial and municipal waste streams within the same facility and take the residue to landfill in the same collection vehicle and therefore an estimated apportionment is used;
- NIEA do not receive returns from landfill operators outside Northern Ireland;
- Accurate reporting by landfill operators is dependent on them knowing the origin of the waste. This can be difficult when waste arrives via intermediate stages such as transfer stations or residual material recovery facilities; this has increasingly become a factor in establishing an audit trail between the waste disposed of by district councils and landfill operators. Additionally, both local authority collected municipal and commercial wastes may be handled by such facilities and therefore the outputs are based on the proportion of inputs received from each source.

In the 2019/20 scheme year, in addition to the cross checks with WasteDataFlow, data checks were also carried out on the quarterly waste summary returns submitted to NIEA for waste management exemptions, licences and permits.

2.2.2 Guidance to Landfill Operators

The guidance for landfill operators had been updated in March 2015 to take account of the then forthcoming local government reform.

2.2.3 Landfill Operator Data Audit

During the fifteenth scheme year six audits were carried out on the landfill sites accepting LACMW in Northern Ireland (see Table 4). These audits were conducted by NIEA as NILAS Monitoring Authority under Regulation 11 (5) of the NILAS Regulations.

The returns submitted by the landfill operator were compared with actual weighbridge dockets to validate the submissions made via the landfill operator returns under NILAS Regulation 11. Records kept by landfill operators were in both paper and electronic form.

Table 4: Landfill operators audited during the scheme year 2019/20.

	Landfill Site (Operator)	Audit date	Quarter(s) audited
1.	Drumree	01/08/2019	July to September 2018 & January to March 2019
2.	Craigahulliar	06/08/2019	October to December 2018 & January to March 2019
3.	Mullaghglass	13/08/2019	April to June 2018 & January to March 2019
4.	Biffa Cottonmount	21/08/2019	April to June 2018 & January to March 2019
5.	Eastwood	25/02/2020	July to September 2019
6.	Craigmore	28/03/2020	October to December 2019

A sample of the submitted data was selected from each landfill site to be audited. A randomly selected period of at least one week for each month within each quarter was audited. Any discrepancies found were discussed with the operator prior to the close of the audit, and resolved through an audit report subsequently agreed with the landfill operator.

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Each of the six landfills audited presented satisfactory records e.g. waste transfer notes, invoices and weighbridge printouts which were generally well ordered and readily available. The documentation matched or agreed closely with landfill return figures sent to NIEA. There were, on occasions, some missing waste transfer notes, however it was still possible to track the tonnages using the weighbridge printouts or other data sources such as invoices and customer reports from each site's weighbridge systems.

During the 2019/20 scheme year NIEA continued to seek data on LACMW sent to landfill via waste transfer stations both through WasteDataFlow and quarterly waste summary returns. This work has enabled the capture of appropriate data for these waste material streams, and helped the audit process and correlation between the data reported by district councils via WasteDataFlow and that reported by landfill operators in their quarterly NILAS landfill operator returns.

3. District Council Data Audits

Between 15th May 2019 and 6th February 2020, NIEA as Monitoring Authority carried out three-audits of district councils for LACMW data submitted via WDF during the scheme year. The audits were conducted under Regulation 10 (6) (a) of the NILAS Regulations. The district councils selected from each WMG were contacted by telephone, letter and e-mail informing them of NIEA's intention to audit. Table 5 lists the district councils selected, the dates of the audits and the quarter for which the audit was conducted.

Table 5: District councils audited during the scheme year 2019/20

	District council:	Audit Date	Quarter audited
1.	Antrim & Newtownabbey BC	15/05/2019	October to December 2018
2.	Belfast CC	10/01/2020	July to September 2019
3.	Derry City & Strabane DC	06/02/2020	July to September 2019

Each audit involved checking and confirming the relevant quarterly data which was submitted to the Monitoring Authority (NIEA) via WDF. One quarter of each district council's LACMW returns was selected, generally the most recent submission. The areas inspected related to:-

1. Landfilling of LACMW.
2. Collection, recycling, reuse and recovery of LACMW.
3. The standard of reporting / evidence for end destinations of recycled / recovered material streams.

In each case documentation was requested relating to each waste stream recorded within WDF. The documentation requested had to provide robust evidence of reported figures (e.g. waste transfer notes, Annex VIIs, invoices, Quality Protocol test results etc) and was compared against figures entered in WDF, and from landfill operator returns. The type of documentation used to compile returns was noted as were the names of any intermediate facilities, and waste carriers used. Where facilities had been selected which were not considered to be final destinations, further information on the final destination of the waste stream was also requested.

Records were requested to confirm the data entered for household and non-household residual waste collections e.g. regular household collections and civic amenity site skips. Evidence was sought as to the composition of, and origin of components in the final residual waste stream as well as the methodology used to determine these respective tonnages. A similar methodology to the landfill operators was employed for the inspection of the residual waste tonnages sent directly to landfill i.e. at least one week in each month of the relevant quarter was inspected and compared with the landfill operator return.

Residual waste sent to MRFs for recovery was inspected on the basis of a sample of the waste transfer notes and invoices to confirm and verify the tonnage input to the facility. Evidence was sought in the form of waste transfer notes and / or export documentation (Annex VIIIs) to verify materials recovered for recycling or energy recovery.

All records for recycling, including weighbridge dockets and invoices, were inspected and totalled for comparison with the figures entered in WDF. Where minor discrepancies were discovered these were pointed out to the council officers concerned and rejected by NIEA for rectification on the WDF system accordingly.

Upon completion of the audit a draft report was issued to the district council within twenty five working days of the audit taking place. The draft report summarised the evidence presented during the course of the audit and highlighted where action was required. When the report's recommendations had been agreed the WDF data was rejected to enable the council officer(s) to make the necessary changes, and a final version of the audit report was issued to the district council and the relevant waste management group.

Arrangements for audits were made with the agreement of the council concerned which NIEA visited, for a period of 2-3 days. It is envisaged that in time records will be stored in a single location as local government reforms structures and consolidates contracts to deliver further efficiencies.

The systems used by district councils for the collection and storage of data varied. The majority of data is held in a paper format, although increasing amounts of data are managed through internal spreadsheets and databases. On occasions additional material was e-mailed to the NILAS Team subsequent to the audit. In the majority of cases the collection

and storing of data was managed by one person thereby considerably increasing the risk to the district council as a corporate body for a failure to make a timely statutory submission should that person be absent due to sickness or leave.

Although, the information recorded regarding final destinations has improved considerably over the course of the fifteen scheme years more effort is urgently required by some district councils to determine this information. NIEA from the outset of WDF reporting has advised district councils that MRFs were not considered to be a final destination for the recovery of materials, and that councils should determine this information which is also required to discharge their obligations under NILAS Regulation 10 (1) (c). In a wider sense this is one of the main considerations addressed by the overall Duty of Care which covers the whole waste management industry (<https://www.daera-ni.gov.uk/publications/waste-management-duty-care-code-practice>).

NIEA recommends that information on final destinations is obtained on a regular basis, best practice is considered to be at least once every other quarter, to ensure that materials collected are being sent for recycling / preparing for reuse / recovery and that any rejection prior to reprocessing is accurately recorded. The minimum adequate evidence expected to adequately demonstrate final destinations would be sample copies of waste transfer notes for waste transfers within the UK and / or export documentation (Annex VII notifications) for waste transfers to destinations in other countries outside the UK showing the movement of a particular waste stream between the MRF and the reprocessing destination.

NIEA expect that reprocessing destinations within the UK are accurately recorded with the WDF system, and will accept the name of the country to which waste is sent for processing for EU and non-EU exports with the proviso that export documentation (Notification / Annex VII) accompanies the evidence presented for the relevant period.

4 Reconciliation Process:

The Monitoring Authority (NIEA) has a statutory duty under NILAS Regulation 13 to calculate the amount of BLACMW sent to landfill by each district council for the scheme year and to prepare a draft reconciliation of the tonnages involved and allowances used. This process must be completed no later than 5 months after the end of the scheme year i.e. by 30th September. The BLACMW sent to landfill is calculated via a mass balance approach.

NIEA delivered each district council's draft reconciliation to the district council & WMG concerned as well as the Allocating Authority on 13th August 2020 later than normal due to the impact of the Covid-19 pandemic. This showed that all district councils had surpluses of allowances, and that no transfers of allowances from other district councils in order to meet their obligations under NILAS would be necessary for the scheme year.

The Monitoring Authority has a statutory duty under Regulation 14 to reconcile the allowances available with the amount of BLACMW as calculated under Regulation 13 as soon as reasonably practicable after the end of the reconciliation period. The final reconciliation was completed by 26th November 2020, and issued simultaneously with the annual municipal waste management report (<https://www.daera-ni.gov.uk/articles/published-waste-data>) and the publication of the NILAS Public Register (<https://apps.d.daera-ni.gov.uk/landfillallowances/>).

5. District Council Performance

The scheme year 2019/20 was the fifteenth year of the landfill allowances scheme. In 2019/20 the total number of landfill allowances allocated under NILAS was 220,000 tonnes. Each allowance permits the landfilling of one tonne of BLACMW.

The total amount of BLACMW reported to have been sent to landfill was 126,286 tonnes, a decrease of 27,038 tonnes from 153,324 tonnes in 2018/19. In 2019/20, 42.6% of landfill allowances were not utilised compared to 34.6% not utilised in 2018/19. Over the past 15 years district councils in Northern Ireland have collectively reduced the amount of BLACMW sent to landfill by 431,723 tonnes. Although, it should be noted that the deemed BLACMW percentage in the NILAS Regulations decreased from 71% to 64% from 1st April 2009.

Councils not associated with a waste management group sent 21,082 tonnes of BLACMW to landfill, 61.8% less than their allocated allowances.

The amount of BLACMW sent to landfill in the North West Regional Waste Management Group (NWRWMG) was 17,968 tonnes, 48.6% less than their allocated allowance.

The amount of BLACMW sent to landfill by arc21 was 87,236 tonnes, 32.8% less than their allocated allowances.

Figure 1 shows the calculated BLACMW for the fifteenth scheme year against the allowances allocated to each of the district councils

Table 6 shows the percentage of allowances utilised by each district council ranked according to the balance remaining of the allocation at the end of the scheme year.

Figure 1: Landfill Allowance Utilisation for 2019/20

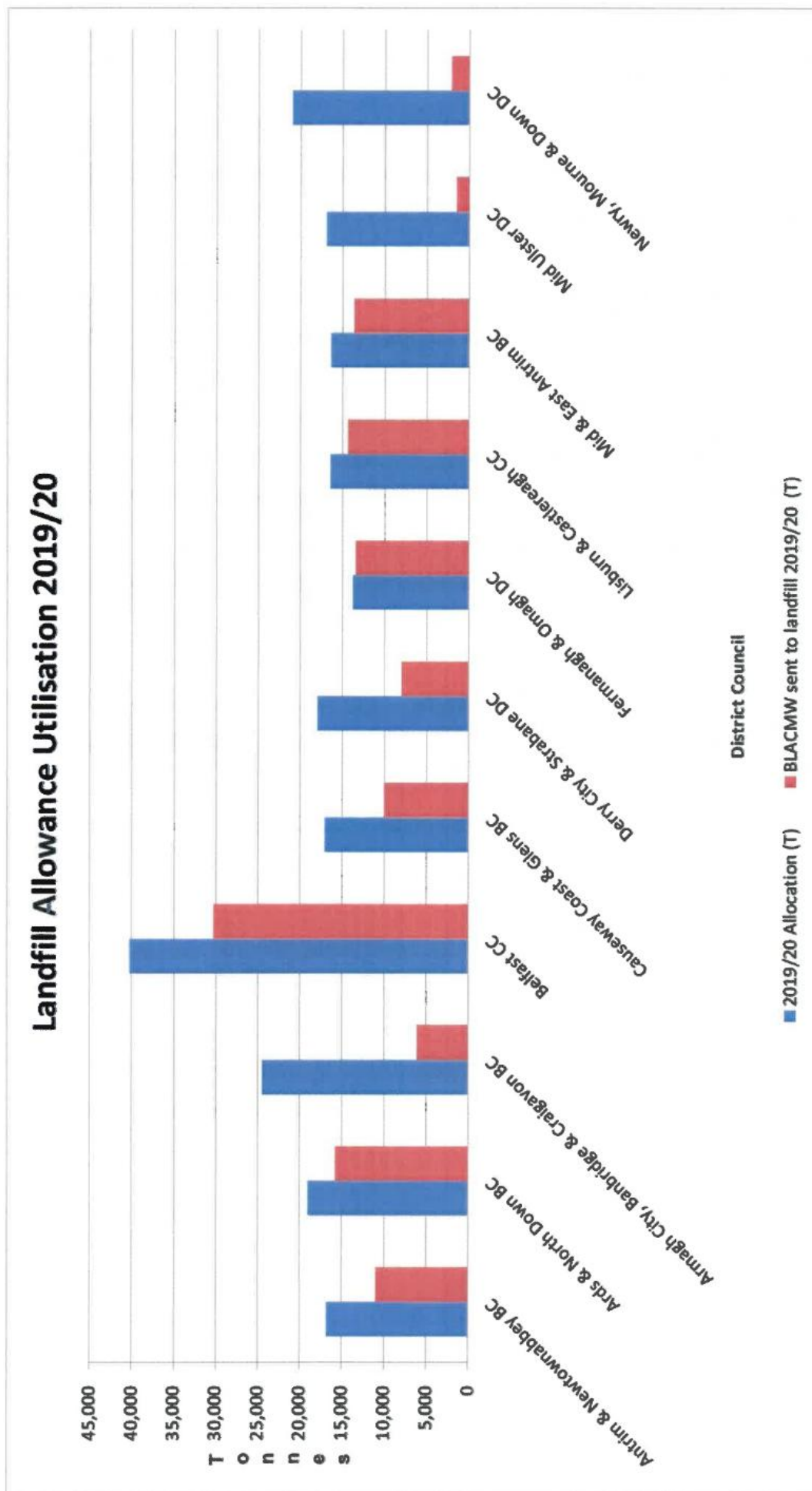


Table 6: Landfill Allowance Utilisation for 2019/20

District Council	BLACMW allowance	BLACMW reported sent to landfill rounded to the nearest tonne	Allowances Utilised (%)
Mid Ulster DC	16,932	1,505	8.9
Newry, Mourne & Down DC	20,954	2,131	10.2
Armagh City, Banbridge & Craigavon BC	24,417	6,104	25.0
Derry City & Strabane DC	17,929	7,964	44.4
Causeway Coast & Glens BC	17,062	10,004	58.6
Antrim & Newtownabbey BC	16,788	10,988	65.5
Belfast CC	40,289	30,299	75.2
Ards & North Down BC	19,017	15,762	82.9
Mid & East Antrim BC	16,387	13,684	83.5
Lisburn & Castlereagh CC	16,444	14,373	87.4
Fermanagh & Omagh DC	13,781	13,473	97.8
Northern Ireland total	220,000	126,286	57.4

Table 7 illustrates the differences between the amount of BLACMW landfilled between the first and fifteenth; and previous and current, scheme years at the Northern Ireland level.

Table 7: Comparison between 1st and current scheme years; and previous and current scheme years

District Council:	Decrease from 2005/06 to 2019/20 (T)	Decrease from 2018/19 to 2019/20(T)
Northern Ireland – Total	431,723	27,038

Figure 2 and Table 8 show and quantify the % increase or decrease in BLACMW landfilled in 2019/20.

Figure 2: Comparison of BLACMW sent to landfill broken down by district council 2019/20

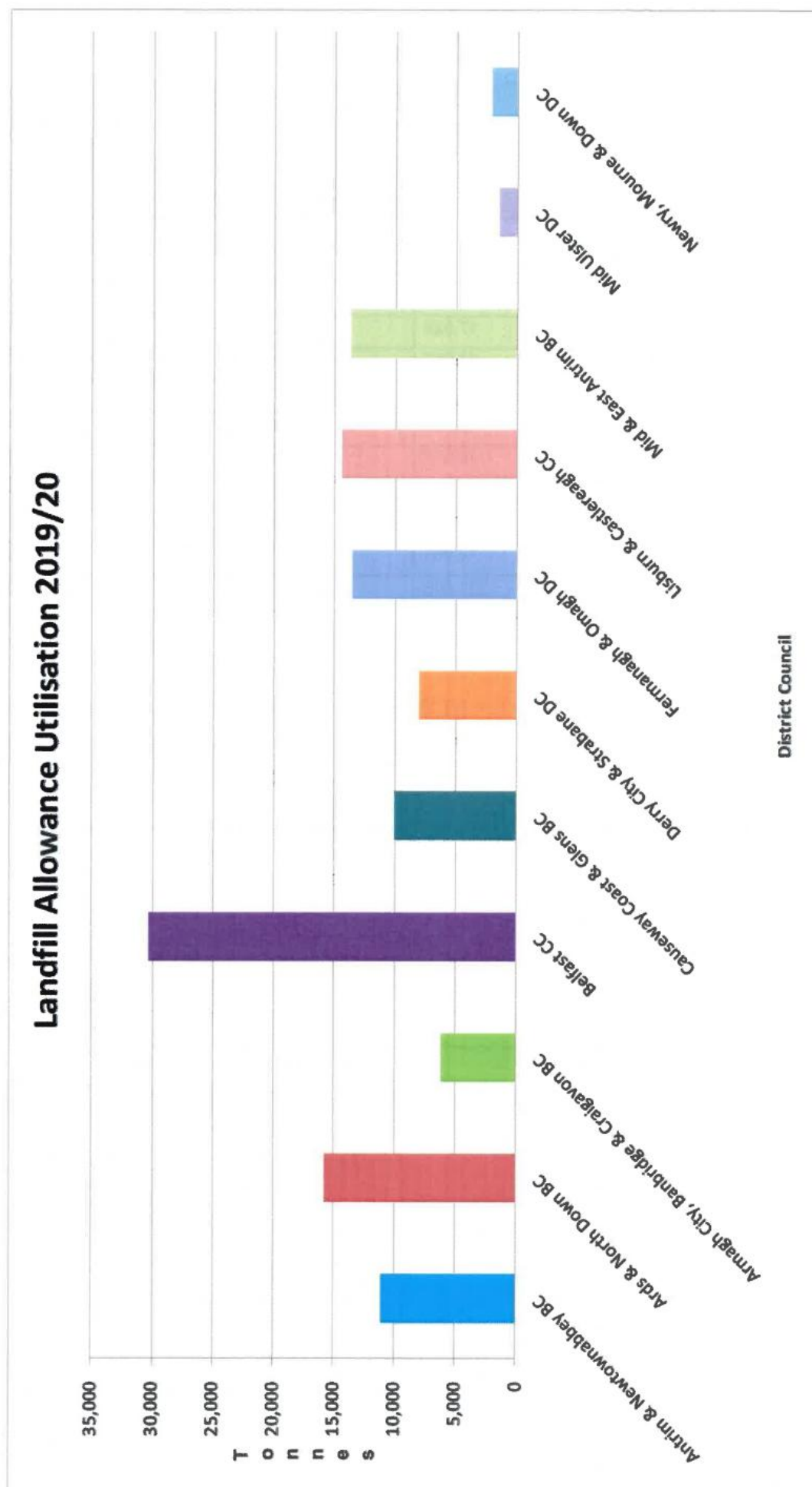


Table 8: Comparison of BLACMW reported as sent to landfill by district council & WMG by NILAS scheme year.

WMG	District Council	2015/16	2016/17	2017/18	2018/19	2019/20
arc21	Antrim & Newtownabbey BC	18,887	17,609	14,235	11,622	10,988
	Ards & North Down BC	27,612	20,462	18,869	19,186	15,762
	Belfast CC	45,231	47,399	38,876	36,658	30,299
	Lisburn & Castlereagh CC	17,715	19,687	16,458	16,108	14,373
	Mid & East Antrim BC	19,009	19,161	14,221	14,444	13,684
	Newry, Mourne & Down DC	16,265	5,393	2,612	1,846	2,131
NWRWMG	Causeway Coast & Glens BC	17,553	18,996	18,992	14,356	10,004
	Derry City & Strabane DC	13,429	13,242	12,074	10,974	7,964
None	Armagh City, Banbridge & Craigavon BC	10,376	11,107	9,401	8,771	6,104
	Fermanagh & Omagh DC	17,291	16,815	15,439	13,677	13,473
	Mid Ulster DC	15,531	14,509	10,117	5,681	1,505
Northern Ireland		218,898	204,380	171,295	153,324	126,286

5.1 Northern Ireland Local Government Reform Programme

The reform of local government programme implemented a reduction of the 26 district councils to 11. The process was completed by 1st April 2015. The aim of the new bodies was to be more efficient and to deliver more effective services. They will be citizen focused, responding to the needs, aspirations and concerns of their communities. In partnership with others, they will guide the future development of their areas. Therefore, 2014/15 was the last reporting year for the previous local government structures. In 2018/19 NIEA monitored NILAS on the basis of the 11 new councils which commenced operation on 1st April 2015.

The allocations for NILAS until 2020 were revised to take account of the new local government structures (Annex C). The revised allocations have been based on the proportion of the overall Northern Ireland population residing within the new administrative boundaries.

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5.2 Northern Ireland Waste Compositional Study 2007/08

NIEA as Monitoring Authority have an obligation under Regulation 9(2) to keep under review the assumed amount of biodegradable waste in collected municipal waste.

Regulation 12(2) deemed the biodegradable content of collected local authority municipal waste to be 71% as determined in 2000 by the Northern Ireland Waste Characterisation Study conducted by NI2000.

The results of the new 2007/08 Northern Ireland Waste compositional study were made public in February 2008. The main finding of this study was the determination that at this time 64% was a more representative figure for the biodegradable content of LACMW within Northern Ireland.

5.3 The Landfill Allowances Scheme (Amendment) Regulations (NI) 2008

In September 2008 P&EPG issued a consultation paper on proposed amendments to the NILAS Regulations with a view to amending NILAS Regulation 12 (2)(a) from 71% to 64% in relation to the deemed biodegradable content in local authority collected municipal waste.

The Landfill Allowances Scheme (Amendment) Regulations (Northern Ireland) 2009 (<http://www.legislation.gov.uk/nisr/2009/46/regulation/2/made>) were made on 11th February 2009 to come into operation on 1st April 2009 changing the deemed statutory BLACMW percentage to 64% for the 2009/10 scheme year onwards. This change reflects the current levels of biodegradability of LACMW in Northern Ireland and is comparable to previously used levels in England (68%), Scotland (63%), and Wales (61%).

Assessment of the impact of the reduction in the BLACMW percentage must be seen in the context of the mass balance calculation, rather than a straightforward 7% reduction. Therefore, the impact of the figures for the BLACMW at 64% may appear greater than originally anticipated.

5.4 2019/20 Target Year

The third and final Landfill Directive target year is in 2019/20. The UK will report to the European Commission on the basis of the new definition of municipal waste (LACMW plus similar commercial & industrial wastes), but NILAS has been successful in playing its part in helping to achieve overall Landfill Directive targets. It is envisaged that the objectives established through NILAS will continue to play a part in the future diversion of BLACMW from landfill by Northern Ireland's district councils.

Annex A: NILAS – 15th Scheme Year (2019/20) Regulation 13 Draft Reconciliation

District Council	2019/20 Allocation	BLACMW sent to landfill for scheme year 2019/20 (As reported)	BLACMW sent to landfill as % of 2019/20 allocation
Antrim & Newtownabbey BC	16,788	10,988	65.5
Ards & North Down BC	19,017	15,762	82.9
Armagh City, Banbridge & Craigavon BC	24,417	6,104	25.0
Belfast CC*	40,289	30,299	75.2
Causeway Coast & Glens BC	17,062	9,999	58.6
Derry City & Strabane DC	17,929	7,964	44.4
Fermanagh & Omagh DC	13,781	13,478	97.8
Lisburn & Castlereagh CC	16,444	14,373	87.4
Mid & East Antrim BC	16,387	13,684	83.5
Mid Ulster DC	16,932	1,505	8.90
Newry, Mourne & Down DC	20,954	2,133	10.2
Northern Ireland – Total:	220,000	126,288	57.4

Annex B: NILAS – 15th Scheme Year (2019/20) Regulation 14 Final Reconciliation

District Council	2019/20 Allocation (T)	BLACMW sent to landfill 2019/20 (T)	BLACMW sent to landfill 2019/20 (% of allocation)
Antrim & Newtownabbey BC	16,788	10,988	65.5
Ards & North Down BC	19,017	15,762	82.9
Armagh City, Banbridge & Craigavon BC	24,417	6,104	25.0
Belfast CC	40,289	30,299	75.2
Causeway Coast & Glens BC	17,062	10,004	58.6
Derry City & Strabane DC	17,929	7,964	44.4
Fermanagh & Omagh DC	13,781	13,473	97.8
Lisburn & Castlereagh CC	16,444	14,373	87.4
Mid & East Antrim BC	16,387	13,684	83.5
Mid Ulster DC	16,932	1,505	8.9
Newry, Mourne & Down DC	20,954	2,131	10.2
Northern Ireland total	220,000	126,286	57.4

ANNEX C: Northern Ireland Landfill Allowance Scheme Allocations (tonnes) [New district councils]

District Council Name	2015 / 16	2016 / 17	2017 / 18	2018 / 19	2019 / 20	Population (mid-2012 %)
Antrim & Newtownabbey Borough Council	21,148	20,058	18,968	17,878	16,788	7.6
Ards & North Down Borough Council	23,956	22,722	21,487	20,252	19,017	8.6
Armagh, Banbridge & Craigavon Borough Council	30,759	29,173	27,588	26,002	24,417	11.1
Belfast City Council	50,753	48,137	45,521	42,904	40,289	18.3
Causeway Coast & Glens Borough Council	21,494	20,386	19,278	18,170	17,062	7.8
Derry City & Strabane District Council	22,586	21,422	20,257	19,093	17,929	8.1
Fermanagh & Omagh District Council	17,360	16,465	15,570	14,675	13,781	6.3
Lisburn & Castlereagh City Council	20,716	19,648	18,580	17,512	16,444	7.5
Mid & East Antrim Borough Council	20,644	19,579	18,515	17,451	16,387	7.4
Mid Ulster District Council	21,330	20,231	19,131	18,032	16,932	7.7
Newry, Mourne & Down District Council	26,396	25,036	23,675	22,314	20,954	9.5
Northern Ireland	277,142	262,856	248,570	234,284	220,000	100.0



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**INVESTORS
IN PEOPLE**

NILAS Monitoring Team
Waste Regulation Unit
Northern Ireland Environment Agency
Klondyke Building
Cromac Avenue
Gasworks Business Park
Lower Ormeau Road
Malone Lower
Belfast
BT7 2JA

Email: NILAS@daera-ni.gov.uk

26th November 2020

Mr Andrew Cassells
Director of Environment & Property
Mid Ulster District Council
50 Ballyronan Road
Magherafelt
Co. Londonderry
BT45 6EN

Our Ref: Mid Ulster District Council/ Final Reconciliation 2019/20

Dear Mr Cassells

**The Landfill Allowance Scheme (NI) Regulations 2004 (As amended)
15th Scheme Year 2019/20 – Final Reconciliation**

Regulation 14 requires the Monitoring Authority as soon as reasonably practicable after the end of the reconciliation period to reconcile the allowances available with the amount of Biodegradable Local Authority Collected Municipal Waste (BLACMW) sent to landfill as calculated under Regulation 13.

Through WasteDataFlow **Mid Ulster District Council** has submitted quarterly returns for the scheme year 2019/20. From these returns NIEA has calculated¹ the amount of Biodegradable Local Authority collected Municipal Waste (BLACMW) sent to landfill by each District Council for the scheme year 2019/20.

The total amount of BLACMW sent to landfill by Mid Ulster District Council for the scheme year 2019/20, was 1,505 tonnes equating to 8.9 % utilisation of the 16,932 allocated allowances available for the scheme year.

The Monitoring Authority has not received any requests for the transfer of allowances for the scheme year 2019/20.

Please do not hesitate to contact us with any queries.

Yours sincerely,



Adrian Gregory (Dr)
Control and Data Management

Cc: Regional Waste Management Group

¹The mass balance is detailed at:

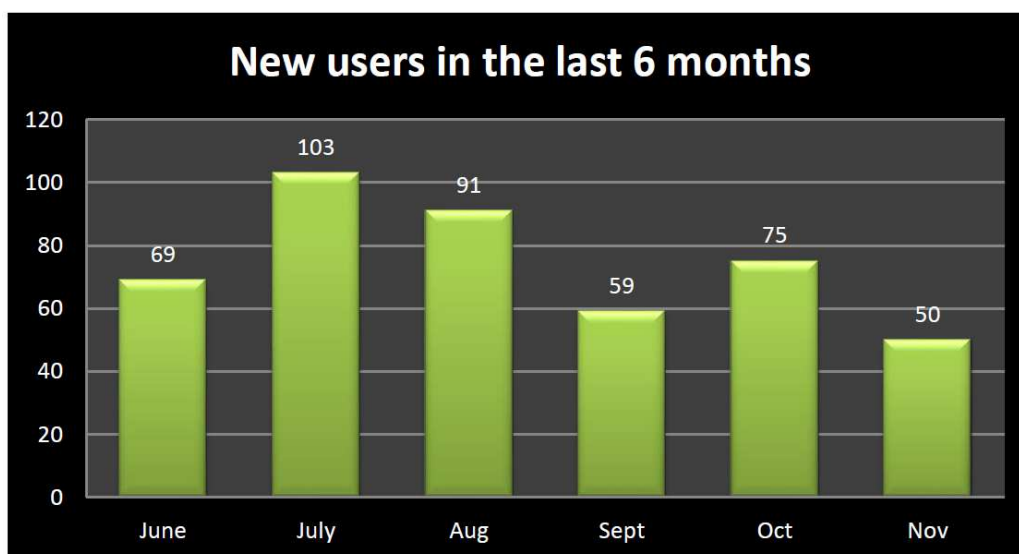
[https://www.wastedataflow.org/documents/guidancenotes/NorthernIreland/LandfillAllowanceScheme/KPI \(q\) DC Mass Balance Schematic v4.pdf](https://www.wastedataflow.org/documents/guidancenotes/NorthernIreland/LandfillAllowanceScheme/KPI%20(q)%20DC%20Mass%20Balance%20Schematic%20v4.pdf)

Report on	Bin Ovation
Date of Meeting	12 th January 2021
Reporting Officer	Mark McAdoo, Head of Environmental Services
Contact Officer	John Murtagh, Environmental Projects Officer

Is this report restricted for confidential business?	Yes	
If 'Yes', confirm below the exempt information category relied upon	No	X

1.0	Purpose of Report
1.1	To update members on usage of the Bin-ovation App and Report It Function.
2.0	Background
2.1	The Bin-Ovation app is a high-tech educational awareness tool which allows Council to share its waste/recycling information with residents 24/7, 365 days a year. The app provides instant information to user via mobile smart phone devices
2.2	The Bin-Ovation App is managed on behalf of Mid Ulster Council by Bin-Ovation. Council Officers do not have to manage the operation of the App on a daily basis but instead simply provide the information to populate the App on set up and then notify Bin-Ovation of any changes to services or stories that they want to post.
2.3	In November 2017 after discussions with the Environmental Services team Bin Ovation agreed to expand the app to include their Report It function which allows users to report real time issues such as litter, fly tipping, dog fouling etc.
3.0	Main Report
3.1	Since its launch the App has been downloaded by 7,162 users in Mid Ulster with 974 new user downloads during the period 1 st January and 31st November 2020.
3.2	2,468 product / recycling searches have been carried out using the app in this time with the top 5 viewed materials being: pizza boxes; used kitchen roll, tissues or napkins; shredded paper; printer cartridges and ash. 6 push notices were issued.
3.3	The online search which allows residents to check their bin collection day has been used 10,801 times since its launch with 407 views from January to November 2020
3.4	

The table below shows the monthly total of new users over the last 6 months:



There were 82 reports received through the Report It Function from January to November on a range of environmental issues as detailed below:

Issue	Total
Street Cleansing	20
Dog Fouling	13
Litter	11
Fly-tipping	31
Other	7
Total	82

3.5

4.0 Other Considerations

4.1 Financial, Human Resources & Risk Implications

Financial: The annual subscription fee for Bin-Ovation is £6,000 (which equates to £0.84 per download to date)

Human: None

Risk Management: None

4.2 Screening & Impact Assessments

Equality & Good Relations Implications: N/A

Rural Needs Implications: N/A

5.0	Recommendation(s)
5.1	Members are asked to note the content of this report
6.0	Documents Attached & References
6.1	Bin-Ovation Data & Statistical Behavioural Analysis Report – November 2020



Bin-Ovation Ltd

Mid Ulster District Council
Data & Statistical Behavioural Analysis Report
Ref: 063 – November 2020

Report Specifics			
Council:	Mid Ulster District Council		
Reporting period:	063 – 1 st November – 30 th November 2020		
Date of Report:	3 rd December 2020		
Author:	Michael Brady	Revision:	

Overview

This is a report to demonstrate a variety of metrics and overall usage of the Bin-Ovation App by Mid Ulster District Council (MUDC) householders. The report informs MUDC about how many of their residents are using the Bin-Ovation App and specifically how they are using it. This information will give the Council a unique view of the issues its residents have with its Waste Management scheme and therefore put the Council in a better position to improve its 'Recycling' performance

The data is sourced from the following:

- Bin-Ovation API (Application Programme Interface)
- Bin-Ovation CMS (Content Management System)
- Google Firebase

The information within the report is regarded as confidential and is not to be shared with any other third parties without the express permission of MUDC Officers.

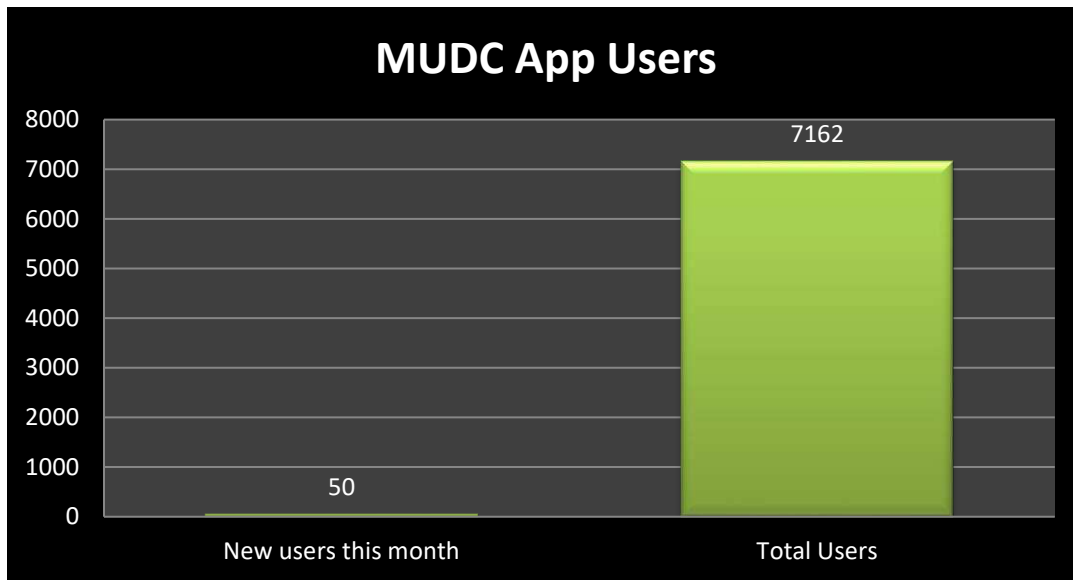
Executive Summary

The main figures to highlight from the report are as follows:

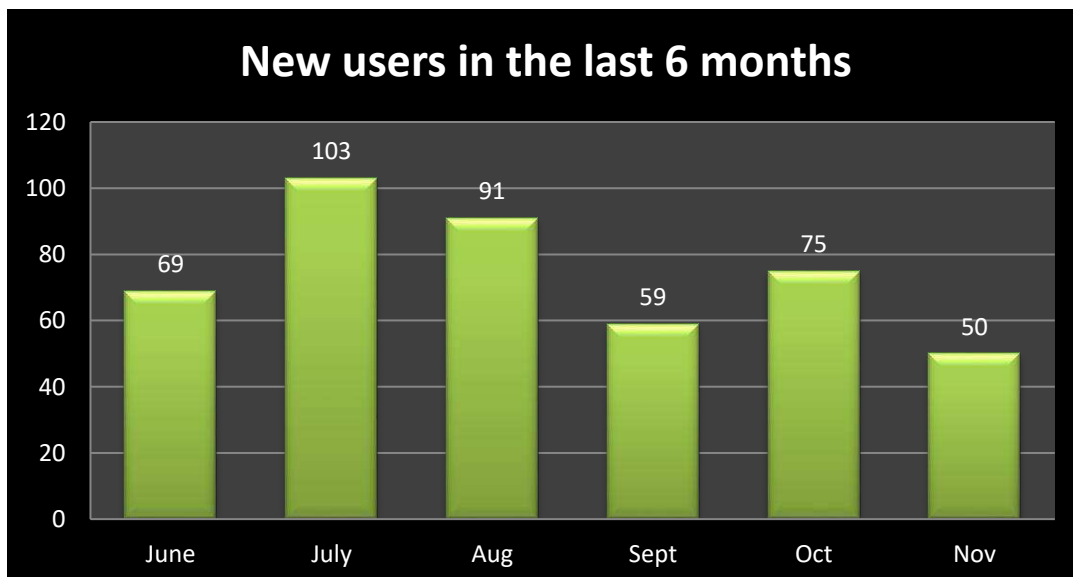
1. Since launch there have been **7,162** new users with **50** new users this month.
2. The best day for new users this month was 30th November with **6**.
3. The number of product page views since launch is **28,343** and the average time spent viewing each product page has been **16.62** seconds. This represents excellent learning for the users and they experience immediate learning and form the habit of using the App as their reference point.
4. The top viewed items in MUDC since launch have been:
 - I. Pizza Boxes (Takeaway)
 - II. Used Tissues, Kitchen Roll or Napkins
 - III. Shredded Paper
 - IV. Printer Cartridges
 - V. Ash
5. The most viewed items in **Northern Ireland**, since launch in March 14, based on **547,677 searches**, have been:
 - i. Pizza Boxes (Takeaway)
 - ii. Used Tissues, Kitchen Roll or Napkins
 - iii. Kitchen Foil
 - iv. Foil Trays
 - v. Cartons/Cartons-Tetrapak
6. The most viewed article in the 'News/ Info' and 'Tips' has been 'When is my collection day?' with 10,801 views since launch.
7. The most frequently viewed Recycling Centre has been 'Cookstown Recycling Centre' with 575 views each.
8. No Push Notifications were sent this month.
9. 3 Contact Council emails were received this month.
10. 11 Environmental reports were received this month with 88 in the last 12 months.

Section 01: Users and Devices

This table shows existing users since the App was introduced in the Council area and the number of new users for the reporting period. We define Users, not as downloads, as the App can be deleted, but as users who have the App installed on MUDC at month end. This gives a true reflection of how many residents are using App.



The table below shows the monthly total of new users over the last 6 months:



Section 02: Product Page Views

Below is the list of the top 20 screen views and the average viewing time on each item page time on for since launch:

Item no.	Screen Name	Screen Views	Avg. Time on Screen (min:sec)
01	Pizza Boxes (Takeaway)	1567	26.88
02	Used Tissues, Kitchen Roll Or Napkins	1253	25.62
03	Shredded Paper	934	22.01
04	Printer Cartridges	746	22.48
05	Ash	457	17.35
06	Asbestos	450	10.98
07	Oil Filter	444	10.29
08	Envelopes: Windows	429	15.05
09	Kitchen Foil	382	12.69
10	Foil Trays	371	17.89
11	Takeaway Container (Plastic)	362	7.59
12	Plastic Food Tray	359	14.74
13	Cartons	333	18.96
14	Plastic Bags	322	23.72
15	Cereal Box Inner Packaging	321	13.23
16	Cooked Food Scraps	312	25.14
17	Aerosols	309	23.03
18	Bread	302	18.84
19	Butter Tubs	296	10.36
20	Yoghurt Pot (Plastic)	291	18.49
	Total Product Views	28,343	16.62

Section 03: Top 20 'News/ Info' and 'Tips' Searches

Item no.	Screen Name	Screen Views	Avg. Time on Screen (min:sec)
01	When Is My Collection Day?	10801	50.76
02	Bin Collections On Bank And Public Holidays In 2018	1582	29.00
03	2 January 2018 New Bin Collections For Magherafelt Area	1376	43.94
04	Bag Yourself Some Free Compost!	578	57.95
05	Christmas & New Year Collections & Recycling Centre Arrangements 2017	565	34.81
06	Bulk Waste Collection Service	494	40.22
07	Recycling Centre Opening Hours On Bank And Public Holidays In 2018	441	24.65
08	Your New Council	371	24.74
09	Christmas Arrangements For Bin Collections And Recycling Centre Opening Hours	362	37.86
10	Holiday Bin & Recycling Centre Arrangements	325	38.14
11	Are You A Recycling Hero? Take This Short Quiz And Find Out!	317	57.50
12	Easter 2018 Arrangements For Bin Collections And Recycling Centres	313	14.76
13	Bin Collections Start Earlier!	307	17.43
14	Covid -19 Update – 30th March 2020	304	54.82
15	July Holiday Arrangements Explained.....	268	21.02
16	July 2017 Bank Holiday Bin Collection Arrangements And Recycling Centre Opening Times	262	28.17
17	Reduce - Unwanted Mail.	229	81.14
18	Grow A Greener Garden - Compost Awareness Week 2016!	217	60.70
19	July Holidays 2019 Bin Collection And Recycling Centre Holiday Arrangements	202	39.95
20	Easter 2019 Collections And Recycling Centre Arrangements	197	28.86
	Complete Article Views	24,860	43.14

Section 04: Top 10 'Recycling Centre/Recycling Point' Searches since launch:

Item no.	Screen Name	Screen Views	Avg. Time on Screen (min:sec)
01	Recycling Centre: Cookstown	575	19.66
02	Recycling Centre: Magherafelt	504	39.01
03	Recycling Centre: Drumcoo	347	27.56
04	Recycling Centre: Coalisland	275	23.04
05	Recycling Centre: Ballymacombs	190	43.59
06	Recycling Centre: Castledawson	177	20.66
07	Recycling Centre: Maghera	177	22.59
08	Recycling Centre: Moneymore	159	26.29
09	Recycling Centre: Tullyvar	159	28.07
10	Recycling Centre: Draperstown	109	34.43
	Total Views	2,862	27.69

Section 05: Emails to Council this month are enclosed in separate spreadsheet enclosed with this report

01	Emails this month	3 emails received from MUDC users this month
02	Email Service Usage Year to Date	171 emails received from MUDC users since launch

Section 06: Push Notifications

In last 12 months:	Push Notification sent 11/07/20: Bin collections are as normal on Mon 13 and Tue 14 July. Please see News/Info section for details on Recycling Centre arrangements - Thanks
	Push Notification sent 15/05/20: Three of our Recycling Centres will open Mon 18 May with limited opening hours and strict access conditions - See News/Info for details.
	Push Notification sent 10/04/20: Collections are as normal over the Easter Holidays.
	Push Notification sent 31/03/20: Bin collections are as normal however Recycling Centres are closed and Bulk Waste collections suspended - See News/Info for details.
	Push Notification sent 20/12/19: Please remember! Bins due for collection Wed 25 Dec will be collected tomorrow Sat 21 Dec - Bins must be out at 7.30am to ensure collection

	Push Notification sent 17/12/19: For holiday bin collections and recycling centre arrangements please see the News/Info section of this App - Thanks
	Push Notification sent 29/11/19: Please remember that all bins must be at the kerb by 7.30am on their designated collection day to ensure collection - Thanks

Report end

