

19. Policies and Plans

19.1 Introduction

19.1.1 The purpose of this chapter is to determine whether or not the Scheme shows consistency with current policy. Sources of information used include National, Regional and Local policy documents, Regional Development Strategy (RDS) for Northern Ireland 2025, applicable Planning Policy Statements (PPSs), Regional Transportation Strategy for Northern Ireland 2002 – 2012, the Draft Belfast Metropolitan Area Plan 2015 (BMAP) Amendment No. 1 - published February 2006, , Draft Carrickfergus Area Plan 2001 (adopted March 2000), Draft Newtownabbey Area Plan 2005 (unadopted), and the Belfast Metropolitan Transport Plan 2015 (BMTP). No technical difficulties were experienced during the policy context assessment. Statutory consultation with the Planning Service, Carrickfergus and Newtownabbey Councils was undertaken.

19.2 Approach and Methods

19.2.1 A desk top study has been undertaken to identify and review existing and emerging planning policy issues at a national, regional (RDS, PPS), and local level (Development Plans) to identify existing and emerging issues, policy initiatives and Area Plan proposals relevant to the consideration of the Scheme, and its development implications. The scoping stage included consultation with the relevant Planning Service and Local Authority, to consider the effect of the Scheme upon land use and development patterns, and to determine the major policy and land use concerns.

19.2.2 In assessing the effects of the Scheme in relation to policy objectives, it is important to set criteria, that allows the significance of the effect to be determined. DMRB (Vol. 11 Section 3, Part 12) provides guidance on the assessment of a (road) Scheme in relation to National, Regional and Local policies, yet does not describe the criteria for assessment or the weighting that should be placed on particular policy objectives.

Level of Impacts

19.2.3 Whilst noting the guidance contained within DMRB (Vol. 11), for the purposes of this Environmental Statement, the assessment of the Scheme against policy objectives will identify the level of policy affected, the magnitude of any impact, and the effects that the Scheme has on promoting or inhibiting policy and proposal implementation. Table 19.1 indicates the levels of policy identified and assessed in relation to the Scheme, with Table 19.2 outlining the criteria to which the magnitude of effects on policy was assessed.

Table 19.1: Level of Policy

Level of identified Policies	Policy Documents
National	Regional Development Strategy, Planning Policy Statement, Regional Transportation Strategy
Regional	Draft Belfast Metropolitan Area Plan 2015, Belfast Metropolitan Transport Plan 2015
Local	Draft Newtownabbey Area Plan, Draft Carrickfergus Area Plan

Table 19.2: Magnitude of Impact Criteria

Magnitude of Impact	Level Conformity
Significant	Directly implements/contravenes policy objective
Moderate	Promotes/inhibits policy implementation
Slight	Is a component of promoting/ inhibiting policy implementation
Negligible	Has no beneficial/adverse role in promoting policy objectives

19.3 Baseline Conditions

19.3.1 The baseline describes those National, Regional and Local policies and proposals that directly support the principle of the Scheme or present potential issues through future proposals or objectives that might be supported or inhibited by Scheme development. Baseline investigations have been made relating to land use, and the Planning Service provided information on planning permissions within the vicinity of the Scheme as reported in Appendix B.

19.3.2 The Regional Development Strategy for Northern Ireland 2025 – Shaping our Future (2001) (RDS) has been produced by the Department for Regional Development to set out the principles of spatial planning that will be applied within Northern Ireland until 2025. This document particularly refers to the importance of strategic infrastructure within a regional context. The Planning Service, when determining planning applications and appeals considers the RDS as a material consideration.

19.3.3 The Planning Service describes Planning Policy Statements (PPSs) as containing:

‘... policies on land-use and other planning matters, for example telecommunications or the built heritage, and apply to the whole of Northern Ireland. They set out the main planning considerations that the Department takes into account in assessing proposals for the various forms of development and are also often relevant to the preparation of development plans.’ (Planning Service website). The following PPSs in Table 19.3 are considered relevant to the Scheme, as they provide guidance on development that will directly affect Central Government policy.

Table 19.3: Planning Policy Statement (PPS) Description (continued over)

Planning Policy Document	Status of PPS
PPS 1: General Principles	This Statement sets out the general principles that the Department of the Environment for Northern Ireland, (the Department), observes in carrying out its planning functions, namely formulating planning policies, making development plans and exercising control of development. These principles are founded on the Department’s understanding of the law relevant to planning, as contained in statute and interpreted in decisions by the courts. The Statement also sets out the key themes that underlie the Department’s overall approach to planning across

Planning Policy Document	Status of PPS
	the whole range of land-use topics (PPS1 Para 1).
PPS 2: Planning and Nature Conservation	This PPS sets out the Department's land-use planning policies for the conservation of our natural heritage. It embodies the Government's commitment to sustainable development and to conserving the diversity of our habitats and wildlife.
PPS 3: Access, Movement and Parking	<p>This PPS published in February 2005 sets out the Department's planning policies for vehicular and pedestrian access, transport assessment, the protection of transport routes and parking. It forms an important element in the integration of transport and land use planning. It embodies the Government's commitments to the provision of a modern, safe, sustainable transport system, the improvement of mobility for those who are socially excluded or whose mobility is impaired, the promotion of healthier living and improved road safety (Preamble).</p> <p>Policy AMP 3, Access to Protected Routes Other Dual Carriageways, Ring Roads, Through-Passes and By Passes – All locations is of particular relevance and was amended and clarified in October 2006. It states 'The Department will restrict the number of new accesses and control the level of use of existing accesses onto Protected Routes as follows:</p> <p>Planning permission will only be granted for a development proposal involving direct access or the intensification of the use of an existing access in exceptional circumstances or where the proposal is of regional significance'.</p> <p>This updated policy shows on a Map the A2 Shore Road Scheme as a designated Protected Route Dual Carriageway.</p> <p>Policy AMP 4 - Protection for New Transport Schemes states that 'Planning permission will not be granted for development that would prejudice the implementation of a transport scheme identified in a development plan'.</p>
PPS 6: Planning, Archaeology and the Built Heritage	This Planning Policy Statement sets out the Department's planning policies for the protection and conservation of archaeological remains and features of the built heritage and advises on the treatment of these issues in development plans. It embodies the Government's commitment to sustainable development and environmental stewardship (Preamble).
PPS 8: Open Space, Sport and Outdoor Recreation	This PPS sets out the Department's planning policies for the protection of open space, the provision of new areas of open space in association with residential development and the use of land for sport and outdoor recreation, and advises on the treatment of these issues in development plans. It embodies the Government's commitment to sustainable development, to the promotion of a more active and healthy lifestyle and to the conservation of biodiversity.
PPS 13: Transportation and Land Use	Planning Policy Statement has been prepared to assist in the implementation of the RDS. It will guide the integration of transportation and land use, particularly through the preparation of development plans and transport plans, prepared respectively

Planning Policy Document	Status of PPS
	by DOE Planning Service and DRD Roads Service. It will also be a material consideration in dealing with individual planning applications and appeals (Preamble).
PPS 15: Planning and Flood Risk	This Planning Policy Statement sets out the Department's planning policies to minimise flood risk to people, property and the environment. It embodies the Government's commitment to sustainable development and the conservation of biodiversity. It adopts a precautionary approach to development and the use of land that takes account of climate change and is supportive to the well-being and safety of people (Preamble).

19.3.4 The Belfast Metropolitan Area Plan 2015 (BMAP) contains a number of specific policies relating to the Scheme. Policy TRAN 2 Planning Protection for Transportation Schemes which states that 'Planning permission will not be granted for development that would prejudice the availability of land'.

19.3.5 As part of the Scheme lies within a Area of Townscape Character, Policy UE3 Areas of Townscape Character and Areas of Village Character states that:

'Within designated Areas of Townscape Character and Areas of Village Character planning permission will only be granted to development proposals which protect or enhance the key features of the designated area, including those set out in the District Proposals and which meet the relevant Key Design Criteria from the list below as set out for individual Areas in the District Proposals'.

19.3.6 Designation COU1 BMA Green Belt states that 'A Green Belt is designated as shown on Map No. 1 – Overview and Map No.1 Carrickfergus countryside, Map No. 1 – Newtownabbey Countryside...'

19.3.7 Policy COU2 Rural Landscape Wedges 'Within designated Rural Landscape Wedges, planning permission will only be granted for development proposals where all of the following criteria are met:

- a site specific need for the development to be located within the Rural Landscape Wedge is demonstrated to the satisfaction of the Department;
- proposals are sensitively located and integrated into the landscape;
- visual separation between settlements is maintained; and
- there is no detrimental impact on the natural heritage or nature conservation value of the landscape wedge.

19.3.8 **Policy COU 4 BMA Coastal Area** states:

'Within the BMA Coastal Area planning permission will only be granted to development proposals which meet all of the following criteria:

- the proposed development is of such national or regional importance as to outweigh any potential detrimental impact on the coastal environment;

- it can be demonstrated that any proposal will improve the quality of the coastal landscape, or improve accessibility for recreation, while still protecting nature conservation value; and
- it will not adversely affect the special interests of natural heritage significance, particularly those identified by national or international designations’.

19.3.9 **Policy ENV3 Local Landscape Policy Areas** states ‘In designated Local Landscape Policy Areas (LLPAs), planning permission will not be granted for development that would be liable to adversely affect those features, or combination of features, that contribute to environmental quality, integrity or character.

‘Where riverbanks are included within LLPAs, planning permission will only be granted where access is provided to the river corridor as part of the development proposals.

Where proposals are within and/or adjoining a designated LLPA, a landscape buffer may be required to protect the environmental quality of the LLPA.’

19.3.10 The following Policies identified below are taken are from Volume 4 (Carrickfergus District Proposals) , which contains specific policy proposals for Greenisland, and Volume 6 (Newtownabbey District Proposals) of the Belfast Metropolitan Area Plan.

19.3.11 **Zoning GD 03 Housing Committed Housing Sites** which states that:

‘The following sites are zoned for housing as identified on Map No. 4a - Greenisland: -

Reference Address	Hectares
GD 03/02 228 Shore Road	0.24’

19.3.12 **Zoning GD 05 Housing Sites**

‘The following sites are zoned for housing as identified on Map No. 4a – Greenisland: -

Reference Address	Hectares
GD 05/01 Silverstream House, Shore Road	0.19’

19.3.13 **Zoning GD 05/11 Housing - Land between Neill’s Lane and Shorelands** states:

‘16.02 hectares of land are zoned for housing at Shorelands as identified on Map No. 4a –Greenisland.

Key Site Requirements: -

- A Concept Master Plan to facilitate the comprehensive development of the site shall be submitted to and agreed with the Department;
- Housing development shall be a minimum gross density of 15 dwellings per hectare and a maximum gross density of 25 dwellings per hectare;
- Access shall be from Shorelands;
- A Transport Assessment (TA), agreed with Roads Service, DRD shall be required to identify any necessary improvements to the road network / public

transport / transportation facilities in the area. In addition to the need for a TA, and the requirements identified therein, an initial assessment of this specific development site indicates that as a minimum the following shall be required:

- - A right turn facility into the site on Shore Road;
- -Provision shall be made for an extended bus service to access the development site; and
- - Extension of the existing local distributor road (Shorelands) from Shore Road to the north-western boundary of the site.
- Provision shall be made within the proposed development for a local neighbourhood centre on approximately 1.5 hectares, to include local retail outlets and community facilities offering for example, a multipurpose hall and a 'Healthy Living Centre', to accommodate medical and fitness facilities;
- Major sewer upgrading and a storm sewage pumping station will be required to serve this site;
- All existing trees, shrubs and hedgerows within the site and on the boundaries shall be retained unless the Department determines that such vegetation is not of a quality to merit retention or is required to be removed to facilitate a safe means of access to the site;
- A 5-8 metres wide landscape buffer of trees and hedges of native species shall be provided entirely within and adjacent to the Settlement Development Limit, along the north-western and south-western boundaries of the site and outside the curtilage of any dwelling. This is to provide screening for the development and help assimilate and soften its impact on the countryside. Details of establishment, maintenance and long term management shall be formally agreed with the Department;
- A flood risk assessment of the watercourses within and adjacent to the site shall be carried out and submitted to the Department to inform proposals for the development of the site;
- The existing watercourses within and adjacent to the site boundaries shall be retained as open watercourses and incorporated into the proposed development unless Rivers Agency, DARD determine that retention of the open watercourses is not appropriate;
- The design layout shall include provision for cycle and pedestrian links to Shorelands, Neill's Lane, Shannagh Park and Shore Road; and
- Development shall be designed, landscaped and implemented to accommodate the overhead power lines and shall adhere to standard safety clearances'.

19.3.14 Both **Proposals GD 06 and MNY23 Strategic Road Scheme, A2 to Carrickfergus** states that:

'The following Strategic Road Scheme is identified on Map No. 4a – Greenisland: -

A2 to Carrickfergus

Widening of the A2 at Greenisland between the Carrickfergus Borough Council Boundary at Jordanstown and Island Park, Greenisland on the Carrickfergus Transport Corridor'.

19.3.15 Designation GD 07 Area of Townscape Character Greenisland states:

'An Area of Townscape Character is designated at Greenisland as identified on Map No. 4a - Greenisland and clarification Map No. 4c - Greenisland Area of Townscape Character.

Key features of the area which will be taken into account when assessing development proposals are as follows: -

The two long terraces of narrow railway workers' houses with decorative brick detailing and entrance porch design;

The large detached, stuccoed commuter villas influenced by the Arts and Crafts Movement;

The significant views of Knockagh & the War Memorial;

The narrow roads and landscape of well-stocked gardens, mature trees and boundary hedges, particularly along Station Road;

The leafy embankments either side of Station Road which sweep northward passing beneath the stone railway bridge with decorative cusped brackets; and

The variety of designs ranging from early nineteenth century vernacular farmhouses to Victorian and Edwardian terraces and detached villas, and from inter-war semi-detached houses and bungalows through to mid-twentieth century church buildings and school'.

19.3.16 Designation GD 08 Area of Townscape Character Shore Road states:

'An Area of Townscape Character is designated at Shore Road as identified on Map No. 4a - Greenisland and clarification Map No. 4d - Shore Road Area of Townscape Character.

Key features of the area which will be taken into account when assessing development proposals are as follows: -

- Large detached villas set in mature gardens with a coastal setting.

These properties are mainly from the Victorian and Edwardian period but include some inter-war development; and

- Two listed Victorian houses, namely Seapark House (No. 109 Shore Road) and Ballynascreen House (No. 39 Shore Road).

All proposals will be assessed against key design criteria 2A, 2B, 2C, 3A, 3C as contained in Policy UE 3 in Part 3, Volume 1 of the Plan (See Carrickfergus District Proposals Appendix 2)'.

19.3.17 Designation GD 10 Local Landscape Policy Area West of Greenisland states:

'A Local Landscape Policy Area is designated west of Greenisland as identified on Map No. 4b –Greenisland Local Landscape Policy Areas showing the full extent of LLPAs affecting the settlement of Greenisland.

Those features, or the combination of features, that contribute to the environmental quality, integrity or character of this area are listed below: -

- Areas of local nature conservation interest – Silverstream watercourse with associated vegetation’.

19.3.18 Designation GD 11 Local Landscape Policy Area Seapark, Greenisland states:

‘A Local Landscape Policy Area is designated at Seapark as identified on Map No. 4b - Greenisland Local Landscape Policy Areas showing the full extent of LLPAs affecting the settlement of Greenisland.

Those features, or the combination of features, that contribute to the environmental quality, integrity or character of this area are listed below: -

Listed building and its surroundings – Seapark House (no.109 Shore Road), gate lodge and associated buildings, situated on a prominent headland, distinguished by mature tree planting, which forms part of its original planned parkland setting’.

19.3.19 Designation CE04 Rural Landscape Wedge – Greenisland states:

‘A Rural Landscape Wedge is designated to the west of Greenisland between Jordanstown, Metropolitan Newtownabbey and Greenisland as identified on Map No. 1 - Carrickfergus Countryside.

The designated Rural Landscape Wedge will:

- Distinguish and maintain the separate identities of the settlement of Greenisland and Metropolitan Newtownabbey at Jordanstown;
- Prevent the merging of the two urban areas of Greenisland and Jordanstown;
- Provide an important element in defining and protecting the setting of Greenisland and Metropolitan Newtownabbey; and
- Maintain the rural character of the countryside.

The Rural Landscape Wedge is predominantly agricultural with a recreation and amenity role provided at the Greenisland Sports Complex. The Wedge has areas of biodiversity interest along the existing stream and the two railway lines which traverse it. One is a disused railway bed and the other forms part of the Belfast – Larne Line.

The Carrickfergus Escarpment Area of High Scenic Value lies just beyond the northern boundary of the Rural Landscape Wedge. The West of Greenisland LLPA runs from the north eastern portion of the Rural Landscape Wedge adjacent to Greenisland to the University of Ulster LLPA along western boundary adjacent to Metropolitan Newtownabbey (which is situated mostly within Newtownabbey District Council Area) in recognition of the landscape quality in the area’.

19.3.20 Designation CE05 Rural Landscape Wedge – Carrickfergus states:

‘Rural Landscape Wedge is designated between Carrickfergus and Greenisland as identified on Map No. 1 - Carrickfergus Countryside.

The designated Rural Landscape Wedge will:

- Distinguish and maintain the separate identities of Carrickfergus and Greenisland by forming a visual break between the two settlements;
- Prevent the merging of the two communities;
- Provide an important element in defining and protecting the setting of Carrickfergus and Greenisland;
- Maintain the rural character of the countryside; and
- Protect the identity and setting of the small settlement of Trooperslane adjacent to Carrickfergus.

The Rural Landscape Wedge is primarily used for agricultural purposes and as a countryside recreation resource. It has areas of biodiversity interest including the Jointure Bay Stream SLNCI which runs adjacent to the former factory site up to the railway line'.

19.4 Predicted Impacts

19.4.1 The environmental effects of the Scheme on policy objectives are summarised in Table 19.4. Those policies reported below are directly applicable to the upgrade of the A2 between Newtownabbey and Carrickfergus. Other policies relating to specific environmental topics are referred to in other chapters within this Environmental Statement. A number of the policies listed above and how they relate to the Scheme in spatial terms are identified in Figure 19.1.

Table 19.4: Summary of the Scheme Environmental Impacts on Policy Objectives

Policy	Level of Policy/ Proposal Objective			Magnitude of Impact				Comments
	N	R	L	Sig	Mod	Sli	Neg	
RDS/RTS/PPS								
Regional Developme nt Strategy	✓			+				The RDS supports the improvement in the road link between Carrickfergus and Belfast.
Regional Transport Strategy	✓			+				The RTS supports the widening of the A2 between Carrickfergus and Belfast.
PPS 1: General Principles	✓						N/A	The Scheme is unlikely to have any relevant impacts on PPS 1.

Policy	Level of Policy/ Proposal Objective			Magnitude of Impact				Comments
	N	R	L	Sig	Mod	Sli	Neg	
PPS 2: Planning and Nature Conservation	✓					-		The Scheme will have a slight adverse effect on natural heritage features including protected species and habitats, which will occur during the construction phase.
PPS 3: Access, Movement and Parking	✓			+				The Scheme is safeguarded in the PPS.
PPS 6: Planning, Archaeology and the Built Heritage	✓						-	The Scheme will have negligible adverse effects on cultural heritage features, which will mainly occur during the construction phase.
PPS 8: Open Space, Sport and Outdoor Recreation	✓						N/A	The Scheme is unlikely to have any relevant impacts on PPS 8.
PPS 13: Transportation and Land Use	✓				+			The Scheme is likely to have positive impacts in relation to helping to meet the General Principles 1,8, and 12 of the PPS.
PPS 15: Planning and Flood Risk	✓					-		The Scheme may act as a barrier to effective water drainage, and as such should be designed to prevent any undesired wetland areas.

Policy	Level of Policy/ Proposal Objective			Magnitude of Impact				Comments
	N	R	L	Sig	Mod	Sli	Neg	
Belfast Metropolitan Transport Plan								
Proposed Widening of A2 Greenisland		✓		+				The Scheme would help achieve the Transport Plan's objective of widening the A2 to Carrickfergus as shown in Figure 6.5 of the Plan. Paragraph 6.30 of the BMTF states that this 'will deliver significant economic and environmental benefits'.
Belfast Metropolitan Area Plan								
Policy TRAN 2		✓			+			The Scheme is supported and safeguarded by this plan policy.
Policy UE3		✓		-				The Scheme will have a direct adverse impact on the Shore Road Area of Townscape character. Appropriate landscaping measures will be included in the Scheme design to alleviate adverse impacts and maintain local amenity.
Policy COU1		✓		-				The Scheme would have an adverse impact upon the designated Green Belt as shown on Map No. 1 of the BMAP.
Policy COU2		✓			-			The Scheme would have an adverse

Policy	Level of Policy/ Proposal Objective			Magnitude of Impact				Comments
	N	R	L	Sig	Mod	Sli	Neg	
								impact upon the natural heritage.
Policy COU4		✓					+	Although the Scheme has the potential to have an adverse impact on the coast it is supported by the policy due to its national/regional significance.
Policy ENV3		✓			-			The Scheme has the potential to have an adverse impact on the landscape. Appropriate landscaping measures will be included in the Scheme design to alleviate adverse impacts and maintain local amenity.
Development Plan - Newtownabbey								
Proposal MNY23			✓		+			The Scheme is supported and safeguarded by this plan policy.
Development Plan - Carrickfergus								
Zoning GD 05/11 Housing - Land between Neill's Lane and Shorelands			✓		+			The Scheme will have benefits for potential housing sites that are brought forward for development due to improved access to these sites.
Proposal GD 06 Strategic Road Scheme, A2 to			✓	+				The Scheme would achieve the provision of a fully upgraded road between Belfast and Carrickfergus.

Policy	Level of Policy/ Proposal Objective			Magnitude of Impact				Comments
	N	R	L	Sig	Mod	Sli	Neg	
Carrickfergus								
Designation GD 07 Area of Townscape Character Greenisland			✓				-	<p>The Scheme would have minimal implications for the townscape character as it would not have a direct impact but may alter part of the setting.</p> <p>Appropriate landscaping measures will be included in the Scheme design to alleviate adverse impacts and maintain local amenity.</p>
Designation GD 08 Area of Townscape Character Shore Road			✓				-	<p>The Scheme would have negative implications for the townscape character of the area due to the required land take.</p> <p>Appropriate landscaping measures will be included in the Scheme design to alleviate adverse impacts and maintain local amenity.</p>
Designation GD 10 Local Landscape Policy Area West of Greenisland			✓				-	<p>Possible adverse impact to Silverstream watercourse during construction, which is designated as an area of Local Nature Conservation Interest.</p>

Policy	Level of Policy/ Proposal Objective			Magnitude of Impact				Comments
	N	R	L	Sig	Mod	Sli	Neg	
Designation GD 11 Local Landscape Policy Area Seapark, Greenisland			✓			-		Possible adverse effects of the Scheme on the land designated in the Woodland Inventory, and register of Historic Parks, Gardens and Demesnes. Appropriate landscaping measures will be included in the Scheme design to alleviate adverse impacts and maintain local amenity.
Designation CE04 Rural Landscape Wedge - Greenisland			✓			-		The Scheme would have little impact upon this designation as it follows the current alignment between Jordanstown and Greenisland.
Designation CE05 Rural Landscape Wedge - Carrickfergus			✓			-		The Scheme would have a adverse effect upon the rural character of the countryside.

P – Level of Policy

+ Positive Effects

Mod – Moderate

N – National

- Negative Effects

Sli – Slight

R – Regional

Sig – Significant

Neg – Negligible

L - Local

19.4.2 The proposed A2 Shore Road Scheme is supported and safeguarded from national to local levels. The Scheme would have adverse impacts upon local built heritage features although mitigation measures will be introduced to minimise such impacts.

19.5 Mitigation

19.5.1 Generally, mitigation measures are outlined in specific environmental topic chapters. However, detrimental effects in terms of policy implementation will be reduced or

avoided by implementing best practice standards during design and construction, so that the Scheme may conform more appropriately to policies.

19.6 Residual Impacts

- 19.6.1 It is not anticipated that any significant residual effects will be likely to occur once mitigation measures have been implemented.

19.7 Summary

- 19.7.1 The realignment of the A2 Shore Road between Jordanstown and Carrickfergus will largely have positive effects in terms of national, regional and local planning policies. General principles of road safety are promoted, as are the protection of material assets and future development opportunities. The development of the Scheme will not jeopardise any committed development opportunities. However, there are likely to be effects relating to local landscape character and biodiversity issues, though these will be alleviated through appropriate mitigation measures, as outlined in other relevant chapters within this Environmental Statement.

19.8 References

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