Health Impact Assessment
Draft Vision and Objectives
Draft Strategic Options
October 2012

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About This Document

This document sets out the outcomes from a Health Impact Assessment (HIA) of the City and County of Swansea Local Development Plan (LDP) Vision, Objectives and Strategic Options (VOSO).

It has been prepared by the Planning Policy Team with input from the Wales Health Impact Assessment Support Unit (WHIASU).

Who to Contact for Further Information?

Further information on the HIA of the LDP process is available to view on the Council’s website: http://www.swansea.gov.uk/ldphia.

The Council’s Planning Policy Team are available during normal office hours to discuss any aspect of the HIA of the LDP.

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1.0 Health Impact Assessment and the Swansea Local Development Plan

The Welsh Government (WG) has committed itself to improving the health of the nation in part through the levers of a revised and updated planning system (*Better Health, Better Wales, 1998*). In particular, it has begun promoting Health Impact Assessment (HIA), underpinned by the World Health Organisation broad definition of health as “a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.” (WHO, 1946) In Wales, HIA’s have been utilised to look at the wider social determinants of health, lifestyle, community, economic and environmental factors. A HIA then assesses potential positive and detrimental impacts on these areas, informing the policy/plan producer and enabling mitigation or reconsideration of options and aims to minimise adverse health impacts or maximise health benefits.

A HIA goes much further than other impact assessment techniques. Besides screening, scoping, appraising, reporting, active monitoring and evaluation of potential health impacts, the process reflects a commitment to the principles of openness, participative democracy, sustainable development, equity and the ethical use of evidence. It builds up a base level of health data and uses this to predict future impacts, whether positive or negative. Where the predicted impact is negative, the process also suggests routes towards mitigation.

An ever-increasing number of planning policy advice and guidance documents require HIAs to be undertaken. The 2001 Technical Advice Note (TAN) on Waste Planning (TAN21) states that, “Regional Waste Plans will be subject to a Strategic Environmental Assessment, and a Health Impact Assessment.” (p.11 WAG, 2001). The Draft Ministerial Interim Planning Policy Statement (DMIPPS 02/2006) Planning, Health and Well-Being made it clear that HIAs are not a statutory feature of the planning landscape, but they are nevertheless suggested as an appropriate tool for assessing health and well-being impacts when determining planning applications and preparing Development Plans as “they provide a focus for community and stakeholder involvement” (DMIPPS 02/2006 p. 2). Further guidance set out in Planning Policy Wales (2010) and the Local Development Plan (LDP) Manual (2006) also stresses the importance of health and well-being for sustainable development. Similarly, from a health perspective, various guidance and best practice places importance on planning policy formulation discovering impacts on specific health and well being factors. For example, the National Institute for Health and Clinical Excellence’s Public Health Guidance 8 (NICE, 2008 p. 6) recommends that those preparing local plans should; “Assess in advance what impact (both intended and unintended) the proposals are likely to have on physical activity levels.”

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Simply by carrying out a HIA with a strong team of stakeholders and representatives from the community, it has been noted by researchers “that the legitimacy of the entire planning process can be boosted”. A HIA Steering Group consisting of key stakeholders and professionals from various health fields was therefore established in April 2011 to inform and contribute to the LDP’s HIA.

Details of how the HIA of the LDP will be undertaken can be found in the LDP HIA Methodology, that was endorsed by Planning Committee on the 10th November, 2011. It can be viewed via: http://www.swansea.gov.uk/ldphia and is summarised below:

![Swansea LDP HIA Methodology Staged Approach](http://www.swansea.gov.uk/media/pdf/4/j/Health_Impact_Assessment_Methodology.pdf)

3 See Appendix 1: LDP’s HIA Steering Group
2.0 The Swansea Local Development Plan Draft Vision, Objectives and Strategic Options (VOSO)

2.1 Context

The LDP HIA is an overarching high level assessment that will be undertaken at the key stages of the LDP production process in order to ensure that health is considered throughout the process. This report, which represents part of the fifth and sixth stage of the HIA process, will involve the Steering Group and identify and assess impacts of the VOSO. A LDP HIA Local Profile\(^5\) was published as part of the third stage, the fourth stage entailed the production of a Scoping Report\(^6\) which together are being utilised to inform this report and future stages of the LDP HIA. The next step is to continue Stages 5 and 6 for the LDP Preferred Strategy. This will involve stakeholder consultation and will assess the impacts, both positive and negative of the LDP’s Preferred Strategy, integrated with the Sustainability Appraisal/Strategic Environmental Assessment. As the LDP progresses the HIA process will continue to make recommendations and ensure health is embedded into the LDP.

\(^5\) LDP HIA Local Profile September 2012 [http://www.swansea.gov.uk/ldphia](http://www.swansea.gov.uk/ldphia)


The draft Vision and Objectives were subject to a Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) and human health was assessed as part of the SA/SEA. The report is available to view via: www.swansea.gov.uk/ldpsasea.

The role of the Vision within the LDP Strategy is to clarify the core purpose of the Plan, providing a framework for developing policies and for measuring its development and success. The full draft Vision document is available to view via: www.swansea.gov.uk/ldpvoso and is assessed in Section 3.2.

The LDP Objectives seek to elaborate upon the LDP Vision and focus on the deliverability of the Plan. The Objectives should be capable of being addressed through the land use planning system. They should also have regard to the strategic principles of the Wales Spatial Plan and the Aims and Objectives of the Community Strategy.

Themes within the Vision provide a logical basis to identify Key Objectives for the LDP and are utilised as subject headings.

Key themes:
- Economic
- Environmental
- Social

The full draft Objectives document is available to view via: www.swansea.gov.uk/ldpvoso and a rapid assessment is included in Section 3.3.

The Strategic Options document sets out different approaches that could be taken to meeting Swansea's future growth needs, including levels of housing, employment development and associated new infrastructure requirements: The full draft Strategic Options document is available to view via: www.swansea.gov.uk/ldpvoso and rapid assessment is included in Section 3.4.
3.0 Health Impact Assessment of the Vision, Objectives and Strategic Options (VOSO)

3.1 The HIA VOSO Workshop

This Rapid HIA of the draft VOSO was informed in part by a focused workshop. Members of the LDP HIA’s Steering Group (see Appendix 1) attended a workshop to act as a stimulus to gain the feedback of health professionals on the draft VOSO documents.

The workshop prompted debate and ensured adequate and essential input from the Steering Group to help shape the finalised VOSO of the LDP. Feedback from those unable to attend the event has also been incorporated into this report.

Issues raised from the workshop and this report are featured in Section 4.0.

Rapid HIA ‘A rapid or “mini” HIA, as the name suggests, is done quickly. It may be a “desk top” exercise, reliant on information which is already available “off the shelf” (Parry and Stevens, 2001), or through a half day or one day workshop with key stakeholders (Barnes et al., 2001). In either case, there is usually a minimum quantification of the potential health impacts which are identified.’

3.2 The LDP Draft Vision

By 2025 Swansea will be a vibrant and distinctive City and County that:
- Is a desirable place to live, work and visit
- Capitalises on its regional role and Waterfront City location
- Enables a competitive and prosperous economy
- Protects and enhances its natural, built and cultural environment
- Is accessible with a sustainable, integrated transport system
- Makes efficient use of its natural resources
- Is safe and feels safe
- Encourages and promotes good health
- Promotes sustainability and equality
- Supports the delivery of the best possible services and facilities
- Facilitates the provision of excellent education infrastructure

The Steering Group were asked to consider the positive and negative health impacts that the Vision would have on Swansea. The following issues were identified as key determinants of health in Swansea which recognised that the Vision linked to a number of key health, wellbeing, and equality issues.

7 World Health Organisation Health Impact Assessment Glossary of Terms Used http://www.who.int/hia/about/glos/en/index2.html
Environment
The links between health and wellbeing and the built and natural environment are well documented and are shown in Barton and Grant’s (2006) Health Settlement Map (Figure 3) that follows. Other studies have comprehensively reviewed evidence and academic discussion on the effects of the built and natural environment, Clark et al (2006) is just one such example. As many of our urban environments in Swansea are known to be deprived with regard to the physical environment, see Welsh Index of Multiple Deprivation (WIMD) 2011 data, the LDP Vision was identified as potentially having a large part to play in preventing and reversing a worsening of urban environments, tackling social isolation and ensuring strong communities as it would steer the development of Swansea from 2015-2025. It was therefore noted that the Vision has the potential to embed the principles of social equality, strong communities and healthy spaces into the LDP preparation process.


Figure 3: Health Settlement Map. Source: Barton and Grant (2006)
The WIMD 2011\textsuperscript{11} details the vast range of difference in ranks across Swansea. The inequalities that exist in Swansea vary dramatically across the County, with 17 areas (Lower Super Output Areas/LSOAs) highlighted as being in the top 10\% of most deprived in Wales, whereas there are also 25 areas of the County within the least 10\% deprived in Wales. The Vision covers all of Swansea and would therefore the assist in reducing the levels of disparity across the whole of the County.

**Economy**

It is acknowledged that a good economy, employment and improving choice of career helps health in general. There are identified negative health impacts associated with being unemployed, however as studies note the relationship between health and unemployment is often complicated by “the fact that areas of high unemployment are also often areas of multiple deprivation (Owen and Watson 1995)”\textsuperscript{12}. The links between poverty and poor health are noted; “the least well-off people in society suffer poorer health”\textsuperscript{13}. Therefore as the LDP Vision not only aims to make Swansea “a desirable place to live, work and visit” but to enable “a competitive and prosperous economy”, this can be seen as a positive step towards improving health in Swansea.

**Social**

The LDP Ward Profiles\textsuperscript{14}, the HIA Local Profile\textsuperscript{15} and the Equality Within The City and County of Swansea Executive Summary of Evidence Base\textsuperscript{16} detail many social inequalities that span Swansea. Statistical examples include life expectancy and self reported health, which highlight the vast differences between areas of Swansea. Indeed it has been noted that “Stark differences in the experiences of certain sectors of society can be identified and there can be no doubt that socio-economic factors permeate all aspects of an individual’s life and ability to achieve their full potential”\textsuperscript{17}.

During the workshop the matter of ensuring age friendly developments was raised, however, this is a matter of detail which will be addressed later in the LDP preparation process, potentially with a specific policy. It was also identified that good generational relationships and elderly provision helped to tackle key inequalities that Swansea displays – namely social isolation of the elderly and poor access to services for those relying on public transport. Therefore improving access and transport for all is a key positive point


\textsuperscript{13}Health Impacts of the Built Environment: A Review. Institute of Public Health in Ireland (2008) \url{http://www.publichealth.ie/files/file/Health_Impacts_of_the_BuiltEnvironment_A_Review.pdf}

\textsuperscript{14}Ward Profiles \url{http://www.swansea.gov.uk/index.cfm?articleid=50172}

\textsuperscript{15}Health Impact Assessment Local Profile: Swansea October 2012 \url{http://www.swansea.gov.uk/ldphia}

\textsuperscript{16}Equity Within The City and County of Swansea Executive Summary of Evidence Base \url{http://www.swansea.gov.uk/media/word/3/p/EVIDENCE_REPORT_2012.doc}

\textsuperscript{17}Equity Within The City and County of Swansea Executive Summary of Evidence Base \url{http://www.swansea.gov.uk/media/word/3/p/EVIDENCE_REPORT_2012.doc}
demonstrated by the Vision. Community Cohesion was another matter raised, and although not explicit in the Vision, this concept would be embedded into the LDP through policy formulation. The impact on the Welsh language was a concern and the suggestion put forward that it be incorporated into the Vision as an important cultural facet of Swansea.

**Transport**

Transport is linked to health and wellbeing, as it can support an active lifestyle and is a gateway to many health benefits. As the Vision highlights promotion of a “sustainable, integrated transport system” it was felt that there was adequate scope to promote health benefits through transport using the LDP, provided negative aspects that can come forward are adequately identified and mitigated against as part of the process. For example, localised pollution as a result of motorised transport can impact negatively on health. Particularly where policy statements are included to the effect that: “…increasing levels of walking as a key mode of local transport not only promotes good health and well-being, but also aids in significantly reducing the prevalence and treatment costs for a wide range of key physical health issues in the UK”\(^{18}\).

**Education**

Health and levels of education are linked and it is identified that “Education is an important social determinant of health”\(^{19}\). The Institute of Public Health Ireland acknowledges that: “a substantial body of international evidence clearly shows that those with lower levels of education are more likely to die at a younger age and are at increased risk of poorer health throughout life than those with more education”\(^{20}\). The Vision aims to facilitate the provision of excellent education infrastructure and therefore can be seen to be positively contributing to health improvements.

**Workshop Outcome**

The Steering Group generally agreed that the draft LDP Vision capitalised on the LDP’s potential to maximise positive health outcomes, however some minor adjustments were suggested to further embed health and wellbeing, social justice and equality considerations. In particular that ‘linguistic’ be added to ‘Protects and enhances its natural, built and cultural environment’, that ‘wellbeing’ be added to ‘Encourages and promotes good health’ and ‘fairness’ be added to ‘Promotes sustainability and equality’.

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3.3 The LDP Draft Objectives

Economic Prosperity & Lifelong Learning

- Support the development of Swansea as an economically competitive place and a regional economic driver
- Reinforce and improve the City Centre as a vibrant regional focus for business and administration, shopping, culture and leisure
- Direct new housing to economically developable sites close to supporting employment, retail, leisure, education and other community facilities
- Ensure that communities have sufficient, good quality housing to meet their needs
- Promote and enhance a sustainable rural economy
- Improve, expand and diversify appropriate, sustainable, tourism facilities and infrastructure
- Provide for the development of accessible, high quality education, training and employment infrastructure and facilities

The Steering Group noted that a good economy and a choice of opportunities can positively influence health, therefore as the objectives promoted these principles it was acknowledged that the Plan had the potential to positively influence health in the County. However, it was also highlighted that there is a need to balance the economy and health concerns, for example some types of employment, such as heavy industry, can have potential negative health impacts for workers and those living around the employment site.

The Steering Group considered that objective three; ‘Direct new housing to economically developable sites close to supporting employment, retail, leisure, education and other community facilities’ was key, and discussion focused on how to encourage pre-school/under 5 play provision given the focus of the Marmot Review of this age group. However, as the objectives already mentioned community and leisure it was agreed that targeting a specific group was too detailed given the strategic level of the objectives.

21 ‘Fair Society Healthy Lives’ The Marmot Review 2010
http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review
Quality Environment

Quality Environment
- Promote development that avoids significant adverse environmental impacts and respects constraints
- Protect and enhance the system of accessible green space
- Support adaptation and mitigation measures due to climate change
- Protect the interplay of town and country
- Preserve or enhance the quality of the natural, cultural and historic environment
- Promote good design which is locally distinct, sustainable, innovative and sensitive to location
- Reduce the effects of environmental pollution from development

The link between the natural environment and health is well documented\(^{22}\) and access to good quality space is vital. "When the immediate environment is unattractive, it is difficult to make physical activity and contact with nature part of everyday life. Unsafe or hostile urban areas that lack green space and are dominated by traffic can discourage activity"\(^{23}\). The Steering Group agreed that the draft objectives sufficiently referred to accessible green space, and were pleased to note that reducing the effects of environmental pollution (another negative impact on health), was an objective. Environmental pollution, adverse health conditions and health inequalities are linked, however it was suggested that the last but one bullet point; ‘Promote good design which is locally distinct, sustainable, innovative, and sensitive to location’ should include reference to accessibility, age friendly communities, supporting community cohesion, and facilitating the relationship between different people and groups. As previously detailed age friendly communities is too specific a point to raise at this stage in the LDP, similarly fostering relationships and community cohesion is inherent in the community & social provision objectives, however the group agreed that the aspirational point of ‘facilitating an accessible environment for all’ should be included.


Community & Social Provision

- Promote an integrated and sustainable transport system
- Develop appropriate types of renewable energy resources and energy infrastructure
- Encourage the efficient use of minerals and safeguard existing resources
- Facilitate the sustainable management of waste
- Ensure improvements to the water environment and promote the sustainable use of water
- Promote the provision of state of the art utility and telecommunications infrastructure
- Support the development and management of safe and vibrant places and spaces
- Create social and physical environments that encourage and support good health and well being for all sectors of the community

The Group considered that the last two bullet points; ‘Support the development and management of safe and vibrant places and spaces’ and ‘Create social and physical environments that encourage and support good health and well being for all sectors of the community’ are especially important in promoting positive health and wellbeing. An integrated and sustainable transport system was highlighted as having potential positive and negative effects. Transport, especially public transport, can improve access to a range of services and facilities that can improve health and wellbeing, similarly better opportunities for active transport may improve the amount of physical exercise the population engages in, which has positive health implications. The affordability of the transport system was highlighted as a negative, however the pricing structures of public transport is not a matter for the LDP. Accessibility was raised again and although integrated and sustainable transport implies that it should be ‘accessible’, the case was made to include a specific reference to the first objective; ‘Promote an integrated and sustainable transport system’ make it more fully apparent. By the same reasoning, in the second to last bullet point ‘Support the development and management of safe and vibrant places and spaces’, accessibility was also suggested as an addition.

Workshop Outcome

The delegates generally that agreed the objectives capitalised on the LDP’s potential with regards to maximising positive health outcomes across a number of different themes which would support the LDP Vision.
3.4 The LDP Draft Strategic Options

Option 1: Spread Approach A

- Aim: Distribute growth across Swansea at a number of sites, largely at existing urban settlements
- Where?: Within and on the edge of urban settlements
- What size?: Range of sizes but sites generally less than 15ha
- What type of land?: Brownfield (first preference) and Greenfield
- What type of development?: Generally single land use such as housing, with other supporting uses such as recreation or new community facilities in some instances

Option 2: Spread Approach B

- Aim: Distribute growth across Swansea at a number of sites, largely at existing urban settlements
- Where?: Within and on the edge of urban settlements and at rural village locations
- What size?: Range of sizes but sites generally less than 15ha. Sites in village locations would be generally small scale.
- What type of land?: Brownfield (first preference) and Greenfield
- What type of development?: Generally single land use such as housing, with other supporting uses such as recreation or new community facilities in some instances

Option 3: Sustainable Urban Extensions

- Aim: Concentrate growth on a range of large scale sites to provide extensions to existing urban settlements
- Where?: Edge of urban settlements
- What size?: Range of sizes but generally large sites (over 15 ha)
- What type of land?: Generally Greenfield with some limited Brownfield opportunities
- What type of development?: Opportunities for a mix of land uses, such as housing with new open spaces and community facilities.

Option 4: Mixed Use Major Development Areas

- Aim: Concentrate growth on one or two large scale sites
- Where?: Create a new settlement in a new location or fundamentally transform an existing settlement
- What size?: Very large scale – in excess of 100 ha
- What type of land?: Generally Greenfield
- What type of development?: Significant scale of residential development, which would be supported by new infrastructure, community facilities and complementary uses such as employment, retail and recreation

Various health concerns were raised by the Steering Group with these two approaches. Primarily that extending the built form further away from facilities could lead to access problems due to distance and inadequate transport linkages. Similarly more dwellings could place greater pressure on existing facilities and infrastructure. Traffic, for example, could build up which could lead to localised health issues from motorised vehicle based pollutants. It was however recognized that at some locations, more dwellings could maintain the viability of local facilities or in fact stimulate the provision of local businesses and infrastructure.

Option 3: Sustainable Urban Extensions

The Steering Group identified that there are potential opportunities for health benefits associated with a mix of land uses. However there was concern that the benefits may only serve new developments, it was the preference that the positives should spill out into the existing community and the extensions become part of the community and not a separate entity. Fears that any extensions will become isolated, dormitory settlements were raised, as were
hopes that extensions could be used to pull struggling settlements up to critical mass, therefore invigorating localities and creating thriving communities.

**Option 4: Mixed Use Major Development Areas**

With regards to the development of new settlements, it was acknowledged that there could be problems with service delivery and isolation. It would be key to get all stakeholders involved in the development of the community infrastructure and in particular sites for GP surgeries will need to be indentified. It was also noted as an exciting opportunity for a new settlement to be sustainably planned with regard to the principles of healthy urban planning.

**Workshop Outcome**

It was acknowledged that a blend of the options based on the characteristics of the specific area would be the best way forward. Most importantly, the needs of individual communities and the community of the County as a whole need to be addressed. However, some local areas may require expansion based on housing and service need and Swansea as a whole may benefit from a new settlement. Therefore, the main recommendation derived from the HIA workshop was that whichever option is selected baseline evidence must influence the decision and community needs must be properly addressed.
### 4.0 Issues Raised

The workshop outcomes will inform the production of the final LDP VOSO, which will also incorporate the responses received from the wider consultation.

### 4.1 The LDP Draft Vision

- Steering Group generally agreed that the draft LDP Vision capitalised on the LDP’s potential to maximise positive health outcomes.
- Suggested minor amendments:
  - Linguistic be added to ‘Protects and enhances its natural, built and cultural environment’,
  - Wellbeing added to ‘Encourages and promotes good health’,
  - Fairness added to ‘Promotes sustainability and equality’.

### 4.2 The LDP Draft Objectives

**Economic Prosperity & Lifelong Learning**
- Agree that Objectives have the potential to improve health and wellbeing.
- Note the potential negative health impacts certain types of industrial development can have.

**Quality Environment**
- Agree that Objectives have the potential to improve health and wellbeing.
- Accessibility suggested as an addition to ‘Promote good design which is locally distinct, sustainable, innovative and sensitive to location’.

**Community & Social Provision**
- Agree that Objectives have the potential to improve health and wellbeing.
- Accessibility is a key issue and suggested as an addition to ‘Promote an integrated and sustainable transport system’ and/or ‘Support the development and management of safe and vibrant places and spaces’.
- Note the potential negative health and wellbeing impacts motorized transport infrastructure can have on localities.

### 4.3 The LDP Draft Strategic Options

- Baseline evidence must influence the decision and community needs, and must be properly addressed in selecting a preferred Strategic Option.
Appendix 1: LDP HIA's Steering Group

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See The HIA Scoping Report September 2012 for further details