

Habitats Regulations Assessment workshop – managing impacts on Habitats (European) Sites

Essex Planning Officers Association 2019 Planning Skill Series 17 April 2019

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Summary

E8 HRA workshop – managing impacts on Habitats (European) Sites

Welcome & Introductions

- What you will learn today
- Overview of the HRA process
- Key challenges
- Plans & HRA Spatial planning & strategic solutions

Break

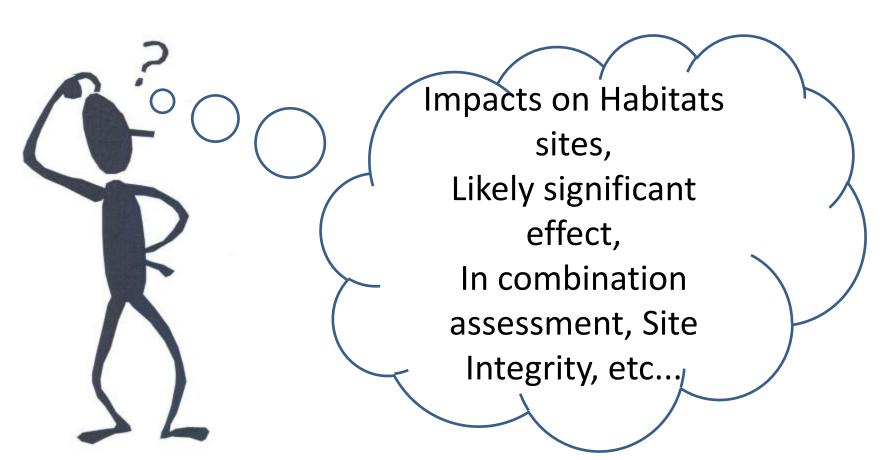
- Projects & HRA DM planning & Implementing Natural England's Advice
- Key Messages

What will you come away with today?

A better understanding of:

- The Habitats Regulations Assessment process and why it is required
- Increased confidence in discharging your functions in HRA as a competent authority
- RAMS and why strategic solutions are needed
- How to implement Natural England's advice relating to the Essex Coast RAMS

Overview of the HRA process



The Legislation

The UK "Habitats Regulations" 2017 stem from European Directives 1994, to which all Member States of the European Union must comply:

- The "Birds Directive" i.e. Special Protection Areas; and
- The "Habitats Directive" i.e. Special Areas of Conservation
- Also applies to Ramsar sites (internationally important wetlands), designated under Ramsar Convention 1970.

Any "Plan or project" needs to be assessed for likely effects on these sites, either alone or in combination with other plans and projects.

UK Legislation – The Habitats Regulations

- The Conservation of Habitats and Species Regulations 2017
- Commonly referred to as the "Habitats Regulations"
- Regulations apply in the terrestrial environment (including the coastal zone) and territorial waters out to 12 nautical miles.



Stages in the Habitats Regulations Assessment decision making process

Step 1: Management Test for Habitats site



Step 2:Likely Significant Effect test / Screening



Step 3: Appropriate Assessment stage



Step 4: Site Integrity Test (precautionary principle)

Roles & Responsibilities

- Natural England's role is as **adviser** to the competent authority making the decision. We are a step removed from that decision, to ensure impartiality.
- The "competent authority" is usually the Local Planning Authority (either officers or committees as appropriate). They make the decision, taking ownership of the assessment.
- The developer must provide sufficient information to enable the competent authority to carry out the HRA. Whilst "shadow HRAs" may be helpful, the competent authority must be able to show it has undertaken the assessment.

Natural England's role

Reg 61(3) – "The competent authority **must** for the purposes of the assessment **consult the appropriate nature conservation body** and have regard to any representations made by that body..."

NE can provide advice and guidance on the scope of the HRA, assessment of impacts and conclusion, as well as suitable mitigation and/or compensatory measures.

All Competent Authorities must:

- Have regard to the requirement of the Habitats Directive when exercising their functions – Reg 9
- Comply with specific requirements in the Habitats Regulations when permitting operations or undertaking their own operations that may impact on a Habitats (European) Site.
- Only authorise plans or projects if they will not adversely affect
 the integrity of the Habitats Site, unless the proposal meets other
 exceptional criteria (Regulations 61-62 and Regulation 102).
- Consult Natural England before permissions are given.

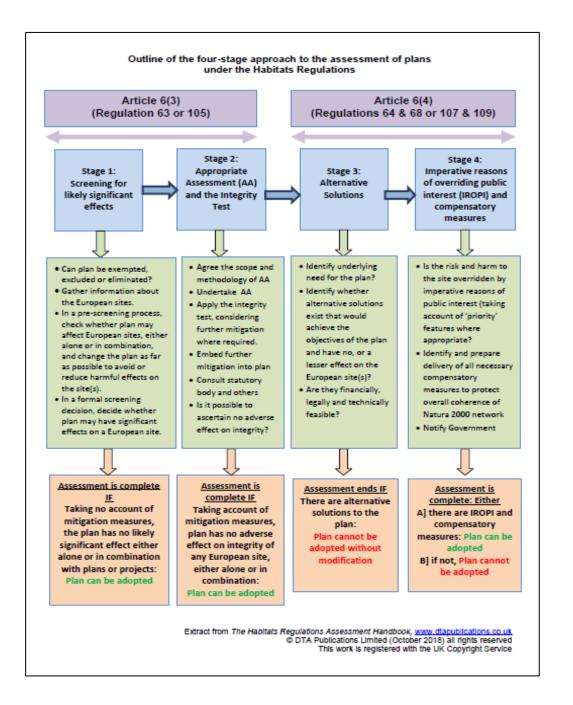
All Competent Authorities must (continued)

Need to apply HRA tests in order:

- Test 1 the significance test: Based on the development type and proximity to European designated sites, a judgement should be made as to whether the development constitutes a 'likely significant effect' (LSE) to a Habitats (European) site in terms of increased recreational disturbance either alone or in combination with other plans and projects.
- **Test 2 the integrity test:** The applicant must provide sufficient evidence to allow the Appropriate Assessment (AA) to be made, which is the stage at which avoidance and/or mitigation measures can be considered either <u>alone</u> or <u>in combination</u> with other plans and projects. The test is Adverse Effect On Integrity (AEOI) for Habitats Sites.

Spatial planning and HRA requirements

Outline of the Four Stage
Approach to the Assessment of Plans under the Habitats
Regulations (taken from the DTA handbook).



Need for HRA Mitigation

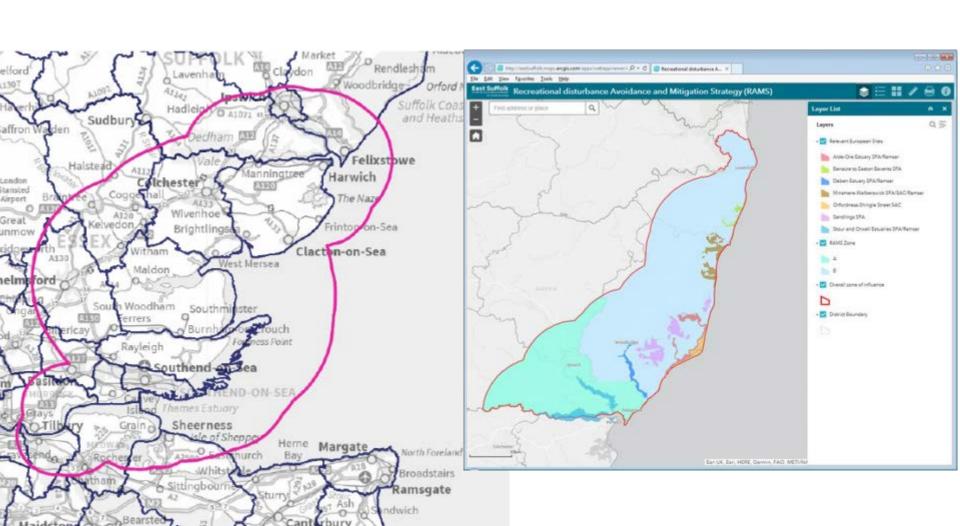
- Local Plans in preparation in Suffolk & Essex set to deliver thousands of new homes over the coming 15-20 years. Other spatial plans eg Minerals & Waste Plans, Neighbourhood Plans will also need HRA screening.
- Habitats Regulations Assessments / Appropriate Assessments of these Local Plans have identified that, without mitigation, it is not possible to conclude no adverse effect on integrity of Habitats sites.
- Mitigation is therefore necessary to ensure the Local Plans are legally compliant and sound and development management will need to secure effective measures.
- Mitigation measures will need to cover the lifetime of the Local Plans and avoid impacts from allocated and windfall housing developments.

Assessment of Plan policies & site allocations

Test 1 Likely Significant Effect & Test 2 Integrity test at Appropriate Assessment

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NE 7 - Ensuring Capacity at Water Recycling Centres	,	,	,	,	,	-	*	-	Screen in. This policy incorporal aims to prevent poliution (storm Habitats Sites within the Thame estuaries and by ensuring that capacity at water recycling cent water is managed on site, in line	discharges) to s and Crouch here is adequate res and surface	
NE 8 - Determining Applications affecting Ecologically Sensitive and					Policy				act from Policy via e (Covered by Essex Coast	Proposed Mitigation Measures	Will Adverse Effect on Integrity of Habitats sites be avoided with mitigation embedded?
NE 9 – Protecting and Enhancing the Landscape and Landscape Features NE 10 – Pollution Control and Residential Amenity	*	* *	,	HO 1 – Housing strategy			ocal plans ac proposed hor ignificant eff listurbance e wither housing listurbance i projects is pro- planned for re- development integrity with	llations Assessments for a number of ross Essex have established that their ising developments are a likely ect arising from recreational ither alone, or in combination with developments. Recreational combination with other plans and edicted due to the significant growth hany Essex LPAs. All residential is likely to have an adverse effect of out mitigation on all the Habitats ening stage due their close proximity	A strategic mitigation solution (the Esser Coast RAMS) has been designed to avoid AEO from impacts in combination with other plans and projects. This is embedded into Policy NEB. Therefore, providing that policy NEB fully is implemented, it can be concluded that there will be no adverse effect or integrity as a result of recreational disturbance caused by XXX Local Plan. Disturbance will be avoided by the provision of effective visitor management measures at the Habitats sites in line with the Essex Coast RAMS. Developers of residential applications have the option to provide a proportionate financial contribution (per dwelling tariff) to the Essex Coast RAMS or provide their own surveys and project level HRA to identify the measures necessary to avoid AEOI and ensure measures necessary to	Yes – Adverse effect on site integrity will be avoided for this policy, with the proposed mitigation embedded.	
					HO 5 – Ide homes	ntified land for	j 1	ocal plans ac proposed ho ignificant ef listurbance e	lations Assessments for a number of ross Essex have established that their using developments are a likely ect arising from recreational ither alone, or in combination with developments. Recreational	A strategic mitigation solution (the Esset Coast RAMS) has been designed to avoid AEO from impacts in combination with other plans and projects. This is embedded into Policy NEB. Therefore, providing that policy NEB fully is implemented, it can be concluded	Yes – Adverse effect on site integrity will be avoided for this policy, with the proposed mitigation embedded.

ZOIs for Essex Coast RAMS & the Suffolk Coast RAMS



Baseline evidence and analysis to support HRA mitigation package

All HRA must be based on evidence – plans or projects – and a strategic approach with partners may be recommended by Natural England.

Suffolk & Essex Coast RAMS Steering Groups plus Natural England (NE) collated evidence to inform:

- Baseline evidence eg residents visiting the Habitats sites (some collected by the LPAs), air quality data.
- Where timetable cannot include surveys, NE may agree to use best available evidence eg Suffolk Coast RAMS



Summary of the Suffolk & Essex Coast RAMS

The Suffolk & Essex Coast RAMS each identify a strategic package of mitigation measures necessary to avoid any adverse effects from the 'in-combination' impacts of proposed residential development across Suffolk & Essex.

This strategic approach has the following advantages:

- Enables effective mitigation measures to be delivered across administrative boundaries and identifies Zones of Influence
- Front loaded Mitigation is identified at the plan rather than project level;
- It is evidence based and provides a fair mechanism to fund the required mitigation measures; and
- It provides developers and planning authorities with a cost effective, consistent and efficient mechanism to deliver appropriate mitigation for residential schemes within a Zone of Influence.

Essex Coast RAMS Technical reportPostcode data & calculation of ZOIs

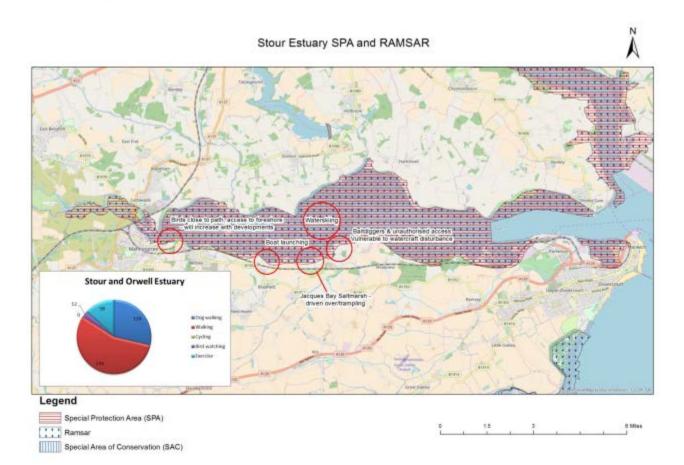
Identifying Zone of Influence for Essex Coast RAMS

- •The method used to calculate the ZOIs is based on the farthest distance travelled by 75% of visitors.
- •This method is considered by Natural England to be national best practice and used for the emerging Suffolk Coast RAMS and others.



Suffolk & Essex Coast RAMS Stakeholder workshops

Suffolk & Essex Coast RAMS steering groups arranged workshops for key stakeholders eg managers of Habitats sites. Initial & follow up sessions to proactive engagement to identify effective mitigation measures.



HRA mitigation for recreational activities & likely disturbance impacts

Both the Suffolk & Essex Coast RAMS identify the mitigation measures necessary to avoid any adverse effects from the 'in-combination' impacts of proposed residential development across each county.



C Ed Keeble

RAMS Headline Mitigation Measures Identified

- Website, educational & promotional materials
- Delivery Officer to co-ordinate mitigation measures & funding collected
- Rangers to raise awareness and promote appropriate behaviour particularly dogs off lead (In Essex these will be Shore and water based)
- Dog related project eg "I am a Good Dog" run by Suffolk AONB team
- Signage & Interpretation boards (in liaison with other projects)
- Monitoring of disturbance
- Water sports zonation
- Habitat creation & long term management







Strategic package of mitigation measures costed for delivery on the Essex Coast under the Bird Aware umbrella

About Bird Aware

Developed in 2016 by the Solent Recreation Mitigation Partnership, Bird Aware is a partnership committed to securing positive behaviour change with users of the coastal landscape. It aims to limit their impact on the environment - and in particular coastal birds - through small changes in their actions. This is achieved through outreach with rangers, educational activities and marketing campaigns.

The brand achieves the following:

- It immediately focuses on the core aim of the organisation to be aware of waders and wildfowl especially
 in intertidal areas. The regional element i.e. Bird Aware Solent draws focus to the required regional level
- It immediately places a level of responsibility on the audience it is both a declaration and an expectation
 of those accessing content
- . It acts as its own tagline, removing the need to use valuable real estate in branded materials
- · It allows for usage in a variety of maritime locations (i.e. harbour, estuary, etc.)
- It is an easy mnemonic audiences are likely to remember the title, providing much greater word of mouth reach



Relationship with other plans & existing projects

- Ensure mitigation measures are unique to demonstrate additionality
- Suffolk & Essex Coast RAMS are <u>not funding SANGS</u>
- England Coast Path (ECP) requires separate mitigation
- Essex Path to Prosperity (Coastal Communities project) aims to tie in with ECP mitigation
- Development eg at the coast for tourism and leisure facilities, will need separate mitigation to avoid AEOI
- Projects such as Lower Thames Crossing & Tilbury 2 have mitigation measures to minimise impacts eg timing of works

Progress of the Suffolk Coast RAMs to date

Suffolk Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS)



Progress of the Essex Coast RAMs to date

Winter 17/18

Baseline Evidence

Spring/ Summer 18

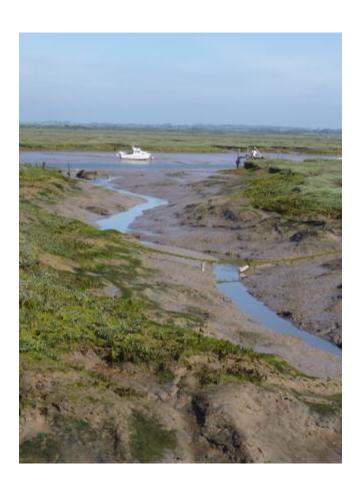
Draft Technical Report

Winter 18/19

 Final RAMS Technical Report

Summer 19 Supplementary Planning Document

Summer 19 onwards Collection of developer contributions & delivery of mitigation measures



SPD to help secure developer contributions

- In Essex, Place Services have prepared a draft SPD
 - Incorporated comments from RAMS steering group workshop
 - Incorporated a template legal agreement from Suffolk RAMS
 - Drafted the FAQs
 - Will provide SEA and HRA screening reports
- In Suffolk
- Essex Coast RAMS SPD consultation to be agreed
 - Consultation in summer 2019?
 - Developer/agent forums to take place alongside public consultation to secure buy-in?
 - Adoption Autumn 2019?

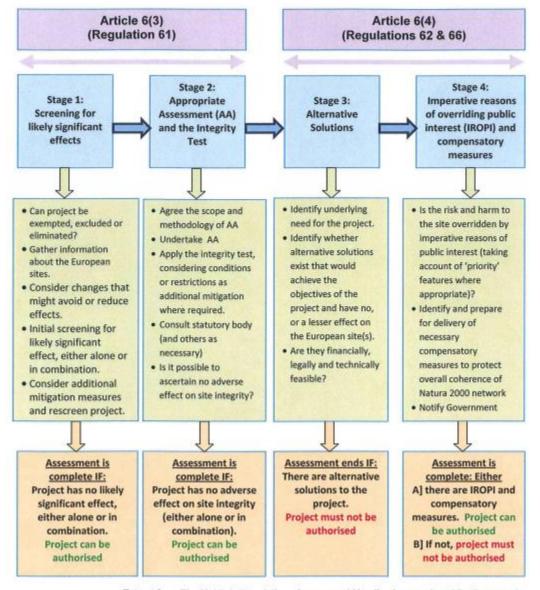
Any questions??

Break time!

Development management and HRA requirements

Outline of the four stage approach to the Habitats Regulations Assessment of projects

Outline of the Four Stage
Approach to the Assessment of Projects under the Habitats Regulations (taken from the DTA handbook).

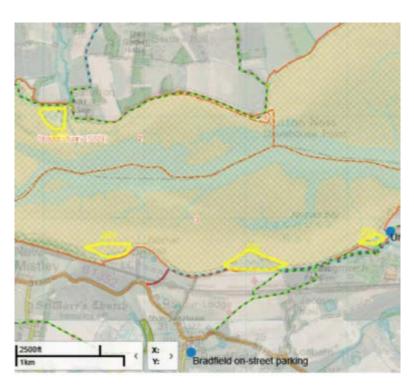


Extract from The Habitats Regulations Assessment Handbook, www.dtapublications.co.uk

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Implementing the Essex & Suffolk Coast Recreational disturbance Avoidance and Mitigation Strategies



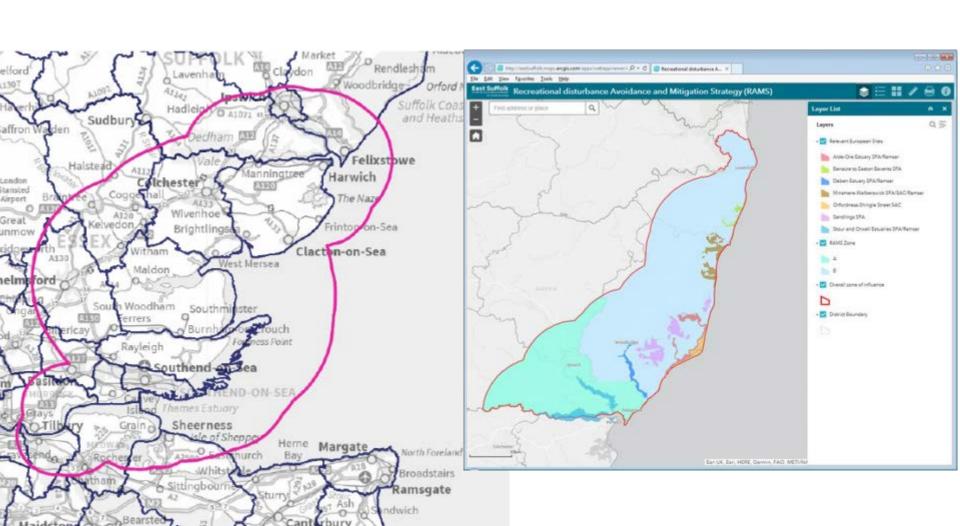




Implementing Natural England's advice 1

- NE has issued updated interim advice to all LPA partners in the Essex & Suffolk Coast RAMS until the Technical Reports are adopted. Their letter requires LPAs to assess impacts on <u>all</u> new residential developments within the Zone of Influence & consult them on large scale schemes. HRA records are required for each development.
- Check location on www.magic.gov.uk at validation
- The types of residential development covered included in the advice handout - New dwellings of 1+ units (excludes replacement dwellings and extensions)

ZOIs for Essex Coast RAMS & the Suffolk Coast RAMS



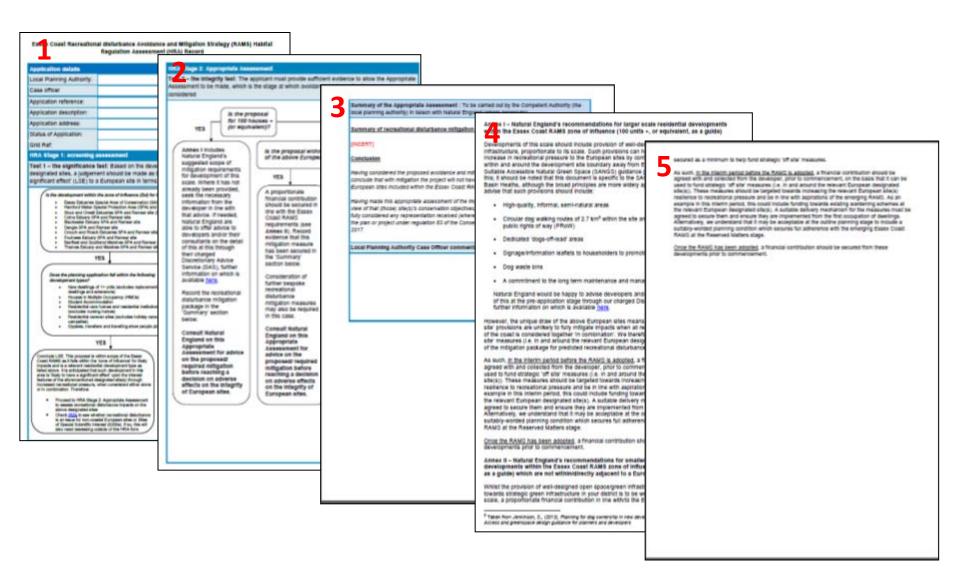
Implementing Natural England's Advice 2

- NE advice letter includes a HRA record for all relevant development to assist each LPA to produce the required Appropriate Assessment.
- Updated advice to reflect the "People Over Wind Judgement"
- Recommendations for larger scale residential developments (100 units +, or equivalent. Developments of this scale should include provision of well-designed open space/green infrastructure, proportionate to its scale <u>as well as a</u> contribution to fund "off site" or strategic measures.
- Smaller scale development (1-99 units) a financial contribution to strategic "off site" measures e.g. rangers.
- Mitigation is necessary to avoid AEOI so is a legal requirement to make the development acceptable.

Using the Essex Coast HRA Template

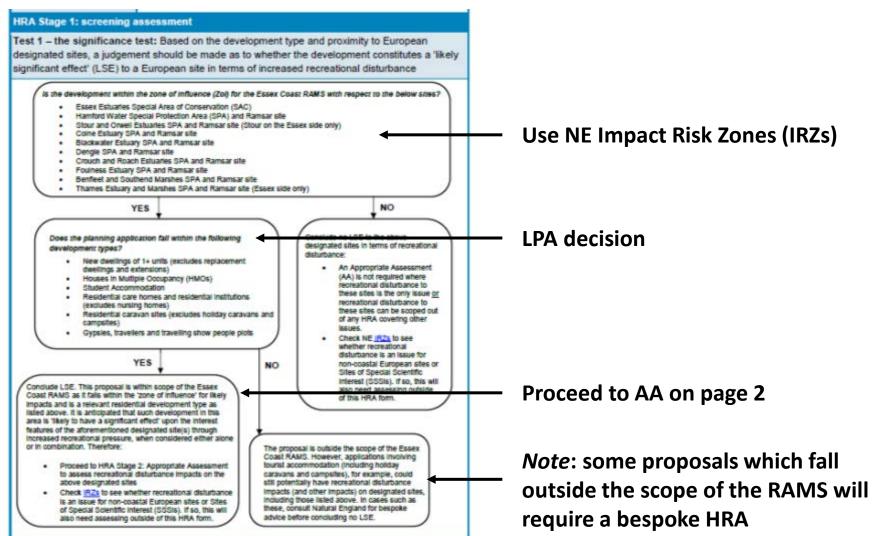
- The HRA template isn't compulsory to use but it has been designed by NE to help LPAs undertake the HRA assessments to meet the requirements of the Habitats Regulations in relation to the RAMS.
- It includes the following sections:
 - Screening stage of the Assessment
 - Appropriate Assessment stage
 - Summary of the Appropriate Assessment including details of any mitigation requirements needed to enable a conclusion of no adverse effect on integrity to be reached
- To be carried out by the Competent Authority (eg the LPA) in liaison with NE (where necessary)
- Please don't submit shadow HRAs prepared by developers to NE.
- If other impacts on Habitats Sites are likely, a bespoke HRA will be needed.

Using the Essex Coast HRA Template – overview

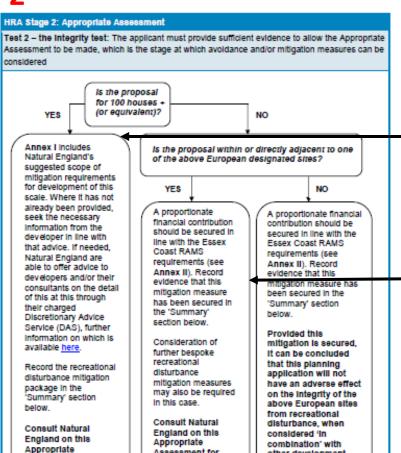


Using the Essex Coast HRA Template – screening assessment

1



Using the Essex Coast HRA Template – AA



Assessment for

proposed/ required

reaching a decision

on adverse effects

on the integrity of

European sites.

mitigation before

advice on the

Assessment for advice

on the proposed/

required mitigation

decision on adverse

effects on the integrity

before reaching a

of European sites.

other development.

not need to be

Appropriate

Assessment.

consulted on this

Natural England does

If >100 houses (or equivalent), the proposal should include well-designed on-site open space and a financial contribution to the RAMS. Pull this info across from the application documents and summarise on pg. 3, requesting further info from the applicant where not provided. Consult NE.

If the proposal is directly adjacent to a European site, further bespoke mitigation measures may be required. Consult NE.

If <100 houses (or equivalent), the proposal only needs to provide a financial contribution to the RAMS. Pull across this info from the application documents and summarise on pg. 3. No need to consult NE

Using the Essex Coast HRA Template – AA

3

Summary of the Appropriate Assessment: To be carried out by the Competent Authority (the local planning authority) in liaison with Natural England (where necessary)

Summary of recreational disturbance mitigation package

Test 1 - LSE screening

The planning application is for 800 divellings within the zone of influence (ZgI) of the Essex Coast RABIS in terms of increased recreational disturbance to coastal European designated sites. It is also considered by Tendring District Council to be "relevant development" in the context of the RABIS and so requires further consideration through the Appropriate Assessment stage to secure any mitigation measures necessary to avoid adverse effects.

Test 2 - the integrity test

The shadow HRA, Planning Statement and Design and Access Statement submitted in support of the planning application details that the development will include:

- XX ha (c.40 % of site area) of high-quality, informal, semi-natural areas including woodland, wildflower meadows and a pond which integrates a circular dog walking route of 3.5 km, with links to sumounding public rights of way (ESpat) which extends this walking route farther. To secure the maintenance and management of these provisions, the developer has produced a long-term management plan which also aims to involving the new residents in this work. Examing in mind the close proximity of the proposal to the coestal European sites, the developer has also committed to involving signage within the open space to promote them for recreation. The site plan also includes a separate dedicated dogs-off-lead area which is fenced and includes a number of dog waste bins.
- A financial contribution to the Essex Coast RAMS of K119.06 per divelling

Having compared this against Natural England's advice in Annexes I and II, Tendring District Council considers that these measures are sufficient to avoid adverse effection coastal European designated sites, when consider both 'alone' and 'in combination' with other plans are projects. We have consulted Natural England on this HRIA record.

Conclusion

Having considered the proposed avoidance and mitigation measures above, Tendring District Council conclude that with mitigation the project will not have an Adverse Effect on the Integrity of the European sites included within the Essex Coast RAMS.

Having made this appropriate assessment of the implications of the plan or project for the site(s) in view of that (those) site(s)'s conservation objectives, and having consulted Natural England and fully considered any representation received (where necessary), the authority may now agree to the plan or project under regulation 63 of the Conservation of Habitats and Species Regulations 3047.

Local Planning Authority Case Officer comments, signed and dated:

John Wigeon, Tendring District Council, dated 23th January 2019



Annexes I and II are on pages 4 and 5 of the template

Collection of developer contributions towards the Suffolk & Essex Coast RAMs

- RAMS is an option for developers (but delivering effective mitigation in perpetuity is a legal requirement!)
- It reduces the cost of developers undertaking project level HRA for recreational disturbance
- Contributions from developers through legal agreements
- s106 avoids CIL 123 list
- s111 is being trialled by East Suffolk Council
- New Burdens funding has been identified by Suffolk LPAs to kickstart RAMS delivery

Other potential impacts from development eg air quality, water quality & quantity

- Habitats Regulations require assessment of all plans & projects where there could be a likely significant effect on a Habitats (European) site.
- Where air or water quality/quantity will be affected by development and there is an "impact pathway" ie a connection, with any Habitats Site, HRA screening will be needed.
- Any bespoke measures needed will trigger an Appropriate Assessment to ensure that the mitigation identified is effective. It will need to be secured through legal agreement or conditions of any consent.

What happens if we fail to meet these requirements?

- May be open to Judicial Review
- May be referred to Ombudsman



Key messages from Natural England

- NE request that where there is only a recreational disturbance impact, LPAs use the RAMS HRA template or something similar if using information provided by the developer then please record this as part of your HRA record.
- As the decision maker, the emphasis is on the Local Planning Authority to ensure that any proposals granted planning permission are HRA compliant. The process is critical to ensuring the RAMS is successful at protecting some of our most important wildlife sites.
- Specialist guidance available eg HRA Handbook subscription Details on http://www.dtapublications.co.uk/ and http://www.dt-a.co.uk/.

The Habitats Regulations 3 tests for European Protected Species

- 1. Regulation 55(2)(e) states: a licence can be granted for the purposes of "preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment".
- 2. Regulation 55(9)(a) states: the appropriate authority shall not grant a licence unless they are satisfied "that there is no satisfactory alternative".
- 3. Regulation 55(9)(b) states: the appropriate authority shall not grant a licence unless they are satisfied "that the action authorised will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range".

Summary & Re cap to go away with

We hope you now have a better understanding of:

- The Habitats Regulations Assessment process and why it is required √
- Increased confidence in discharging your functions in HRA as a competent authority √
- RAMS and why strategic solutions are needed ✓
- How to implement Natural England's advice relating to the Essex Coast RAMS √

Any questions??

Feedback please!

Please

 a) Complete and return the feedback form we will email next week

and/or

b) Email this week any comments on the session to PlanningSkills@essex.gov.uk

And add any

- > Improvements you want to suggest?
- > Content you suggest is added in future training?

Thank you for listening

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