

Hartest Neighbourhood Plan 2024-2037

Habitats Regulations Assessment Screening Report

Babergh & Mid Suffolk District Councils

Final report Prepared by LUC October 2024

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Hartest Neighbourhood Plan 2024-2037

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Chapter 1 Introduction

1.1 LUC has been commissioned by Babergh and Mid Suffolk District Councils (the Councils) to carry out Habitats Regulations Assessment (HRA) Screening of the Hartest Neighbourhood Plan 2024-2037. The Neighbourhood Plan has been prepared by Hartest Parish Council in accordance with the requirements of the Government's Neighbourhood Planning Regulations. This HRA Screening Report relates to the Pre-Submission Draft version of the Hartest Neighbourhood Plan (October 2024).

The requirement to undertake Habitats Regulations Assessment of development plans

1.2 The requirement to undertake HRA of development plans was confirmed by the amendments to the Habitats Regulations published for England and Wales in 2007 [See reference 1]; the currently applicable version is the Habitats Regulations 2017 [See reference 2], as amended. Neighbourhood Plans, once 'made' (adopted), become part of the statutory development plan therefore an HRA is required by law to be carried out by the 'competent authority' (the Councils). The Councils can commission consultants to undertake HRA work on their behalf and this (the work documented in this report) is then reported to and considered by the Councils as the 'competent authority'. The Councils will consider this work and would usually only progress a Plan if it considers that the Plan will not adversely affect the integrity [See reference 3] of any 'European site', as defined below (the exception to this would be where 'imperative reasons of overriding public interest' can be demonstrated; see paragraph 1.14). The requirement for authorities to comply with the Habitats Regulations when preparing a Plan is also noted in the Government's online Planning Practice Guidance (PPG) [See reference 4].

1.3 HRA refers to the assessment of the potential effects of a development plan on one or more sites afforded the highest level of protection in the UK: Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). These were classified under European Union (EU) legislation but, since 1 January 2021, are protected in the UK by the Habitats Regulations 2017 (as amended). Although the EU Directives from which the UK's Habitats Regulations originally derived are no longer binding, the Regulations still make reference to the lists of habitats and species that the sites were designated for, which are listed in annexes to the EU Directives:

- SACs are designated for particular habitat types (specified in Annex 1 of the EU Habitats Directive [See reference 5]) and species (Annex II). The listed habitat types and species (excluding birds) are those considered to be most in need of conservation at a European level. Before EU exit day, designation of SACs also had regard to the coherence of the 'Natura 2000' network of European sites. After EU exit day, regard is had to the importance of such sites for the coherence of the UK's 'national site network'.
- SPAs are classified for rare and vulnerable birds (Annex I of the EU Birds Directive [See reference 6]), and for regularly occurring migratory species not listed in Annex I.

1.4 The term 'European sites' has been commonly used in HRA to refer to 'Natura 2000' sites **[See reference 7]** and Ramsar sites (international designated under the Ramsar Convention). However, a Government Policy Paper **[See reference 8]** on changes to the Habitats Regulations 2017 post-Brexit states that:

- Any references to Natura 2000 in the 2017 Regulations and in guidance now refers to the new 'national site network';
- The national site network includes existing SACs and SPAs; and new SACs and SPAs designated under these Regulations; and
- Designated Wetlands of International Importance (known as Ramsar sites) do not form part of the national site network. Many Ramsar sites overlap with SACs and SPAs and may be designated for the same or different species and habitats.

1.5 Although Ramsar sites do not form part of the new national site network, Government guidance **[See reference** 9] states that:

"Any proposals affecting the following sites would also require an HRA because these are protected by government policy:

- Proposed SACs
- Potential SPAs
- Ramsar sites wetlands of international importance (both listed and proposed)
- Areas secured as sites compensating for damage to a European site."

1.6 Furthermore, the NPPF **[See reference** 10] and practice guidance **[See reference** 11] currently state that competent authorities responsible for carrying out HRA should treat Ramsar sites in the same way as SACs and SPAs. The legislative requirement for HRA does not apply to other nationally designated wildlife sites such as Sites of Special Scientific Interest or National Nature Reserves.

1.7 For simplicity, this report uses the term 'European site' to refer to all types of designated site for which Government guidance [See reference 12] requires an HRA.

1.8 The overall purpose of an HRA is to conclude whether or not a proposal or policy, or whole development plan would adversely affect the integrity of the European site in question. This is judged in terms of the implications of the plan for a site's 'qualifying features' (i.e. those Annex I habitats, Annex II species, and Annex I bird populations for which it has been designated). Significantly, HRA is based on the precautionary principle. Where uncertainty or doubt remains, an adverse effect should be assumed.

Stages of Habitat Regulation Assessment

1.9 The HRA of development plans is undertaken in stages (as described below) and should conclude whether or not a proposal would adversely affect the integrity of the European site in question.

1.10 LUC has been commissioned by Babergh and Mid Suffolk District Councils to carry out HRA work on the Councils' behalf, and the outputs will be reported to and considered by the Councils as the competent authority.

1.11 The HRA also requires close working with Natural England as the statutory nature conservation body [See reference 13] in order to obtain the necessary information, agree the process, outcomes and mitigation proposals. The Environment Agency, while not a statutory consultee for the HRA, is also in a strong position to provide advice and information throughout the process as it is required to undertake HRA for its existing licences and future licensing of activities.

Requirements of the Habitats Regulations

1.12 In assessing the effects of a Plan in accordance with Regulation 105 of the Conservation of Habitats and Species Regulations 2017 (as amended) (the 'Habitats Regulations'), there are potentially two tests to be applied by the competent authority: a 'Significance Test', followed, if necessary, by an Appropriate Assessment which would inform the 'Integrity Test'. The relevant sequence of questions is as follows:

Step 1: Under Reg. 105(1)(b), consider whether the plan is directly connected with or necessary to the management of the sites. If not, proceed to Step 2.

- Step 2: Under Reg. 105(1)(a) consider whether the plan is likely to have a significant effect on a European site, either alone or in combination with other plans or projects (the 'Significance Test'). [These two steps are undertaken as part of Stage 1: Screening, shown below in the 'Typical stages' section.] If yes, proceed to Step 3.
- Step 3: Under Reg. 105(1), make an Appropriate Assessment of the implications for the European site in view of its current conservation objectives (the 'Integrity Test'). In so doing, it is mandatory under Reg. 105(2) to consult Natural England, and optional under Reg. 105(3) to take the opinion of the general public. [This step is undertaken during Stage 2: Appropriate Assessment, described in the 'Typical stages' section below.]
- Step 4: In accordance with Reg. 105(4), but subject to Reg. 107, give effect to the land use plan only after having ascertained that the plan would not adversely affect the integrity of a European site. [This step follows Stage 2 where a finding of 'no adverse effect' is concluded. If it cannot be it proceeds to Step 5 as part of Stage 3 of the HRA process.]
- Step 5: Under Reg. 107, if Step 4 is unable to rule out adverse effects on the integrity of a European site and no alternative solutions exist then the competent authority may nevertheless agree to the plan or project if it must be carried out for 'imperative reasons of overriding public interest' (IROPI). [This step is undertaken during Stage 3: Assessment where no alternatives exist and adverse impacts remain considering mitigation, described in the 'Typical stages' section overleaf.]

Typical stages

1.13 The section below summarises the stages and associated tasks and outcomes typically involved in carrying out a full HRA of a development plan, based on various guidance documents [See reference 14] [See reference 15]
[See reference 16]. This report presents the methodology and findings of Stage 1: Screening.

Stage 1: Screening (the 'Significance Test')

Tasks

- Description of the development plan and confirmation that it is not directly connected with or necessary to the management of European sites.
- Identification of potentially affected European sites and their conservation objectives [See reference 17].
- Assessment of likely significant effects of the development plan alone or in combination with other plans and projects, prior to consideration of avoidance or reduction ('mitigation') measures [See reference 18].

Outcome

- Where effects are unlikely, prepare a 'finding of no significant effect report'.
- Where effects judged likely, or lack of information to prove otherwise, proceed to Stage 2.

Stage 2: Appropriate Assessment (the 'Integrity Test')

Task

- Information gathering (development plan and data on European sites [See reference 19]).
- Impact prediction.
- Evaluation of development plan impacts in view of conservation objectives of European sites.

Where impacts are considered to directly or indirectly affect qualifying features of European sites, identify how these effects will be avoided or reduced ('mitigation').

Outcome

- Appropriate Assessment report describing the plan, European site baseline conditions, the adverse effects of the plan on the European site, how these effects will be avoided or reduced, including the mechanisms and timescale for these mitigation measures.
- If effects remain after all alternatives and mitigation measures have been considered proceed to Stage 3.

Stage 3: Assessment where no alternatives exist and adverse impacts remain taking into account mitigation

Task

- Identify 'imperative reasons of overriding public interest' (IROPI).
- Demonstrate no alternatives exist.
- Identify potential compensatory measures.

Outcome

This stage should be avoided if at all possible. The test of IROPI and the requirements for compensation are extremely onerous.

1.14 It is normally anticipated that an emphasis on Stages 1 and 2 of this process will, through a series of iterations, help ensure that potential adverse

effects are identified and eliminated through the inclusion of mitigation measures designed to avoid or reduce effects. The need to consider alternatives could imply more onerous changes to a plan document. It is generally understood that so called 'imperative reasons of overriding public interest' (IROPI) are likely to be justified only very occasionally and would involve engagement with the Government.

Case law changes

1.15 This HRA has been prepared in accordance with relevant case law findings, including most notably the 'People over Wind' and 'Holohan' rulings from the Court of Justice for the European Union (CJEU).

1.16 The People over Wind, Peter Sweetman v Coillte Teoranta (April 2018) judgment ruled that Article 6(3) of the Habitats Directive should be interpreted as meaning that mitigation measures should be assessed as part of an Appropriate Assessment and should not be taken into account at the Screening stage. The precise wording of the ruling is as follows:

"Article 6(3)... must be interpreted as meaning that, in order to determine whether it is necessary to carry out, subsequently, an appropriate assessment of the implications, for a site concerned, of a plan or project, it is not appropriate, at the Screening stage, to take account of measures intended to avoid or reduce the harmful effects of the plan or project on that site."

1.17 In light of the above, the HRA Screening stage does not rely upon avoidance or mitigation measures to draw conclusions as to whether the Neighbourhood Plan could result in likely significant effects on European sites, with any such measures are to be considered at the Appropriate Assessment stage as relevant.

1.18 This HRA also fully considers the Holohan v An Bord Pleanala (November 2018) judgment which stated that:

"Article 6(3) of Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora must be interpreted as meaning that an 'appropriate assessment' must, on the one hand, catalogue the entirety of habitat types and species for which a site is protected, and, on the other, identify and examine both the implications of the proposed project for the species present on that site, and for which that site has not been listed, and the implications for habitat types and species to be found outside the boundaries of that site, provided that those implications are liable to affect the conservation objectives of the site."

1.19 In undertaking this HRA, LUC will (where necessary) fully consider the potential effects on species and habitats, including those not listed as qualifying features, to result in secondary effects upon the qualifying features of European sites, including the potential for complex interactions and dependencies. In addition, the potential for offsite impacts, such as through impacts to functionally linked land, and/or species and habitats located beyond the boundaries of European site, but which may be important in supporting the ecological processes of the qualifying features, will also be fully considered where needed.

1.20 Similarly, effects on both qualifying and supporting habitats and species on functionally linked land (FLL) or habitat will be considered where needed in the HRA, in line with the High Court judgment in RSPB and others v Secretary of State and London Ashford Airport Ltd [2014 EWHC 1523 Admin] (paragraph 27), which stated that:

"There is no authority on the significance of the non-statutory status of the FLL. However, the fact that the FLL was not within a protected site does not mean that the effect which a deterioration in its quality or function could have on a protected site is to be ignored. The indirect effect was still

protected. Although the question of its legal status was mooted, I am satisfied... that while no particular legal status attaches to FLL, the fact that land is functionally linked to protected land means that the indirectly adverse effects on a protected site, produced by effects on FLL, are scrutinised in the same legal framework just as are the direct effects of acts carried out on the protected site itself. That is the only sensible and purposive approach where a species or effect is not confined by a line on a map or boundary fence. This is particularly important where the boundaries of designated sites are drawn tightly as may be the UK practice."

1.21 In addition to this, the HRA will take into consideration the 'Wealden' judgment from the Court of Justice for the European Union.

1.22 Wealden District Council v Secretary of State for Communities and Local Government, Lewes District Council and South Downs National Park Authority (2017) ruled that it was not appropriate to scope out the need for a detailed assessment for an individual plan or project based on the annual average daily traffic (AADT) figures detailed in the Design Manual for Roads and Bridges or the critical loads used by Defra or Environmental Agency without considering the in-combination impacts with other plans and projects.

1.23 In light of this judgment, the HRA will therefore where needed consider traffic growth based on the effects of development from the Neighbourhood Plan in combination with other drivers of growth such as development proposed in neighbouring districts and demographic change.

1.24 The HRA also takes into account the Grace and Sweetman (July 2018) judgment from the CJEU which stated that:

"There is a distinction to be drawn between protective measures forming part of a project and intended avoid or reduce any direct adverse effects that may be caused by the project in order to ensure that the project does not adversely affect the integrity of the area, which are covered by Article 6(3), and measures which, in accordance with Article 6(4), are aimed at compensating for the negative effects of the project on a protected area and cannot be taken into account in the assessment of the implications of the project"

"As a general rule, any positive effects of the future creation of a new habitat, which is aimed at compensating for the loss of area and quality of that habitat type in a protected area, are highly difficult to forecast with any degree of certainty or will be visible only in the future"

"A mitigation strategy may only be taken into account at AA (a.6(3)) where the competent authority is "sufficiently certain that a measure will make an effective contribution to avoiding harm, guaranteeing beyond all reasonable doubt that the project will not adversely affect the integrity of the area""

"Otherwise it falls to be considered to be a compensatory measure to be considered under a.6(4) only where there are "imperative reasons of overriding public interest""

1.25 Therefore, if an Appropriate Assessment of the Neighbourhood Plan is required, it will only consider the existence of measures to avoid or reduce its direct adverse effects (mitigation) if the expected benefits of those measures are beyond reasonable doubt at the time of the assessment.

Structure of this report

1.26 This chapter (Chapter 1) has described the background to the production of the Hartest Neighbourhood Plan and the requirement to undertake HRA. The remainder of the report is structured as follows:

- Chapter 2: Hartest Neighbourhood Plan summarises the content of the plan, which is the subject of this report.
- Chapter 3: Method sets out the approach and the specific tasks undertaken during the Screening stage of the HRA.
- Chapter 4: Screening Assessment describes the findings of the Screening stage of the HRA.
- Chapter 5: Conclusions and Next Steps summarises the HRA Screening conclusions for the Hartest Neighbourhood Plan and describes the next steps to be undertaken.

Chapter 2 Hartest Neighbourhood Plan

Vision and Objectives

2.1 The overarching vision for Hartest for the period up to 2037 is:

The Parish of Hartest will:

- Continue to be a thriving and inclusive community; and
- Retain the unique and special character of the built and natural environment.

2.2 The vision is supported by eight objectives. Each objective has informed and guided the content of the planning policies within the Neighbourhood Plan. The objectives are as follows:

- 1. Protect and enhance the landscape, biodiversity and natural habitats.
- 2. Protect and enhance the historic environment.
- 3. Manage the provision of housing to meet identified local needs.
- 4. Preserve existing and promote an increase in green spaces and provide better access to them.
- 5. Improve movement to, from and around the Village.

- 6. Support and improve the provision of social, community, recreational and other leisure facilities.
- 7. Ensure that the level of services and infrastructure reasonably required to meet the day-to-day needs of the Village are available.
- 8. Increase opportunities for local economic investment and growth.

Policies

2.3 The policies within the Hartest's Neighbourhood Plan are as follows:

- Policy HAR 1 Hartest's Spatial Strategy
- Policy HAR 2 Housing Development
- Policy HAR 3 Housing Mix and Design
- Policy HAR 4 Replacement Dwellings
- Policy HAR 5 Residential Parking Standards
- Policy HAR 6 Affordable Housing on Rural Exception Sites
- Policy HAR 7 Biodiversity
- Policy HAR 8 Area of Local Landscape Sensitivity
- Policy HAR 9 Protection of Important Views
- Policy HAR 10 Local Green Spaces
- Policy HAR 11 Buildings and Features of Local Significance
- Policy HAR 12 Design Principles
- Policy HAR 13 Flooding and Sustainable Drainage
- Policy HAR 14 Light Pollution
- Policy HAR 15 Farm Diversification

Policy HAR 16 – Crown Public House

2.4 The Neighbourhood Plan does not allocate any sites for new housing or other built development. Policy HAR 1 – Hartest's Spatial Strategy states that the Neighbourhood Plan Area will accommodate development commensurate with the Babergh and Mid Suffolk Local Plan. The focus for new development will be within the defined settlement boundary where the principle of development is accepted. The policy outlines that proposals for development located outside the settlement boundary will only be permitted where they are in accordance with national, district and neighbourhood level policies and, additionally, where they would not have a detrimental impact on heritage and landscape designations. The Neighbourhood Plan is therefore in line with development proposed within the Joint Local Plan (Part 1) which has been subject to its own HRA.

Chapter 3 Methodology

Screening Assessment

3.1 HRA Screening of the Hartest Neighbourhood Plan has been undertaken in line with current available guidance and has sought to meet the requirements of the Habitats Regulations. The tasks that have been undertaken during the Screening stage of the HRA are described in detail below and the conclusions are presented in the next chapter.

3.2 The purpose of the Screening stage is to:

- Identify all aspects of the plan that would have no effect on a European site. These can be eliminated from further consideration in respect of this and other plans.
- Identify all aspects of the plan that would not be likely to have a significant effect on a European site (i.e. would have some effect because of links/connectivity but the effect is not significant), either alone or in combination with other aspects of the same plan or other plans or projects. These do not require 'Appropriate Assessment'.
- Identify those aspects of the plan where it is not possible to rule out the risk of significant effects on a European site, either alone or in combination with other plans or projects. This provides a clear scope for the parts of the plan that will require Appropriate Assessment.

Identifying European sites that may be affected and their conservation objectives

3.3 As a first step in identifying European sites that could potentially be affected by a development, it is established practice in HRA to consider sites within the area covered by the plan, and other sites that may be affected beyond this area.

3.4 A distance of 20km from the boundary of the plan area was used in the first instance to identify European sites with the potential to be affected by the proposals within the Neighbourhood Plan. Consideration was then given to whether any more distant European sites may be connected to the plan area via effects pathways, for example through hydrological links or recreational visits by residents. The 20km distance has been agreed with Natural England for HRAs in this region [See reference 20]. In line with HRA requirements, the application of a 20km buffer is considered a highly precautionary distance with relation to potential impacts to the surrounding area.

3.5 The assessment also considers areas that may be functionally linked to the European sites. The term 'functional linkage' is used to refer to the role or 'function' that land beyond the boundary of a European site might fulfil in terms of supporting the species populations for which the site was designated or classified. Such an area is therefore 'linked' to the site in question because it provides a (potentially important) role in maintaining or restoring a protected population at favourable conservation status.

3.6 While the boundary of a European site will usually be drawn to include key supporting habitat for a qualifying species, this cannot always be the case where the population for which a site is designated or classified is particularly mobile. Individuals of the population will not necessarily remain in the site all the time. Sometimes, the mobility of qualifying species is considerable and may extend so far from the key habitat that forms the SAC or SPA that it would be entirely impractical to attempt to designate or classify all of the land or sea that may conceivably be used by the species **[See reference 21]**. HRA therefore

considers whether any European sites make use of functionally linked habitats, and the impacts that could affect those habitats.

3.7 Two European sites have been identified for inclusion in the HRA on the basis of being within 20km of Hartest Parish. These are Breckland SAC and SPA.

3.8 Breckland SPA is approximately 16km to the north of Hartest, whilst Breckland SAC is approximately 19km north of Hartest, as illustrated in Figure A.1 in Appendix A. More detailed information about these European sites is provided in Appendix B, described with reference to Standard Data Forms for the SPA and Natural England's Site Improvement Plans [See reference 22]. Natural England's conservation objectives [See reference 23] for the SPA have also been reviewed. These state that site integrity must be maintained or restored by maintaining or restoring the habitats of qualifying features, the supporting processes on which they rely, and populations of qualifying species.

Assessment of 'likely significant effects' of the plan

3.9 As required under Regulation 105 of the Conservation of Habitats and Species Regulations 2017 **[See reference** 24**]** (as amended), an assessment has been undertaken of the 'likely significant effects' of the plan. The assessment has been prepared in order to identify which policies or site allocations would be likely to have a significant effect on European sites. The Screening assessment has been conducted without taking mitigation into account, in accordance with the 'People over Wind' judgment.

3.10 If the potential for policies to have likely significant effects is identified, consideration would then be given to the potential for the development proposed to result in significant effects associated with:

Physical loss or damage to habitat;

- Non-physical disturbance (noise, vibration and light pollution);
- Non-toxic contamination;
- Air pollution;
- Recreational pressure; and
- Changes to hydrology, including water quantity and quality.

3.11 This thematic/impact category approach allows for consideration to be given to the cumulative effects of policies and any site allocations, rather than focussing exclusively on individual developments provided for by the plan.

3.12 A Screening assessment was undertaken (Chapter 4), to document consideration of the potential for likely significant effects resulting from each policy in the Neighbourhood Plan. A risk-based approach involving the application of the precautionary principle was adopted in the assessment, such that a conclusion of 'no significant effect' would only be reached where it was considered unlikely, based on current knowledge and the information available, that a development plan policy or site allocation would have a significant effect on the integrity of a European site.

Interpretation of 'likely significant effects'

3.13 Relevant case law helps to interpret when effects should be considered as a likely significant effect, when carrying out HRA of a land use plan.

3.14 In the Waddenzee case **[See reference** 25**]**, the European Court of Justice ruled on the interpretation of Article 6(3) of the Habitats Directive (translated into Reg. 102 in the Habitats Regulations), including that:

An effect should be considered 'likely', "if it cannot be excluded, on the basis of objective information, that it will have a significant effect on the site" (paragraph 44). An effect should be considered 'significant', "if it undermines the conservation objectives" (paragraph 48). Where a plan or project has an effect on a site "but is not likely to undermine its conservation objectives, it cannot be considered likely to have a significant effect on the site concerned" (paragraph 47).

3.15 A relevant opinion delivered to the Court of Justice of the European Union commented that:

"The requirement that an effect in question be 'significant' exists in order to lay down a de minimis threshold. Plans or projects that have no appreciable effect on the site are thereby excluded. If all plans or projects capable of having any effect whatsoever on the site were to be caught by Article 6(3), activities on or near the site would risk being impossible by reason of legislative overkill."

3.16 This opinion (the 'Sweetman' case) therefore allows for the authorisation of plans and projects whose possible effects, alone or in combination, can be considered 'trivial' or de minimis; referring to such cases as those "that have no appreciable effect on the site". In practice such effects could be screened out as having no likely significant effect – they would be 'insignificant'.

3.17 The HRA Screening assessment therefore considers whether the Pre-Submission Draft Hartest Neighbourhood Plan policies could have likely significant effects either alone or in combination.

Mitigation provided by the plan

3.18 Some of the potential effects of a plan could be mitigated through the implementation of other policies in the plan itself, such as the provision of green infrastructure within new developments (which could help mitigate increased pressure from recreation activities at European sites). Nevertheless, in accordance with the 'People over Wind' judgment, avoidance and mitigation measures cannot be relied upon at the Screening stage, and therefore, where such measures exist, they will be considered at the Appropriate Assessment stage for impacts and policies where likely significant effects, either alone or incombination, cannot be ruled out.

Assessment of potential in-combination effects

3.19 Regulation 105 of the Habitats Regulations 2017 requires an Appropriate Assessment where "a land use plan is likely to have a significant effect on a European site (either alone or in combination with other plans or projects) and is not directly connected with or necessary to the management of the site". Therefore, where likely insignificant effects are identified for the plan alone, it is necessary to consider whether these may become significant effects in combination with other plans or projects.

3.20 Where the plan is likely to have an effect on its own (due to impact pathways being present), but it is not likely to be significant, the in-combination assessment at Screening stage needs to determine whether there may also be the same types of effect from other plans or projects that could combine with the plan to produce a significant effect. If so, this likely significant effect arising from the plan in combination with other plans or projects, would then need to be considered through the Appropriate Assessment stage to determine if the impact pathway would have an adverse effect on integrity of the relevant European site. Where the Screening assessment has concluded that there is no impact pathway between development proposed in the plan and the conditions

necessary to maintain qualifying features of a European site, then there will be no in-combination effects to assess at the Screening or Appropriate Assessment stage. This approach accords with recent guidance on HRA [See reference 26].

3.21 If impact pathways are found to exist for a particular effect but it is not likely to be significant from the plan alone, the in-combination assessment will identify which other plans and programmes could result in the same impact on the same European site. This will focus on planned growth (including housing, employment, transport, minerals and waste) around the affected site, or along the impact corridor.

3.22 The potential for in-combination impacts will therefore focus on plans prepared by local authorities that overlap with European sites that are within the scope of this HRA. The findings of any associated HRA work for those plans will be reviewed where available. Where relevant, any strategic projects in the area that could have in-combination effects with the plan will also be identified and reviewed.

3.23 The online HRA Handbook **[See reference** 27] suggests the following plans and projects may be relevant to consider as part of the in-combination assessment:

- Applications lodged but not yet determined, including refusals subject to an outstanding appeal or legal challenge;
- Projects subject to periodic review e.g. annual licences, during the time that their renewal is under consideration;
- Projects authorised but not yet started';
- Projects started but not yet completed;
- Known projects that do not require external authorisation; and
- Proposals in adopted plans.

Chapter 4 Screening Assessment

4.1 As described in Chapter 3, a Screening assessment was carried out in order to identify the likely significant effects of the Hartest Neighbourhood Plan on the scoped-in European sites. The detailed Screening assessment of the policies in the emerging Neighbourhood Plan can be found below.

HRA Screening of policies

Policy HAR 1 – Spatial Strategy

Potential likely significant effects

4.2 None – This policy sets out how the Neighbourhood Area will accommodate development commensurate with the Babergh and Mid Suffolk Joint Local Plan. It also outlines that the focus for new development will be within the defined settlement boundary where the principle of development is accepted. The policy also outlines that proposals for development located outside the settlement boundary will only be permitted where they are in accordance with national, district and neighbourhood level policies and where they do not have a detrimental impact on heritage and landscape designations. This policy will not directly result in development.

Policy HAR 2 – Housing Development

Potential likely significant effects

4.3 None – This policy sets out that within the Settlement Boundary there is a general presumption in favour of housing development in the form of small brownfield "windfall" sites and infill plots of one or two dwellings where proposals would not have a detrimental impact on the built and natural character of the site and its surroundings, the amenity of residents and infrastructure, including highways. This policy will not directly result in development.

Policy HAR 3 – Housing Mix and Design

Potential likely significant effects

4.4 None – This policy sets out that housing development must contribute to meeting the existing and future needs of the Parish. The policy states that proposals for new dwellings will be supported where they provide two or three bedroom dwellings designed to be adaptable for lifetime occupation. The policy will not itself directly result in new housing development.

Policy HAR 4 – Replacement Dwellings

Potential likely significant effects

4.5 None – This policy sets out the conditions under which the replacement of existing dwellings and conversion of buildings to residential use will be

permitted, if reusing or refurbishing existing dwellings is not economically viable. The policy will not directly result in development.

Policy HAR 5 – Residential Parking Standards

Potential likely significant effects

4.6 None – This policy sets out that development should maintain or enhance the safety of the highway network ensuring that all vehicle parking is designed to be integrated into the site without creating an environment dominated by vehicles. The policy also sets minimum parking requirements for residential developments. The policy will not result in development.

Policy HAR 6 – Affordable Housing on Rural Exception Sites

Potential likely significant effects

4.7 None – This policy sets out requirements for proposals for the development of small-scale affordable housing schemes on rural exception sites outside but well connected to an existing settlement, where housing would not normally be permitted by other policies. This policy will not directly result in development.

Policy HAR 7 – Biodiversity

Potential likely significant effects

4.8 None – This policy aims to ensure that all development proposals avoid the loss of, or material harm to trees, hedgerows and other natural features. It states that where such losses or harm are unavoidable, adequate mitigation measures or, as a last resort, compensation measures will be sought. In addition, it notes that development proposals will only be supported where they deliver measurable biodiversity net gains. The policy will not result in development.

Policy HAR 8 – Area of Local Landscape Sensitivity

Potential likely significant effects

4.9 None – This policy sets out that development proposals in the Hartest Area of Local Landscape Sensitivity will only be permitted where they protect or enhance the special landscape qualities of the area and are designed and sited so as to harmonise with the landscape setting. The policy will not result in development.

Policy HAR 9 – Protection of Important Views

Potential likely significant effects

4.10 None – the policy sets out that any proposed development should not have a detrimental visual impact on the key landscape and built development features of the Parish's important views. The policy also states that proposals for new buildings outside the Settlement Boundary will be required to be accompanied by a Landscape Visual Impact Assessment or other appropriate and proportionate evidence that demonstrates how the proposal can be accommodated without having a significant adverse impact. The policy will not result in development.

Policy HAR 10 – Local Green Spaces

Potential likely significant effects

4.11 None - This policy identifies three Local Green Spaces within the Neighbourhood Plan area. This policy will not result in development.

Policy HAR 11 – Buildings and Features of Local Significance

Potential likely significant effects

4.12 None – The policy sets out that the retention and protection of two buildings and features of local significance – the Institute, The Green and Hartest Stone, The Green – will be secured. The policy also states that

proposals for any works that would lead to the loss of, or substantial harm to, a building of local significance should be supported by an appropriate analysis of the significance of the asset. This policy will not result in development.

Policy HAR 12 – Design Principles

Potentially likely significant effects

4.13 None – This policy sets out requirements for the design of development in the Parish. This includes that development proposals will be supported where they do not involve the loss of gardens, important open, green or landscaped areas, or the erosion of the Settlement Gaps, which make a positive contribution to the character and appearance of that part of the Parish. The policy also states that development will be supported where it does not adversely affect and, where appropriate enhance, any historic, architectural or archaeological heritage assets of the site and its surroundings, important landscape characteristics including trees and ancient hedgerows and other prominent topographical features, sites, habitats, species and features of ecological interest and residential amenity. This policy will not result in development.

Policy HAR 13 – Flooding and Sustainable Drainage

Potential likely significant effects

4.14 None – This policy requires all development proposals to submit schemes appropriate to the scale of the proposal detailing how on-site drainage and water resources will be managed so as not to cause or exacerbate surface water and fluvial flooding elsewhere. The policy also states that proposals

should, as appropriate, include the use of above-ground open Sustainable Drainage Systems (SuDS). The policy will not result in development.

Policy HAR 14 – Light Pollution

Potential likely significant effects

4.15 None – The policy sets out that dark skies are preferred over lighting while ensuring that new developments are secure in terms of occupier and vehicle safety. The policy states that outdoor lighting should minimise environmental impact, light pollution, and adverse effects on wildlife, while promoting energy-efficient outdoor lighting technologies and reducing glare. The policy will not result in development.

Policy HAR 15 – Farm Diversification

Potential likely significant effects

4.16 None - This policy supports the use of redundant traditional farm buildings and other rural buildings for new employment uses, provided that they are no longer viable or needed for farming. The policy sets out that re-use for economic development purposes is preferred, but proposals causing harm to the rural economy, character, highways, infrastructure, residential amenity, environment, or landscape character will not be supported. The policy will not directly result in development.

Policy HAR 16 – Crown Public House

Potential likely significant effects

4.17 None – This policy supports proposals that make a positive contribution to securing the economic future of the Crown Public House, including those offering overnight accommodation, as long as they are compatible and ancillary to the main use of the public house and the design and siting of proposals must preserve and enhance the special historic character and appearance of heritage assets, including the conservation area and listed buildings and their settings. The policy will not directly result in development.

Screening Conclusion

4.18 Since none of the policies of the Hartest Neighbourhood Plan are expected to directly result in development (for the reasons detailed above), they will not result in significant effects on European sites. Therefore, consideration does not need to be given to the potential impact pathways to each European site.

Chapter 5 Conclusion and next steps

5.1 At the Screening stage of the HRA, no likely significant effects are predicted on European sites as a result of the Hartest Neighbourhood Plan, either alone or in combination with other policies and proposals.

Next steps

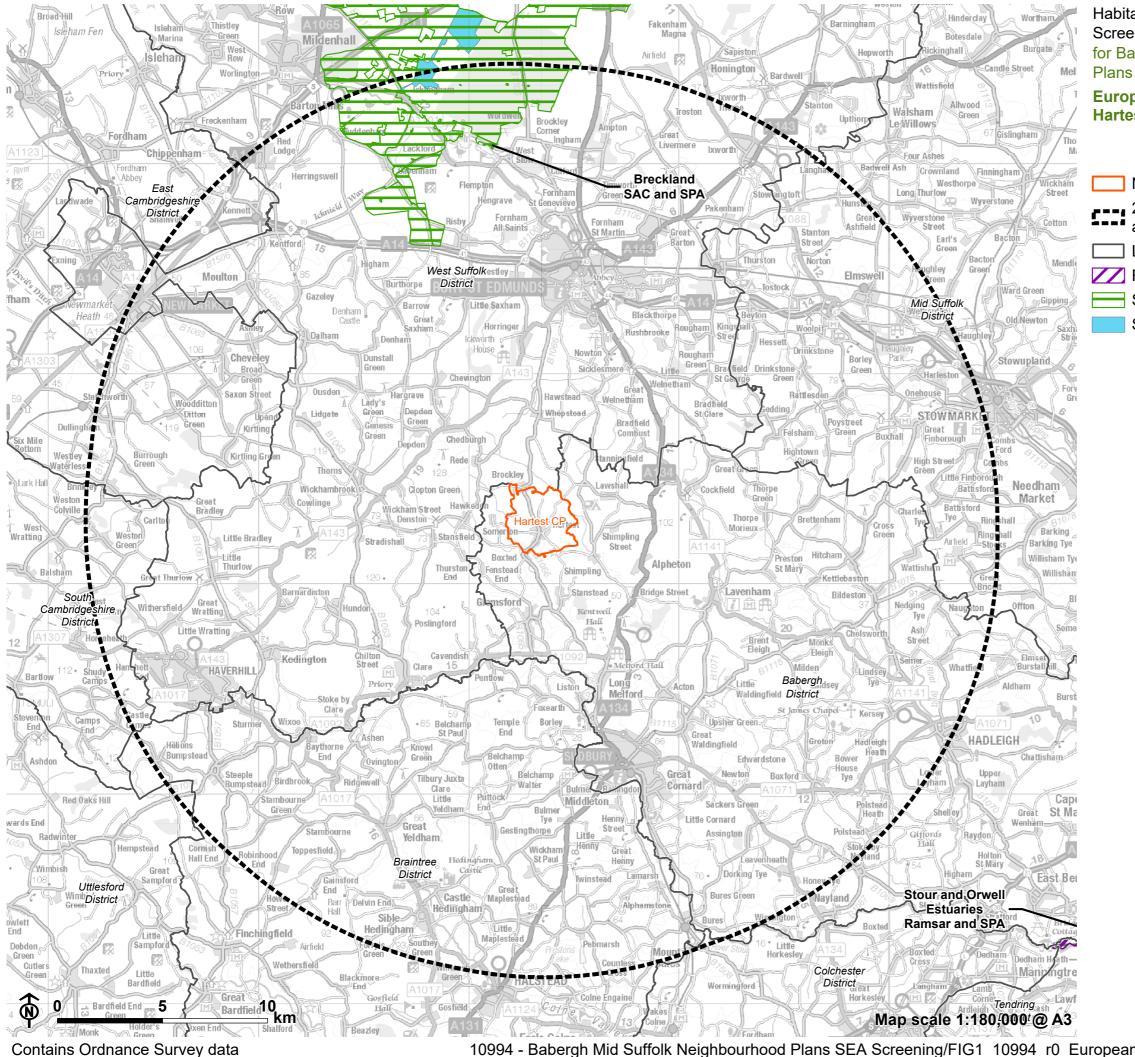
5.2 An Appropriate Assessment is not required for the Hartest Neighbourhood Plan as none of the policies will result directly in development and likely significant effects from the plan can therefore be ruled out.

5.3 HRA is an iterative process and as such, this assessment should be updated if any relevant, newly available evidence or comments from key consultees are received prior to the plan being finalised. It is recommended that this report is subject to consultation with Natural England and the Environment Agency to confirm that the conclusions of the assessment are considered appropriate at this stage of plan-making.

LUC October 2024 **Appendix A** Map of European Sites within 20km of Hartest Neighbourhood Plan Area

Appendix A

Map of European Sites within 20km of Hartest Neighbourhood Plan Area



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10994 - Babergh Mid Suffolk Neighbourhood Plans SEA Screening/FIG1_10994_r0_EuropeanSites_A3L_Hartest 09/10/2024EB:wasilewski_c

Habitat Regulations Assessment Screening for Babergh Mid Suffolk Neighbourhood



European Designated Sites within 20km of Hartest Neighbourhood Plan Area

- Neighbourhood Plan area
- 20km buffer from Neighbourhood Plan area
- Local Authority boundary
- **Z** Ramsar
 - SPA
 - SAC

Appendix B Attributes of European Sites

B.1 This appendix contains information on the European sites that have been scoped into the HRA. Site areas and designated features are drawn from SAC and SPA Standard Data Forms and Ramsar Site Information Sheets [See reference 28]. The overviews of sites and their locations are drawn from Natural England's Site Improvement Plans [See reference 29] Site conservation objectives are drawn from Natural England's website and are only available for SACs and SPAs [See reference 30].

Breckland SAC

Overview of site and its location

The Breckland SAC designation refers to a number of separate sites which are not physically linked. These sites are dispersed across the Breckland region in Norfolk and Suffolk, and collectively form the Breckland SAC due to their similar ecological characteristics and shared importance for biodiversity. The Breckland SAC encompasses a mosaic of woodland, heathland and grassland. Key features of the Breckland SAC include its dry heaths, calcareous grasslands, and significant populations of rare species such as the stone curlew, woodlark, and nightjar. The site is also notable for its variety of flora, including rare grasses, including European dry heaths, and wildflowers that thrive in its nutrient-poor, sandy soils. The Breckland SAC also includes Thetford Forest, which is designated a Special Site of Scientific Interest (SSSI) particularly due to the presence of rare flora such as *Alyssum alyssoides, Arabis glabra,* and *Muscari neglectum.*

Qualifying features

Annex I habitats:

- 2330 Inland dunes with open *Corynephorus* and *Agrostis* grasslands
- 3150 Natural eutrophic lakes with Magnopotamion or Hydrocharition type vegetation
- 4030 European dry heaths
- 6210 Semi-natural dry grasslands and scrubland facies on calcareous substrates (*Festuco-Brometalial*) (important orchid sites)
- 91E0 Alluvial forests with Alnus glutinosa and Fraxinus excelsior (Alno-Padion, Alnion incanae, Salicion albae)

Annex II populations of the following species:

■ 1166 Great crested newt Triturus cristatus

Conservation objectives

Ensure that the integrity of the site is maintained or restored as appropriate, and ensure that the site contributes to achieving the Favourable Conservation Status of its Qualifying Features, by maintaining or restoring;

- The extent and distribution of qualifying natural habitats and habitats of qualifying species
- The structure and function (including typical species) of qualifying natural habitats
- The structure and function of the habitats of qualifying species
- The supporting processes on which qualifying natural habitats and the habitats of qualifying species rely
- The populations of qualifying species, and,

The distribution of qualifying species within the site.

Key Vulnerabilities

- Lack of ground disturbance Insufficient creation and/or maintenance of bare ground and early successional vegetation communities (dry heath, dune and calcareous grassland). This affects SAC habitat and its characteristic invertebrate species.
- Undergrazing Undergrazing both by domestic livestock and wild rabbits affects the majority of grassland & heathland sites throughout the SPA/SAC, which puts at risk the quality of SAC habitats.
- Changes in species distributions There are significant declines of rare and scarce vascular plant species that are part of SAC habitat. Characteristic rare and scarce lichens of calcareous grass heath have largely disappeared from their historic sites, and lichen heath in general is in decline more broadly across heaths and grasslands. Heather appears to be dying back on a number of heather heaths (WHH, BH, STA), which is not currently explained by management, age cycle or known pathogens.
- Air pollution: impact of atmospheric nitrogen deposition Nitrogen deposition exceeds site relevant critical loads for ecosystem protection and hence there is a risk of harmful effects.
- Public access/disturbance Recreational and other activities have the potential to impact SAC features. Disturbance does not currently appear to be significantly impacting the bird populations, but the impacts of increased recreational activity is uncertain. Recreational growth in Thetford Forest may impact on woodlark and nightjar. The forest is a major recreational attraction in the region. Similarly, military training activities have the potential to impact ground nesting birds, especially stone curlew, but the extent of this impact is unclear. SAC features may be affected through eutrophication (dog fouling, unauthorised fires) and disturbance of soils, in particular on commons and heaths.

- Climate change Perceived effects of climate change could result in impacts on parched grassland, heath and dune communities, as well as component rare species.
- Inappropriate scrub control Excess growth of scrub and trees is affecting open heath and calcareous grasslands. Payment rates for scrub clearance in HLS are too low, whilst availability of capital funds for additional HLS capital works plans is too limited.
- Inappropriate management practices There is an over-emphasis in site management on heather (especially in its mature phase), as opposed to heathland community, especially the early successional phases, and the dynamism between heathland and grassland communities.
- Habitat fragmentation Some heaths are relatively small and the connectivity between these and the larger heaths too, is poor. In some cases the individual heaths are physically isolated and the landscape in between is hostile to species dispersal.
- Inappropriate weed control Invasion of dry heath, dune and calcareous grassland by Calamagrostis epigejos.
- Inappropriate cutting/mowing Chalk grassland communities on Barnham Cross Common have declined as a result of a sub-optimal cutting regime.

Non-qualifying habitats and species upon which the qualifying habitats and/or species depend

In general, the three qualifying species all rely on:

- Key species to maintain the structure, function and quality of habitat.
- Natural vegetation transitions to create diversity and support a range of species.
- Habitat connectivity to the wider landscape to allow for migration, dispersal and genetic exchange of species typical of this habitat.

Active and ongoing conservation management to protect, maintain or restore these habitats.

The individual qualifying species of the SAC also rely on the following habitats:

Inland dunes with open Corynephorus and Agrostis grasslands

- Rabbits and mechanical activity play a key role in maintaining areas of bare ground/sparse vegetation, which are characteristic of this habitat.
- Annual sand deposition for the continued growth of grey hair-grass Corynephorus canescens. This species is a key feature of this habitat type.

European dry heaths and seminatural dry grasslands and scrubland facies on calcareous substrates (*Festuco-Brometalia*)

- Rabbits are vital to producing the open, tightly grazed swards that characteristic flora and fauna of this habitat depend on.
- In addition to this, rabbits, moles and mechanical activity play a key role in maintaining areas of bare ground/sparse vegetation, which are characteristic of these habitats.
- Insects, including bees for pollination of flowering plants.

Alluvial forests with Alnus glutinosa and Fraxinus excelsior (Alno-Padion, Alnion incanae, Salicion albae)

Light grazing and browsing from herbivores, such as deer to promote diverse woodland structure and continuous seedling establishment.

Natural eutrophic lakes with *Magnopotamion* or *Hydrocharition* – type vegetation

- Hydrological isolation and connectivity.
- Natural hydrological processes to provide the conditions necessary to sustain this habitat.

In general, the qualifying species of the SAC rely on:

- The sites ecosystem as a whole (see list of habitats below).
- Maintenance of populations of species that they feed on (see list of diets below).
- Habitat connectivity to between breeding and terrestrial habitat to sustain metapopulations.

Great Crested Newts

- Habitat preferences requires aquatic habitat, such as ponds for breeding in areas such as pastoral and arable farmland, woodland and grassland.
- Diet aquatic invertebrates.

Breckland SPA

Overview of site and its location

The Breckland SPA partly overlaps the 7,544 hectare Breckland SAC. As a landscape region it is an unusual natural habitat of England. It comprises the gorse-covered sandy heath that lies mostly in the south of the county of Norfolk but also in the north of Suffolk. The remnants of the dry heath and grassland that remain within the SPA today support populations of Annex 1 heathland breeding birds, where grazing by sheep and rabbits is sufficiently intensive to create short turf and open ground. The Annex 1 breeding bird species have also adapted to live in arable and forestry habitats, which cover extensive areas of the SPA. In addition to the arable and grass heath habitats, a significant part of the Breckland SPA is characterised by large-scale commercial conifer plantations. Areas of heathland created and maintained within the forestry areas create more permanent areas suitable for breeding and feeding of all three SPA species, with an open mosaic of forest and heath.

Qualifying features

Annex I species:

- A133 Stone-curlew Burhinus oedicnemus (Breeding)
- A224 European nightjar *Caprimulgus europaeus* (Breeding)
- A246 Woodlark Lullula arborea (Breeding)

Conservation objectives

Ensure that the integrity of the site is maintained or restored as appropriate, and ensure that the site contributes to achieving the aims of the Wild Birds Directive, by maintaining or restoring;

- The extent and distribution of the habitats of the qualifying features
- The structure and function of the habitats of the qualifying features
- The supporting processes on which the habitats of the qualifying features rely
- The population of each of the qualifying features, and,
- The distribution of the qualifying features within the site.

Key Vulnerabilities

Similar to Breckland SAC (see above), although additional key vulnerabilities were identified:

Forestry and woodland management – There has been a significant decline in the numbers of woodlark and nightjar since the SPA classification. This can be largely explained by the loss of available habitat through the natural cycle of timber harvesting. For woodlark there is also some decline in habitat quality.

- Water pollution There has been a considerable loss of aquatic species in Ringmere and high nutrient levels recorded in previous water analysis suggest nutrients are impacting the mere. Langmere too shows signs of nutrient enrichment.
- Stone curlew monitoring and intervention Stone Curlew have adapted to breed on arable farmland. Nests and chicks are vulnerable to some farming operations at specific times, especially because they are well camouflaged and chicks tend to stay motionless when disturbed. Breeding success is improved by monitoring and intervention: working with farmers to locate nests and temporarily remove chicks during farming operations. Provision of nesting plots also contributes to maintaining and enhancing the population. These actions require continued collaboration and funding.
- Planning Permission: general Development, especially for housing, roads and solar farms can impact on SPA species (Stone curlew, Woodlark, Nightjar). Detailed, robust information submitted by applicants is required to enable Competent Authorities and statutory consultees to assess planning applications both for their impact and mitigation. Co-ordination of baseline information for European sites and features from partners is also needed to ensure a full assessment can be made.
- Monitoring Continued and expanded monitoring of SPA species and their habitat is essential to targeting appropriate management and identify the impacts of, and potential mitigation for, development. There is insufficient certainty of funding of monitoring, together with incomplete coverage of existing monitoring effort.
- Inappropriate pest control Predation on ground-nesting SPA species, especially Stone curlew and Woodlark.

Non-qualifying habitats and species upon which the qualifying habitats and/or species depend

In general, the three qualifying species all rely on:

- The site's ecosystem as a whole (see list of habitats below).
- Maintenance of populations of species that they feed on (see list of diets below).
- Off-site habitat foraging habitat for these species. In particular, this includes open grassland, heathland and arable land.
- Open landscape with unobstructed line of sight within nesting, foraging or roosting habitat.

The individual qualifying species of the SPA also rely on the following habitats and species:

Stone Curlew

- Habitat preferences this species breeds on grassland, heathlands, arable and sometimes conifer plantations, particularly in areas with heath glades.
- In addition to this, stone curlew are known to use arable land and heathland for post-breeding flocks.
- This species tends to prefer foraging within 1km from a nest site.
- Diet Invertebrates that are found on the ground, including earthworms, ground and dung beetles.

Woodlark

- Habitat preferences this species uses open grassland and heather heaths to breed; and grassland and arable land to forage. This species is also sometimes observed nesting along the margins of arable areas.
- More recently this species has taken to nesting on fallow land and the system of rotational clear-felling within the conifer plantations has provided ideal breeding conditions for woodlark.
- This species primarily uses the SPA for breeding; however they are also known to use the SPA during the winter.

Diet – insects, including beetles, caterpillars and spiders during the breeding season and seeds during the winter.

Nightjar

- Habitat preferences this species exclusively uses afforested land, including clear fells and young plantations for breeding; and open heathlands, grasslands and arable land for foraging.
- Diet Insects, especially moths and beetles.

References

- 1 <u>HM Government (2007) The Conservation (Natural Habitats, &c.)</u> (Amendment) Regulations 2007 (SI No. 2007/1843)
- 2 <u>HM Government (2017) The Conservation of Habitats and Species</u> <u>Regulations 2017 (SI No. 2017/1012)</u>, as amended by <u>HM Government</u> (2019) The Conservation of Habitats and Species (Amendment) (EU Exit) <u>Regulations 2019 (SI No. 2019/579)</u>
- 3 The integrity of a site is the coherence of its ecological structure and function, across its whole area, that enables it to sustain the habitat, complex of habitats and/or the levels of populations of the species for which it was designated. (Source: UK Government Planning Practice Guidance)
- 4 Department for Levelling Up, Housing and Communities (2019) <u>Appropriate assessment: Guidance on the use of Habitats Regulations</u> <u>Assessment</u>
- 5 Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora (the 'Habitats Directive').
- 6 Directive 2009/147/EC of 30 November 2009 on the conservation of wild birds (the 'Birds Directive').
- 7 <u>The network of protected areas identified by the EU: European</u> <u>Commission (2008) Natura 2000</u>
- 8 Department for Environment, Food and Rural Affairs (2021) Changes to the Habitats Regulations 2017
- 9 Department for Environment, Food and Rural Affair, Natural England, Welsh Government and Natural Resources Wales (2021) Habitats regulations assessments: protecting a European site
- 10 Department for Levelling Up, Housing and Communities (2023) National Planning Policy Framework (paragraph 191)
- 11 <u>David Tyldesley & Associates (undated) The HRA Handbook (Section A3)</u>
 A subscription based online guidance document

- 12 Department for Environment, Food and Rural Affairs, Natural England, Welsh Government and Natural Resources Wales (2021) Habitats regulations assessments: protecting a European site
- **13** Regulations 5 of the Habitats Regulations 2017.
- 14 Department for Levelling Up, Housing and Communities (2019) <u>Appropriate assessment: Guidance on the use of the Habitats Regulations</u> <u>Assessment</u>
- 15 European Commission (2001) Assessment of plans and projects significantly affecting European Sites. Methodological guidance on the provisions of Article 6(3) and (4) of the Habitats Directive 92/43/EEC
- 16 <u>David Tyldesley & Associates (undated) The HRA Handbook (Section A3)</u>
 A subscription based online guidance document
- 17 Natural England (undated) Conservation Objectives for European Sites
- 18 In line with the CJEU judgement in Case C-323/17 People Over Wind v Coillte Teoranta, mitigation must only be taken into consideration at this stage and not during Stage 1: HRA Screening.
- 19 In addition to SAC and SPA citations and conservation objectives, key information sources for understanding factors contributing to the integrity of the sites include (where available) conservation objectives supplementary advice and Site Improvement Plans prepared by Natural England: <u>Natural England (undated) Site Improvement Plans by region</u>
- **20** A buffer distance of 20 kilometres has been applied based on the buffer distance applied to North Essex HRAs. This seems relevant given the large distances identified in relation to recreation.
- 21 Chapman, C. & Tyldesley, D. (2016) Functional linkage: How areas that are functionally linked to European sites have been considered when they may be affected by plans and projects 0 a review of authoritative decisions. Natural England Commissioned Reports, Number 207.
- 22 Obtained from the <u>Natural England website</u>.
- 23 Natural England (undated) Conservation Objectives for European Sites
- 24 SI No. 2017/2012.

- 25 ECJ Case C-127/02 "Waddenzee" Jan 2004.
- 26 <u>David Tyldesley & Associates (undated) The HRA Handbook (Section A3)</u>
 A subscription based online guidance document
- 27 <u>David Tyldesley & Associates (undated) The HRA Handbook (Section A3)</u>
 A subscription based online guidance document
- 28 JNCC (2019) UK Protected Area Datasets for Download
- 29 Natural England (2014-2015) Site Improvement Plans: East of England
- 30 Natural England (undated) Conservation Objectives for European Sites

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